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<b>Item No.</b> 6.1	<b>Classification:</b> Open	<b>Date:</b> 29 November 2022	<b>Meeting Name:</b> Planning Committee
<b>Report title:</b>	<b>Development Management planning application:</b> Application 22/AP/2227 for: FULL PLANNING APPLICATION  <b>Address:</b> AVONMOUTH HOUSE, 6 AVONMOUTH STREET, SE1 6NX  <b>Proposal:</b> Demolition of existing building and structures and erection of a part 2, part 7, part 14 storey plus basement mixed-use development comprising 1733sqm (GIA) of space for class E employment use and/or class F1(a) education use and 219 purpose-built student residential rooms with associated amenity space, including at 7th floor roof level, and public realm works, car and cycle parking, and ancillary infrastructure.		
<b>Ward(s) or groups affected:</b>	Chaucer		
<b>From:</b>	Director of Planning and Growth		
<b>Application Start Date</b>		31/05/2022	<b>Application Expiry Date</b> 30/08/2022
<b>Earliest Decision Date</b>		26/08/2022	

## RECOMMENDATIONS

1. That planning permission is granted, subject to conditions, referral to the Mayor of London, and the applicant entering into an appropriate legal agreement by no later than 31 March 2023.
2. In the event that the requirements of (1.) are not met by the 31 March 2023, the director of planning and growth be authorised to refuse planning permission, if appropriate, for the reasons set out at paragraph 189 of this report.

## EXECUTIVE SUMMARY

### Consultation responses from members of the public

3. There have been no comments from residents on this application for a 14 storey building. There were eight objections from residential neighbours on the 16 storey scheme (21/AP/4297) and while not specifically on the 14 storey application, it is reasonable to summarise them here and give due consideration to the issues raised in this report.
  - Noise and disturbance from the use as students residential accommodation

- Impact on living conditions for existing residents, including daylight, sunlight and sense of enclosure
  - Impact on Newington Gardens
  - Height and scale of the development.
4. These comments from residents are addressed in the relevant parts of the report below.
  5. The three landowners have objected to the proposal who own buildings within the site allocation:
    - 63-67 Newington Causeway
    - 73-77 Newington Causeway and
    - 49-51 Tiverton Street
  6. All of their comments are similar and are about the potential for the development at Avonmouth House to stymie reasonable development on their land. These comments are also addressed in the main body of the report.

#### **Comments from ward members**

7. Ward members have commented on the scheme expressing concern about the impact that the development would have on existing residents. They also commented that the development should provide some community use.
8. Impacts on existing residents are detailed below and the applicant has been asked about the potential for a community use to which they have said that they will explore this with the university that may operate the site. Officers expect to report further in an addendum report for the meeting.

## Aerial photograph of the site

9.



## Existing site

10.



## Proposed Development

11.



### Student accommodation mix

12. • 219 bedspaces (including 5% wheelchair accessible) comprising cluster flats and independent studios

13.

	No. Floors	Ensuite	Studio	Accessible Studio	Accessible Ensuite	Total
<b>Floor</b>						
Ground	1	0				0
1st	1	22	2		1	25
2nd-9th	8	22	1	2	1	208
10th-11th	2	13	3		1	34
<b>Total bedspaces</b>		<b>224</b>	<b>16</b>	<b>16</b>	<b>11</b>	<b>267</b>
				10.1%		

### Non-residential use

14. • 1733sqm Class E (employment) /F(a) (educational) floorspace across the lower floors.

### Affordable

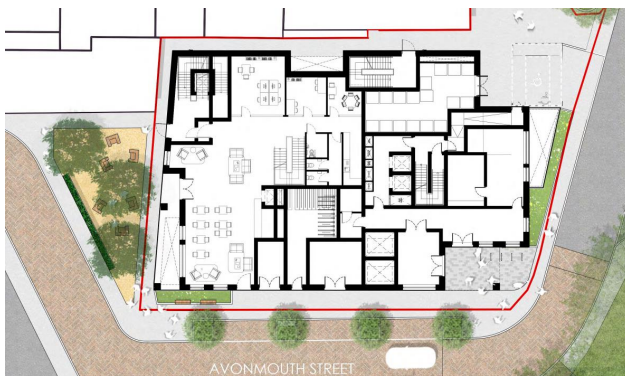
15. • 35% affordable student bedspaces on site.

### Accessibility

16. • Every part of the building can be reached via lift and level access  
• 5% bedrooms wheelchair accessible

### Amenity

17. There is no specific amenity requirement for student accommodation, however, public and private amenity is provided on-site as follows:
- 165sqm external terrace above the 7th floor for residents
  - 70sqm “pocket park” – publicly accessible on the ground floor



### Public realm

18. There would be improvement of the public realm on Avonmouth Street and Tiverton Street with the introduction of an extended raised table, improved crossing to Newington Gardens and the pocket park with between 6-7 new trees and wildflower planting.

### Heights/massing

19. One building of part two, part seven and part 14 storeys with two basement levels.
- Basement -2: Plant and cycle storage
  - Basement -1: educational/employment use
  - Ground floor: café/office/residential entrance
  - 1st floor: educational/employment
  - All other floors- residential student accommodation.

### Parking

20. • One blue badge parking space in the fourcourt accessed from Avonmouth Street  
• 302 cycle parking spaces as follows to provide and secured by condition to include parking for disabled users and cargo bikes.

## Environment

21.
  - Net gain in biodiversity
  - Greenfield runoff rates
  - Net Zero carbon development through a combination of on-site measures and an offsetting payment

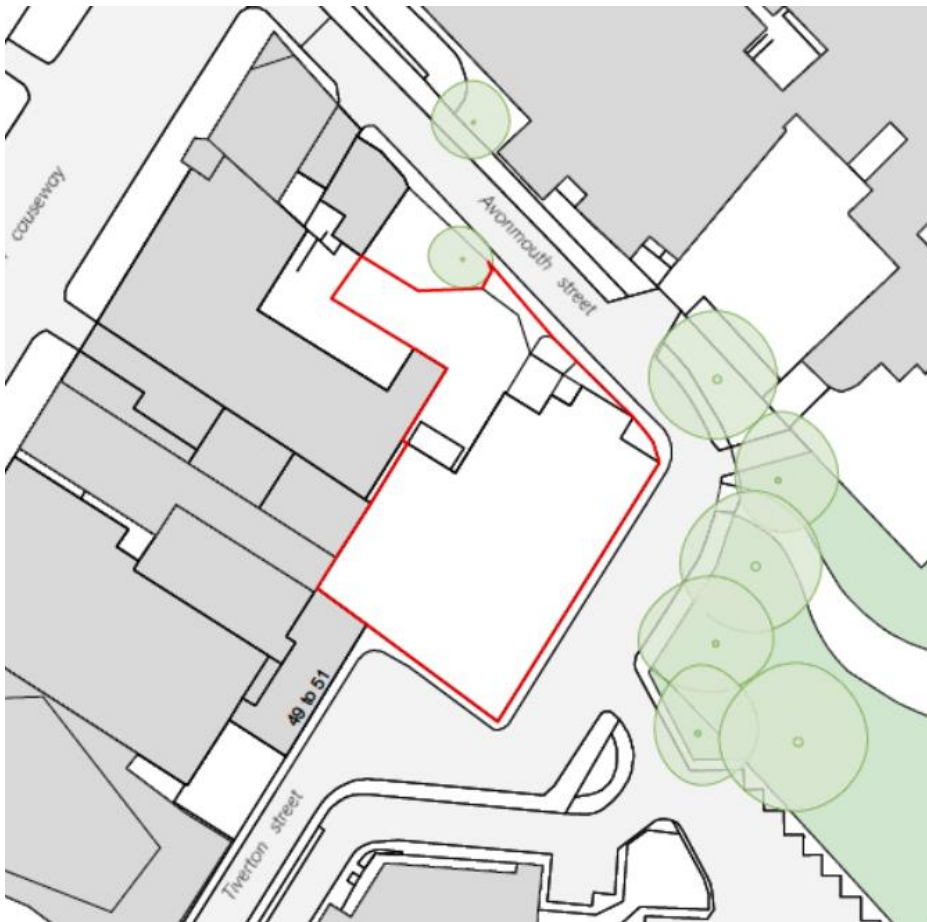
## Energy

22.
  - The development follows the energy hierarchy, heating hierarchy and cooling hierarchy. Overall, the development achieves a 61.3% CO2 saving over Part L of the Building Regulations
  - On-site measures include efficient systems (e.g. efficient glazing and insulation) PV panels and air source heat pumps.
  - Offset payment of £234,504 to achieve net zero carbon
  - Provision to connect to a district heat network in the future

## BACKGROUND INFORMATION

### Site location and description

23. The subject site is a 0.12 hectare plot located on the southern side of Avonmouth Street, approximately 50 metres from the Newington Causeway junction. The site comprises of a two storey building constructed in the late 1980s with an area of hard surfaced vehicular access. It is currently occupied by etc. venues and has a mix of uses including corporate training and conference facilities, meeting rooms, lecture theatres, offices, and catering facilities. The use class is *Sui Generis* meaning that it is not within a class defined in the Use Classes Order and is in a class of its own.
24. The surrounding area is a varied townscape consisting of a different uses and building heights. The site is adjoined to the west by Coburg House (63-67 Newington Causeway), a seven storey commercial building fronting Newington Causeway; and Balppa House (57-61 Newington Causeway), a five storey mixed-use building on the corner of Newington Causeway and Avonmouth Street. Coburg House has a private right of way on the existing northeast area of the site, which would remain post-development. Also to the west of the site is a group of mainly 20th century, four storey buildings that front onto Newington Causeway. Included within this group is the three storey Southwark Playhouse (77-85 Newington Causeway) and the only surviving 19th century building at 73-75 Newington Causeway.
25. Opposite to the east is Newington Gardens, a non-designated heritage asset and protected open space. To the south of the site is the large Rockingham Estate formed of 19 predominantly five storey residential blocks set around quadrangles and areas of open amenity space. There are no listed buildings on the site. The site is not located within a conservation area but is located within the setting the Grade II Listed Inner London Session Court approximately 50m to the northeast of the site. The height building means it is not within the setting of any conservation areas, the nearest of which is the Trinity Square Conservation Area, approximately 250m northeast of the site.



Site location plan

26. The site is well located for quick and convenient access to various modes of transport, including on foot, by bicycle and public transport. The site's public transport accessibility level (PTAL) is classified as "excellent" with a rating of 6b on a scale where 1a is poor and 6b is excellent. Of note, high frequency bus services are available from the bus stops located immediately adjacent to the Avonmouth Street/Newington Causeway junction. These stops are known as the Inner London Crown Court stops and are served by the 35, 133, 343 and C10 services as well as the N133 and N343 night bus services.
27. Elephant and Castle Underground Station is located approximately 400 metres to the southwest of the site. It is on the Bank branch of the northern line with a typical off-peak frequency of 20 trains per hour in each direction. It is also the terminus of the Bakerloo line with approximately 14 trains arriving and departing per hour. Elephant and Castle National Rail Station is located approximately 650 metres to the southwest of the site. It provides services to London Blackfriars, Kentish Town, St Albans, Sevenoaks and Sutton amongst others. There are a wide range of amenities within walking distance of the site and the two nearest university campuses, University of the Arts and London South Bank, are within a 5 minute and 3 minute walk respectively.
28. The application site has the following designations attached to it:
  - Forms part of Site Allocation NSP46: 63 – 85 Newington Causeway;
  - Elephant and Castle Major Town Centre;

- Strategic Cultural Area – Elephant and Castle Strategic Cultural Quarter;
- Elephant and Castle Opportunity Area;
- Central Activities Zone;
- Archaeological Priority Area (North Southwark and Roman Roads);
- Air Quality Management Area; and
- Environment Agency Flood Zone 3 area.

29. The table below demonstrates the existing area schedule on the application site.

**Table: Existing area schedule**

Occupier	etc.venues
Use Class	<i>Sui Generis</i>
Sqm (GIA)	1307

## Details of proposal

30. Planning permission is sought for the demolition of the existing two storey building to provide a single building of stepped heights ranging from 2 to 14 storeys plus a two storey basement. The development would provide 219 purpose built student rooms comprising 205 en-suite rooms, 2 studios, and 12 (5%) accessible studios arranged over levels 2 to 13. In line with the Southwark Plan, the accommodation would be secured via a nomination agreement and 35% would be affordable student accommodation.
31. Flexible Class E/F1(a) floorspace is proposed at basement (-1), ground and first floor, totalling 1,733sqm (GIA). The space has been designed for a further education use (Class F1(a)) and incorporates seminar rooms, lecture theatres and communal workspace; however, it could be reconfigured in other ways. To ensure that the long-term use of the space remains activated, Class E (Commercial, Business and Service) floorspace is also being applied for within the description of proposed development. The table below sets out the proposed floorspace areas within each individual use class.

**Table: Proposed land uses**

Land Use	Use Class	GIA
<b>Student Accom.</b>	Sui Generis	3,179.5sqm
<b>Educational/commercial</b>	E/F1(a)	1,733sqm

32. A total of 165sqm external amenity space for the future residents proposed on landscaped roof terrace at seventh floor. The space has been designed to incorporate areas for lounging, eating, sitting, and working with landscape features including raised planters with integrated seating and multi-stem trees. Urban greening is proposed on roof terraces at levels two, seven, and fourteen, including green roofs in combination with solar panels.
33. The existing access off Avonmouth Street would be retained but improved with the provision of a Copenhagen crossing (which are designed to slow vehicles and encourage drivers to give way to pedestrians) along the frontage, thus creating a more pedestrian friendly environment along Avonmouth Street compared with the existing situation. The proposal seeks to reduce car dependency and would be car-free with the exception of one blue badge car parking space on-site. Separate cycle stores for each use are proposed and while these would comply with the London Plan standards, they are below the Southwark Plan requirements. The applicant has agreed to provide 302 spaces, including 30 Sheffield racks providing for 60 spaces, including three disabled and three cargo bicycle and this would be secured by condition. Deliveries and servicing by larger vehicles (including refuse vehicles) is proposed to take place on Avonmouth Street as per the current situation, whilst deliveries by smaller vehicles (such as those used by couriers etc.) can be undertaken within the site.
34. The proposal would provide 35% affordable student accommodation and a contribution of 219 student beds towards the Mayor's target of 3,500 purpose built student accommodation units per annum.
35. The applicant, Tribe, is in talks with a local university for the student accommodation as well as the entire 1,733sqm of non-residential floorspace proposed at basement, ground and first floors. The accommodation will be secured through a nomination agreement with the university.
36. Public realm improvements form part of the proposal, including new landscaping and widening of the footways around the site to create an enhanced pedestrian experience. Beyond the application site boundary, there is the potential to significantly upgrade the public realm for the mutual benefit of local residents and future occupiers of the development, including the provision of a "pocket park". Mechanisms for the delivery of the pocket park are to be secured in the S106 Agreement.

## **Summary of main issues**

37. The main issues to be considered in respect of this application are:
  - Affordable housing;
  - Design, layout, heritage assets and tall buildings;
  - Public realm, landscaping and trees;
  - Student accommodation, including wheelchair units;
  - Quality of accommodation;
  - Impact of proposed development on amenity of adjoining occupiers and surrounding area;
  - Transport;

- Planning obligations (S.106 undertaking or agreement);
- Sustainable development implications;
- Energy;
- Water resources and flood risk;
- Archaeology;
- Wind microclimate;
- Socio-economic impacts;
- Equalities and human rights;

## **Legal context**

38. Section 38(6) of the Planning and Compulsory Purchase Act (2004) requires planning applications to be determined in accordance with the development plan, unless material considerations indicate otherwise. In this instance the development plan comprises the London Plan 2021, and the Southwark Plan 2022. Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires decision-makers determining planning applications for development within Conservation Areas to pay special attention to the desirability of preserving or enhancing the character or appearance of that area. Section 66 of the Act also requires the Authority to pay special regard to the desirability of preserving listed buildings and their setting or any features of special architectural or historic interest which they possess.
39. There are also specific statutory duties in respect of the Public Sector Equalities Duty which are highlighted in the relevant sections below and in the overall assessment at the end of the report.

## **Equalities**

40. The Equality Act (2010) provides protection from discrimination for the following protected characteristics: race, age, gender reassignment, pregnancy and maternity, disability, sexual orientation, religion or belief, sex, marriage and civil partnership. Section 149 of the Equality Act 2010 places the Local Planning Authority under a legal duty to have due regard to the advancement of equality in the exercise of its powers, including planning powers. Officers have taken this into account in the assessment of this application and Members must be mindful of this duty, inter alia, when determining all planning applications. In particular Members must pay due regard to the need to:
  - Eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Equality Act; and
  - Advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it; and
  - Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
41. As set out in the Essential Guide to the Public Sector Equality Duty (2014), “the duty is on the decision maker personally in terms of what he or she knew and took into account. A decision maker cannot be assumed to know what was in the minds of his or her officials giving advice on the decision”. A public authority must have sufficient evidence in which to base consideration of the impact of a decision.

42. The development would provide 77 rooms as affordable student homes. These would provide more affordable accommodation to students who might otherwise not be able to afford accommodation at university. It would also provide modern rooms for students with disabilities in an extremely well connected location with respect to transport links close to two universities.

### Other equality impacts

43. The proposed development would also generate additional opportunities for local employment. The proposed development would deliver 1,733sqm (GIA) of class E/F1(a) floorspace on the basement, ground floor, and first floor which represents an increase of 426sqm over the existing floorspace.

### Conclusion on equality impacts

44. Having due regard to the public sector equalities duty, the development would comply with the relevant policies and building codes on access and avoid unlawful discrimination; it would advance the quality of opportunity by providing wheelchair accessible rooms and affordable students homes. Officers are satisfied that equality implications have been carefully considered throughout the planning process and that members have sufficient information available to them to have due regard to the equality impacts of the proposal as required by Section 149 of the Equality Act 2010 in determining whether planning permission should be granted.

### Principle of development in terms of land use

45. The NPPF (2019) offers a number of key principles that emphasise a focus on driving and supporting sustainable economic development to facilitate the delivery of new homes and commercial business units etc. The application site is located within the Elephant and Castle SPD and Opportunity Area Planning Framework (OAPF) March 2012. In locations such as this, both London Plan and Southwark Plan policies strive for higher density, high quality mixed use developments which assist in addressing the need for new homes and ranges of employment opportunities.
46. In the Southwark Plan 2022, the site is identified as falling within Site Allocation NSP46 which measures 3,784sqm and has an indicative capacity of 93 new homes. The site allocation states that redevelopment on this site must:

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; and

- Retain the existing theatre use or provide an alternative cultural use (D2); and
- Provide active frontages including ground floor retail, community or leisure uses on Newington Causeway.

Redevelopment of the site should:

- Provide new homes (C3).

Redevelopment of the site may:

- Provide a new community health hub (E(e)).
47. The Elephant and Castle SPD and OAPF sets out the vision for the 122-hectare opportunity area, within which the application site is located. Although the SPD was adopted almost 10 years ago, it remains a material consideration in the determination of planning applications and provides contextual information which has shaped the regeneration of the area since its adoption.
48. The site and Nos. 57-87 Newington Causeway are identified as a “potential development site” within the Enterprise Quarter defined character area of the opportunity area. In terms of existing land uses, the site, and the area immediately to the north and west are identified as being “predominantly commercial”. However, adjoining the site to the east is an area identified as being “predominantly institutional/cultural/leisure”, which includes the Court building, and to the south is an area containing “predominantly residential with supporting community uses”. It is clear, therefore, that the site is in a diverse area comprising a broad range of land uses, typical of a major town centre location.
49. Given the above, the existing use on the site is not considered to maximise the potential of this Opportunity Area Proposal Site. Because the existing use of the site is not in class E, the proposal would not need to comply with the first bulletpoint in paragraph 25 above. There would however be the opportunity to increase employment capacity with the replacement of the existing building with a *Sui Generis* use to a mixed use of E/F1(a) floorspace

### Job creation

50. The current number of Full Time Employees (FTE) on site is five. The proposals would not only increase floorspace, but also employment figures. Best practice guidance on employment densities does not include a specific category for education (F1(a)) use; the nearest use is “R&D Space” for which the employment density is 1 job per 40-60 sqm (NIA). The range within Class E is also very wide, e.g., the benchmark for light industrial space is typically 47sqm per person compared to approximately 12sqm per person for offices. As a worst case scenario, the non-residential floorspace could generate capacity for between 25 and 37 full-time jobs based on the density for R&D Space.
51. However, the HCA Guide confirms in the notes for this sub-category that “NIA lower densities will be achieved in units with higher provision of shared or communal spaces”. Even if the worst case job yield is assumed, this would still equate to a significant quantum of additional jobs at the site given that the current number of FTE with a minimum increase of +21 FTE jobs.
52. The Local Economy Team (LET) recognises that there would be uplift in employment floor space, and all LET recommendations would be secured through the Section 106 agreement. If any of these expectations were not to be achieved, financial contributions would be sought in accordance with the Council’s Planning Obligations

and CIL SPD. An Employment, Skills and Business Support Plan would also be secured through the Section 106 Agreement.

### Affordable workspace

53. P31 (affordable workspace) includes a requirement for development proposing over 500sqm of employment space to include 10% of the proposed gross new employment floor space as affordable workspace on site. The affordable workspace should be secured for at least 30 years, respond to local demand and prioritise existing businesses. In acknowledging the potential Class E/F1(a) flexible use proposed, the current plans submitted indicate that the basement and first floor levels are to be F1(a). Should the use of these floors be Class E then at least 173sqm of floorspace shall be provided as affordable workspace. Mechanisms for the potential for affordable workspace to be delivered with this scheme is secured in the S106 Agreement.

### Principle of flexible employment/education floorspace

54. The NPPF sets out the Government's commitment to securing economic growth and advises that plans should proactively meet the development needs of businesses and support an economy fit for the twenty first century. Paragraph 81 of the NPPF states that "significant weight" should be given to supporting economic growth and productivity, taking into account local business needs and opportunities for development.
55. London Plan Policies SD4 and SD5 outline the strategic functions of the Central Activities Zone (CAZ), of which offices and higher education are two, 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.
56. London Plan Policy S3 provides guidance on education facilities. Part B of the policy has a set of criteria that development proposals for education facilities should meet, including being located in areas of identified need and in accessible locations with good public transport accessibility, and fostering an inclusive design approach. Paragraphs 5.3.8 and 5.3.9 of the supporting text relate specifically to further and higher education and state as follows:

*5.3.8 Higher education in London provides an unparalleled choice of undergraduate and postgraduate degrees, continuing professional development, advanced research, and infrastructure to support business growth, such as incubation space and business support services. It is also a significant employer and attracts major international companies able to benefit from universities' research reputations, such as in pharmaceuticals and life sciences. Universities also play a vital part in ensuring Londoners have the higher order skills necessary to succeed in a changing economy, and for the capital to remain globally competitive. The Mayor has established a forum for higher education institutions and further education establishments to work with boroughs and other stakeholders to plan future developments, including student accommodation, in locations which are well-connected to public transport.*

*5.3.9 Access to further education (FE) plays a key role in skills development and life-long learning and assists with Londoners' progression into, and through, sustainable employment, including apprenticeships. There is a predicted increase in demand for FE provision, due to the growing number of 16-19 year olds, and the new requirement for all young people to remain in learning until they are 18. Meeting this growing demand will require strategic planning and working across boroughs. FE institutions also provide valuable community facilities and services. The Mayor will continue to support the enhancement of FE colleges and other training facilities through the Skills for Londoners Capital Fund.*

57. Policy AV.09 of the Elephant and Castle Area Vision within the Southwark Plan states that development in Elephant and Castle should, amongst other things:

- Support the area's function as a major town centre for all Southwark residents and a central London location that attracts global business, research, teaching, shopping, flexible business spaces and cultural facilities; and
- Harness the expertise and infrastructure from the universities to develop a strong, dynamic and specialised local economy that will attract new specialised services and research.

58. Southwark Plan Policy P27 'Education places' says that development for higher and further education facilities will be permitted where they meet identified needs. Policy P30 'Office and business development' requires:

1. In the Central Activities Zone, town centres, opportunity areas and individual development plots within site allocations where employment re-provision is required, development must:

1. Retain or increase the amount of employment floorspace on site (GIA) of E(g), B2, B8 class use or sui generis employment generating uses); and
2. Promote the successful integration of homes and employment space in physical layout and servicing in areas that will accommodate mixed use development. This will include a range of employment spaces including freight, logistics, light industry, co-working, maker spaces and offices; and
3. Provide a marketing strategy for the use and occupation of the employment space to be delivered to demonstrate how it will meet current market demand.
4. Employment uses required by this policy (Use Class E(g)) will be secured through the implementation of conditions and/or planning obligations which will restrict change of use within Use Class E.

59. Site allocation NSP46 states that redevelopment of the allocated site:

- must provide at least the amount of employment floorspace (E(g), B class) currently on site or provide at least 50% of the development as employment floorspace, whichever is greater; and
- "may provide a new community health hub.

60. Southwark Plan Site allocation NSP46 assumes the site's existing use is "Office (E)(g)(ii)", whereas the site's planning history confirms that planning permission was granted in 1989 for use of the site for education purposes (Class D1, now F1(a)). Since then, and for at least the last 10 continuous years, 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. Whilst the planning permission in 1989 was for education type uses, this has not been the primary use for at least the last 10 years. Accordingly, the site's lawful use is considered *Sui Generis*.
61. There is currently no class E(g) employment floorspace within this part of the site allocation. The redevelopment of this part of the site allocation does provides an uplift in *Sui Generis* uses in the form of student accommodation, helping to deliver the intensification of the use of the site. If the lower floors were used for education use, they would provide more space than currently exists on the site for training facilities. If on the other hand the employment floorspace comes forward on the lower floors rather than the education use this would establish a lawful employment use on the site and help to deliver use class E(g) uses where none exists at present. There are lawful E(g) class office uses on neighbouring sites within this wider site allocation and they provide potential opportunities for an uplift in use class E(g) uses on redevelopment, helping deliver the aspirations of the plan.
62. The proposed development does not provide 50% of the floorspace as employment floorspace as sought by site allocation NSP46, as this part of the site allocation is currently in a *Sui Generis* use. Nevertheless, the development would result in an uplift of 426sqm (GIA) high quality, sustainable, flexible employment/education floorspace that would contribute to the vitality and mix of uses within Elephant and Castle, supporting its function as a major town centre, in accordance with Elephant and Castle Area Vision in the Southwark Plan and London Plan Policy SD6. In percentage terms, 24.5% of the overall floorspace proposed would be employment-generating floorspace, excluding the student accommodation which also generates jobs and contributes towards economic growth. Given the above, it is therefore considered that the proposal broadly meets the general policy objectives of Southwark Plan Policy P30, and other local, regional, and national planning policies focussed on economic growth and employment generation.
63. The applicant, Tribe, is in negotiations with a local university for the student accommodation as well as the entire 1,733sqm of non-residential floorspace proposed at basement, ground and first floors. The university is actively looking to develop and extend the benefits of its strategic location and its academic reach to ensure it remains competitive in the higher education sector.
64. The university have identified a need for additional high-quality floorspace in the short to medium term to enable the University to deliver its growth aspirations. Accordingly, the space has been designed for a higher education use (Class F1(a)), to meet an identified need; however, it could be reconfigured in other ways to accommodate various future commercial occupiers. To ensure that the long-term use of the space remains activated, and meets future economic market conditions, Class E (Commercial, Business and Service) floorspace is also being applied for.

65. The proposed development would meet the policy objectives of the Southwark Plan by providing additional employment capacity at the site where presently the use is not a formal employment use as recognised by the Use Classes Order. Furthermore, the proposals would provide 1,733sqm (GIA) of dedicated employment/education floorspace, equating to 24.5% of the total floorspace proposed (or 32% in NIA terms) and a net increase of 426sqm compared with the existing building. The provision of Class F1(a) floorspace would meet an identified need for higher education use within Southwark and would support the CAZ as a centre of excellence for education. Alongside this, the proposal would deliver active ground floor frontages onto Avonmouth Street and Tiverton Street to enhance the streetscape, in accordance with the requirements of NSP46, and policies contained within the NPPF, Policies AV.09, 27, 30 and 35 within the Southwark Plan, and guidance set out within the Elephant and Castle SPD and OAPF.

### **Principle of purpose-built student accommodation**

66. The vision outlined within the Elephant and Castle Opportunity Area as set out within the Elephant and Castle SPD and OAPF<sup>11</sup> highlights that “London South Bank University and London University of the Arts will develop further as important centres of learning.” SPD 8 ‘Higher education and student housing’ within the Elephant and Castle SPD and OAPF states that proposals for provision of space used for higher education will be supported.
67. Contained within the Enterprise Quarter of the Opportunity Area, student housing proposals will be supported in accordance with SPD 8. The supporting text at paragraphs 4.3.8 – 4.3.11 of the SPD stipulates that 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) are “*an important presence in the area, providing first class teaching and research facilities and making a strong contribution to its economic life.*”
68. Site Allocation NSP49 (London Southbank University Quarter which is adjacent to NSP 46 ) within the Southwark Plan 2022 further reiterates that development must provide research and education facilities or otherwise support the functioning of London Southbank University Quarter. Whilst this site is in an adjacent site allocation its proximity to LSBU would help deliver these broader plan aims. The development therefore is in compliance with the aims and objectives contained within the SPD, OAPF, and the site allocation designation within the Southwark Plan 2022. The below sections detail the appropriateness of purpose-built student accommodation (PBSA) from both Southwark and London Plan policy levels
69. London Plan Policy H15 ‘Purpose-built student accommodation’ states in part A that boroughs should seek to ensure the local and strategic need for purpose-built student accommodation is addressed provided that;
- 1) the development contributes to a mixed and inclusive neighbourhood;
  - 2) it is secured for students;
  - 3) the majority of bedrooms and all affordable student accommodation is secured through a nomination agreement for occupation by students of one or more higher education providers;

- 4) the maximum level of accommodation is secured as affordable student accommodation and;
  - 5) the accommodation provides adequate functional living space and layout. Part B of emerging policy H15 states that boroughs, student accommodation providers and higher education providers are encouraged to deliver student accommodation in locations well-connected to local services by walking, cycling and public transport, as part of mixed-use regeneration and redevelopment schemes.
70. The overall strategic requirement for such accommodation in London has been established through the work of the Mayor's Academic Forum, and a requirement for 3,500 purpose built student accommodation bed spaces to be provided annually over the Plan period has been identified. The supporting text (paragraph 4.15.1) to Policy H15 is clear that the completion of this accommodation contributes to meeting London's overall housing need and is not in addition to this need. For the purposes of calculating the contribution made to meeting a borough's housing target, a conversion factor of 2.5:1 should be applied (with two and a half bedrooms / studios being counted as a single home). The delivery of student accommodation contributes to overall housing delivery based on the amount of general housing that is freed up from students residing in other forms of accommodation. For this purpose, the development would contribute 87 homes to the delivery target for Southwark.
71. Student housing is non-self-contained accommodation and a 'sui generis' use in the Use Classes Order. Student housing is considered as housing for monitoring purposes through the Council's and the GLA's monitoring reports. The Southwark Plan sets a target of providing at least 40,035 new homes from 2019 to 2036 equating to 2,355 per annum. In addition, the Southwark Plan 2022 has a target of 10,217 homes on small sites between 2019 and 2036 amounting to 601 new homes per annum. The London Plan (2021) sets Southwark a ten year target of 23,550 homes between 2019/20 and 2028/29, i.e. a rate of 2,355 per year. It is noted that the London Plan 2021 sets lower targets for the borough compared with the 2016 version of the London Plan of 27,362 over ten years.
72. P5 of the Southwark Plan relates to student homes and states that:

*Development of purpose-built student housing must:*

- 1. Provide 5% of student rooms as easily adaptable for occupation by wheelchair users; and*
- 2. When providing direct lets at market rent, provide the maximum amount, with a minimum of 35% as conventional affordable housing by habitable room subject to viability, as per policy P4, as a first priority. In addition to this, 27% of student rooms must be let at a rent that is affordable to students as defined by the Mayor of London; or*
- 3. When providing all of the student rooms for nominated further and higher education institutions, provide the maximum amount of affordable student rooms with a minimum of 35% subject to viability. The affordable student rent should be set as defined by the Mayor of London.*

73. Policy SD6 Town centres and high streets of the London Plan encourages the enhancement of London's town centres through a diverse range of uses including employment, business space, shopping, culture, leisure, night-time economy, tourism, civic, community, social infrastructure and residential development. The Mayor of London's Housing SPG in section 3.9 states that specialist student accommodation makes an essential contribution to the attractiveness of London as an academic centre of excellence.
74. London Plan policy S3 'Education and childcare facilities' states that Universities also play a vital part in ensuring Londoners have the higher order skills necessary to succeed in a changing economy, and for the capital to remain globally competitive. London Plan policy E8 'Sector growth opportunities and clusters' states that London's higher and further education providers and their development across all parts of London to be promoted. Their integration into regeneration and development opportunities to support social mobility and the growth of emerging sectors should be encouraged. The supporting text in paragraph 6.8.4 states that the Mayor supports measures to secure and develop London's leading role as a centre of higher and further education of national and international importance. The Mayor will also support higher and further education providers and boroughs to identify opportunities to work in partnership to benefit from the development of higher and further education facilities.

### **Demand for purpose-built student accommodation**

75. There is a need for more student accommodation across London, which needs to be balanced with making sure Southwark has enough sites for other types of homes, including affordable and family housing. The affordable housing element of the current application is considered further in a separate section below.
76. The evidence base behind the NSP 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 23,500 places at HEIs 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 purpose built student accommodation in the borough for London South Bank University, King's College, University of the Arts, and in independent halls of residence.
77. A student demand assessment and market analysis has been undertaken by Knight Frank and submitted as part of the application. This evidences a significant need for good quality student accommodation within London as a whole. There are an estimated 98,616 PBSA bed spaces across London, which represents only 26% of the total full-time students. This means that approximately 74% of full-time students in London are required to find accommodation within private rented HMOs or by living with parents/other family members, exacerbating the pressures faced by the private rental housing market.
78. Findings from the Knight Frank's study indicate that there are approximately 132,456 full-time students currently attending higher education courses at universities with a main campus within a 30-minute travel time of the site, but only 30,627 PBSA bed spaces (split across privately owned (62%) and university owned operators (38%)).

The conclusions indicate that the PBSA supply within a 30-minute travel time represents just 23% of total full-time students, with an unmet need of 77%. Analysis of completions data for PBSA indicates that the average yearly delivery of PBSA beds totals approximately 2,100 bed spaces in the period 2016 to 2020, short of the 3,500 bed spaces per annum strategic target outlined in London Plan Policy H15.

79. There are currently 3.8 students per available purpose-built student bed space across London and similarly 4.3 students per student bed space within a 30-minute travel time of Avonmouth House. Full time student numbers within a 30-minute travel time are projected to rise by 13% (3,429 students per annum) to 2025/26, whilst the development pipeline of PBSA over the same period will not meet this increase in demand, thus the pressure on the local private rented market will continue to rise.

### **Assessment of the principle of the proposal**

80. The site allocation in the Southwark Plan stipulates that redevelopment of the entire allocation, of which this site forms a part should provide new homes, and the indicative residential capacity is 93 homes. The provision of 219 student bed spaces would contribute the equivalent of 87 homes towards Southwark housing targets based on the London Plan ratio of 2:5:1, thus the delivery of student housing at the site would not compromise the ability of Southwark to meet its strategic housing target of 2,355 new homes per annum over the forthcoming plan period (2019-2036). It would also reduce pressure on the local private rented market by releasing 88 single dwellings back to the private rented sector.
81. In further assessment of the paragraph above, the provision of this equivalent number of general needs housing would very nearly meet the residential capacity for the wider site allocation. Notwithstanding, it should be noted that the indicative residential capacity of 93 homes applies to the whole of the allocation and not the subject site in isolation. It is more likely than not that additional new homes will come forward in future on other parts of the allocation contributing to and likely far exceeding the indicative housing capacity of 93 homes.
82. The subject site comprises brownfield land, which forms part of a designated “potential development site” and an adopted site allocation for redevelopment within the Southwark Plan. Located within a Major Town Centre, the Enterprise Quarter of an Opportunity Area and the CAZ, the site benefits from excellent accessibility to public transport, general amenities and services, and established higher educational facilities. Within a few minutes’ walk of the site are two university campuses (LSBU and University of the Arts) as well as a wide range of leisure and recreation activities for students, including Newington Gardens open space directly opposite the site.
83. The site’s location is, therefore, suitable and appropriate for student housing, as acknowledged within the Elephant and Castle SPD and OAPF. Not only is the site within an Opportunity Area identified as being appropriate for student housing proposals in general terms, but it is also located within the Enterprise Quarter, in which student housing proposals will be supported. Furthermore, whilst the subject site is located very close to two university campuses; there is not a large concentration of student accommodation in the immediate area of this site, therefore the provision of

PBSA would contribute towards a mixed and inclusive neighbourhood, as per London Plan Policy H15.

### **Provision of housing, including affordable student housing**

84. The scheme would deliver 219 student accommodation units, including policy compliant affordable student housing 35% by habitable rooms. In addition, Both the University of London (UoL) and LSBU have expressed their support for the proposed student accommodation, as per the letters submitted with the application, and the accommodation will be secured through a nomination agreement which meets the requirements of London Plan Policy H15, Southwark Plan Policy P5, and the Mayor's Affordable Housing and Viability SPD. The nominations agreement will be secured through the legal agreement and be required to be provided before implementation.

### **Conclusion on land use**

85. The scheme would deliver major regeneration benefits, including a policy compliant level of affordable student accommodation, job creation, and an increased flexible Class E/F1(a) floorspace. Given the above, it is therefore considered that the principle of student accommodation on this site is suitable. The site is well connected to established higher educational facilities and would help in achieving a mixed and balanced community as part of the objectives required from the London Plan policy. Additionally, The proposal will provide high quality PBSA within the short term to address an identified need in an area in which student housing is supported in principle, in accordance with national planning guidance, London Plan Policies H15 and E8, Southwark Plan Policy P5, and guidance contained within the Elephant and Castle SPD and OAPF.

### **Potential for this scheme to compromise reasonable development on neighbouring sites**

86. P18 (efficient use of land) the Southwark Plan says that development will be permitted that does not unreasonably compromise development potential or legitimate activities on neighbouring sites. This development would not hinder existing activities on neighbouring sites, maintaining access arrangements for them.
87. Three objections were received on 31 October 2022 from the landowners of sites next to the application site at:
- 63-67 Newington Causeway
  - 73-77 Newington Causeway and
  - 49-51 Tiverton Street

These sites, along with 69-71 Newington Causeway, and the application site- Avonmouth House- form site allocation NSP 46.

88. The objections are similar and concentrate on the impact that development on Avonmouth House may have on the development potential of their sites. The objections are for both the 14 storey application that is the subject of this report and

the 16 storey appeal scheme (21/AP/4297) which is subject to appeal. In summary the points raised are:

- Matter 1: The planning applications on Avonmouth House were made on the assumption that the sites forming the rest of the site allocation would be developed as one. This is not now the case and constitutes a fundamental change which means the approach to the development on Avonmouth House needs to be adjusted.
- Matter 2: The 4m set back of the upper floors of the appeal scheme within the Avonmouth House site (from its western boundary) is not sufficient to allow reasonable development to take place on the neighbouring sites. Objectors assert that a setback of 10.5m should be required on Avonmouth House for 21m separation distance referred to in the residential design standards to be shared equally between the sites.
- Matter 3: The masterplan submitted for the appeal scheme has failings on other regards for development on the other sites separately.
- Matter 4: That considering the above the council include the following reason for refusal:

The development would unreasonably compromise development on neighbouring sites, contrary to New Southwark Plan Policy 18 and has no regard for Residential Design Standards.

**Matter 1: The 14 storey appeal scheme's submission was made on the assumption that the rest of the allocation site would be delivered as one this now being unlikely constitutes a fundamental change.**

89. The Design and Access Statement for the proposal scheme includes drawings showing the neighbouring sites separately in a 'masterplan' so it seems that separate development was in the mind of the applicant at the time of submission. The applicant has confirmed that the masterplan is illustrative.
90. Officers were in early pre-application discussions with representatives of the neighbouring sites about a comprehensive development. On 18 October, their agent informed officers that one comprehensive redevelopment is not likely to take place.
91. A comprehensive redevelopment of the rest of the site allocation would offer more opportunities and provide fewer constraints for development on an amalgamated site. The change in circumstances for neighbouring landowners does not mean that the appeal scheme would preclude development on the neighbouring sites separately, which is examined in more detail in relation to matter 2 below.

**Matter 2: Set back and the potential compromising of reasonable development on neighbouring sites.**

92. The proposed development is set back from its western boundary, above the second storey, by 4m at its closest point



**3<sup>rd</sup> – 6<sup>th</sup> floor plan for the appeal scheme showing the narrowest set back for a window.**

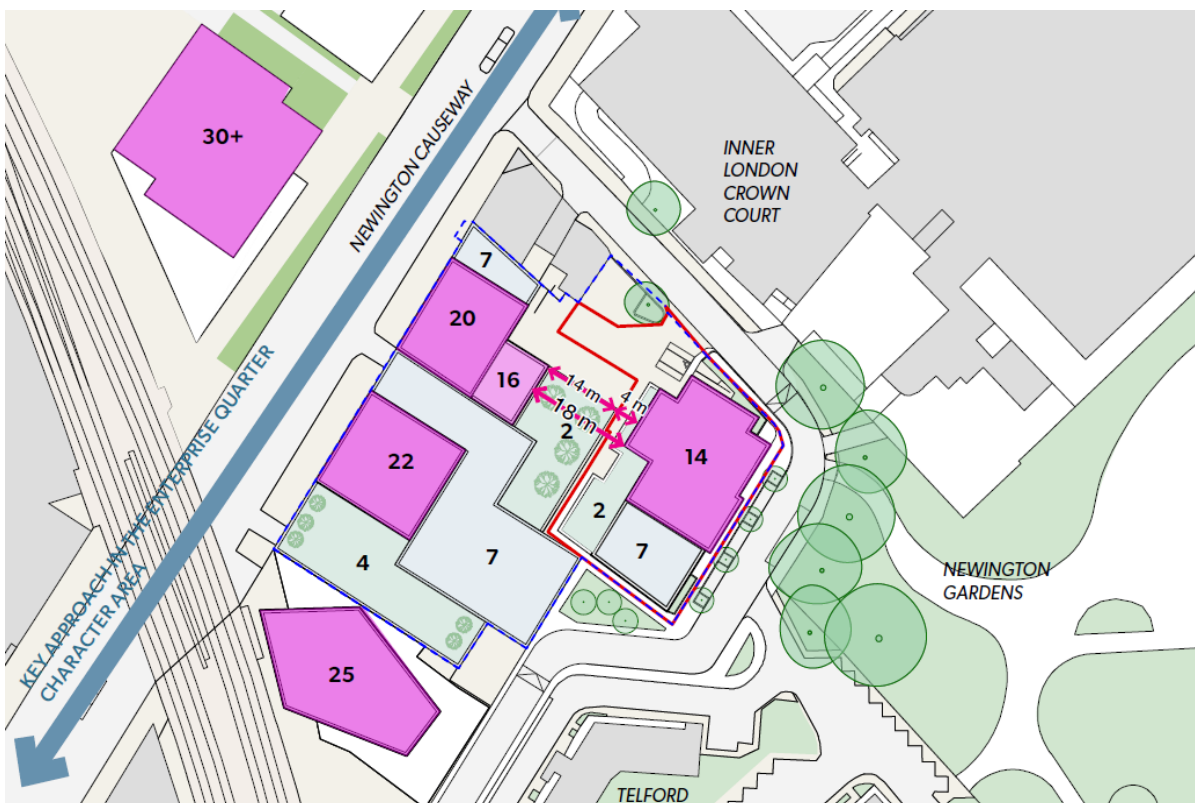
93. The objectors say that the appeal scheme should be set further back to the east so it is 10.5m from the site boundary, which will allow a 21m separation distance to be met, provided that development on the neighbouring site be set back by the same distance.
94. They go on to say that were the 4m set back observed by a development on neighbouring sites, the separation distance of 8m would be 13m shorter than the 21m referred to in the Residential Design Standards SPD or the normally accepted 18m. The latter seems to be a reference to the Mayor's Housing SPG that recommends a minimum distance of 18-21m for visual separation. Southwark's Residential Design Standards SPD says:

"To prevent unnecessary problems of overlooking, loss of privacy and disturbance, development should achieve the following distances:

- A minimum distance of 12 metres at the front of the building and any elevation that fronts onto a highway
- A minimum distance of 21 metres at the rear of the building

Where these minimum distances cannot be met, applicants must provide justification through the Design and Access Statement.”

95. Usually this guidance and that in the Mayor’s SPG is applied to a development that would affect an existing neighbour and where such distances cannot be met, mitigation can be provided. Mitigation could range from that suggested in the Mayor’s SPG for avoiding windows that directly face each other where distances are tight, to proposed windows being angled away from existing windows and the use of screening to protect privacy.
96. At present, there are no definitive proposals before the council for development on the neighbouring sites against which to judge these guidelines. A minimum distance to protect privacy of 21-18m in this context is not an absolute and there are design interventions that development on the neighbouring sites could take to mitigate the impact on privacy.
97. The assertion from the objectors is that the 4m set back into the site would compromise reasonable development coming forward on neighbouring sites and they reference the masterplan developed by the appellant’s architect:



**Extract from objections showing heights and distances. Avonmouth House is shown as a 14 storey scheme here.**

98. This ‘masterplan’, though included in the Design and Access Statement does not have any weight in planning terms. It was provided by the appellant’s architect to illustrate what the development of the sites in separate land ownership might look like in the context of the development of Avonmouth House. The development on Avonmouth House does provide a constraint on the neighbouring sites but this constraint would

not unreasonably compromise development, as mitigation to manage any impact on privacy can be designed into any future development.

99. NSP 46 has an indicative residential capacity of 93 homes with its site requirements being:

Redevelopment of the site must:

- 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; and
- Retain the existing theatre use or provide an alternative cultural use (D2); and
- Provide active frontages including ground floor retail, community or leisure uses (as defined in the glossary) on Newington Causeway.

Redevelopment of the site should:

- Provide new homes (C3).

Redevelopment of the site may:

- Provide a new community health hub (E(e)).

100. Officers are satisfied that these requirements can still be delivered across the remaining land ownerships, in particular the first series of bullet points that must be delivered

### **Matter 3: Other failings of the masterplan**

101. The comments on the rest of the 'masterplan' are about how the massing and development proposed would work in reality and the objectors say that it is not something that can be delivered. This is not a matter of material significance to the appeal being comment about theoretical developments that an architect has indicated on sites their client have no control over

### **Matter 4: Additional reason for refusal**

102. Officers have detailed above why the appeal scheme would not compromise reasonable development on neighbouring sites and provided advice on the guidelines in the Residential Design Standards SPD and their application for this application.

## **Affordable student housing and development viability**

### **Affordable student housing**

103. Policy H15 of the London Plan and the Mayor's Affordable Housing and Viability SPD, a minimum of 35% of purpose built student accommodation (PBSA) must be secured as on-site affordable student accommodation, as defined through the Mayor's Academic Forum, in order to follow the Fast Track Route. Policy H15 does not require the provision of any conventional affordable housing in PBSA schemes and notably

discourages boroughs from seeking on-site provision of, or a contribution towards, conventional affordable housing for PBSA. Southwark Plan Policy P5 'Student homes' seeks the "maximum amount of affordable student rooms with a minimum of 35% subject to viability" for schemes that are providing all of the student rooms for nomination further and higher education institutions.

104. 35% affordable student accommodation is proposed in line with London Plan specific requirement for affordable student housing in accordance with London Plan policy H15 part 4 and Southwark Plan Policy P5. As mentioned previously in this report, local universities have expressed support in providing letters submitted with the application demonstrating a commitment that the student accommodation would be secured through a nominations agreement.
105. The site is located within Southwark CIL Zone 2, MCIL2 Band 2 Zone. Based on the floor areas provided in the applicant's CIL Form 1 (GIA) dated 15 August 2022, the gross amount of CIL is approximately £1,107,267.86. It should be noted that this is an estimate, and the floor areas will be measured and checked when related Assumption of Liability is submitted after planning approval has been secured

### **Development viability**

106. Southwark's Development Viability SPD requires a Financial Viability Appraisal (FVA) to be submitted for all planning applications which trigger a requirement to provide affordable housing. Southwark's Development Viability SPD pre dates the current London Plan and New Southwark Plan policies for student housing. Nonetheless the FVA should identify the maximum level of affordable student housing that can be sustained as required by policy P5 Student Homes..
107. The Applicant has submitted a Financial Viability Assessment (FVA) in accordance with Affordable Housing SPD and Southwark Plan Policy P5 to allow an assessment of the maximum level of affordable student housing that could be supported by the development. The appraisal was reviewed by Avison Young (AY) on behalf of the council
108. The Assessment undertaken by AY indicates that the scheme could viably support the applicants 35% affordable student housing offer whilst generating a surplus of £1.86 million. This is on the basis of a Residual Land Value (RLV) of £6,860,000 and Benchmark Land Value (BLV) of £5,000,000. The values differ from the applicants' viability assessment undertaken by James.R.Brown and Co LTD which indicates that the RLV for the site is £3,500,000 and a BLV of £7,000,000. The findings of the applicants' assessor is that the proposed scheme can only viably sustain the proposed affordable student accommodation provision (35%).
109. In their response to the applicants' findings, AY have undertaken a sensitivity analysis which shows that a 5% reduction in GDV removes any surplus. Additionally, a 5% increase in construction costs makes the surplus a nominal £369,000. This demonstrates the sensitivity of small moves on the surplus which AY have calculated. Therefore, with the current economic uncertainty AY considers the applicants' offer of 35% affordable student rooms on site to be reasonable.

## Conclusion on affordable student housing

110. A minimum of 35% of the proposed student rooms is proposed which meets both London Plan and Southwark Plan criteria for affordable student housing. This is not only a benefit to students but the provision of dedicated student housing will also have the advantage of removing pressure from the local housing stock. This is considered to be a significantly positive aspect of the scheme.

## Design considerations

111. With specific reference to tall buildings, Policy D9 of the London Plan, 'Tall buildings' sets out design requirements for tall buildings, which are discussed in further detail in the following paragraphs.
112. The Southwark Plan design policies includes P13 Design of places, P14, Design quality and P17 Tall Buildings. P14 states that development must provide, amongst other things, high standards of design with appropriate fabric, function and composition. P17 sets out a series of tests for tall buildings (defined as significantly taller than surrounding buildings or their context). It also states that the highest tall buildings will be located in areas where there is the greatest opportunity for regeneration, including Opportunity Areas, such as Elephant and Castle

## Site layout

113. The proposed development would be up to 14 storeys fronting Avonmouth Street stepping down to a volume of seven storeys to the south with a small area of landscaping or 'pocket park' to the south of this, within the site. The height of the building would be 50.65m AOD or approximately 47.5m above the local ground level. Below ground, a two storey basement is proposed with level -2 containing plant and cycle storage and level -1 being for employment/educational use. The ground floor would be split between the lobby for the student housing and employment/educational use. It would also house ancillary facilities such as cycle and bin storage. The first floor would be given over to educational/employment space with the floors above housing student accommodation.



**Ground floor plan and site layout**

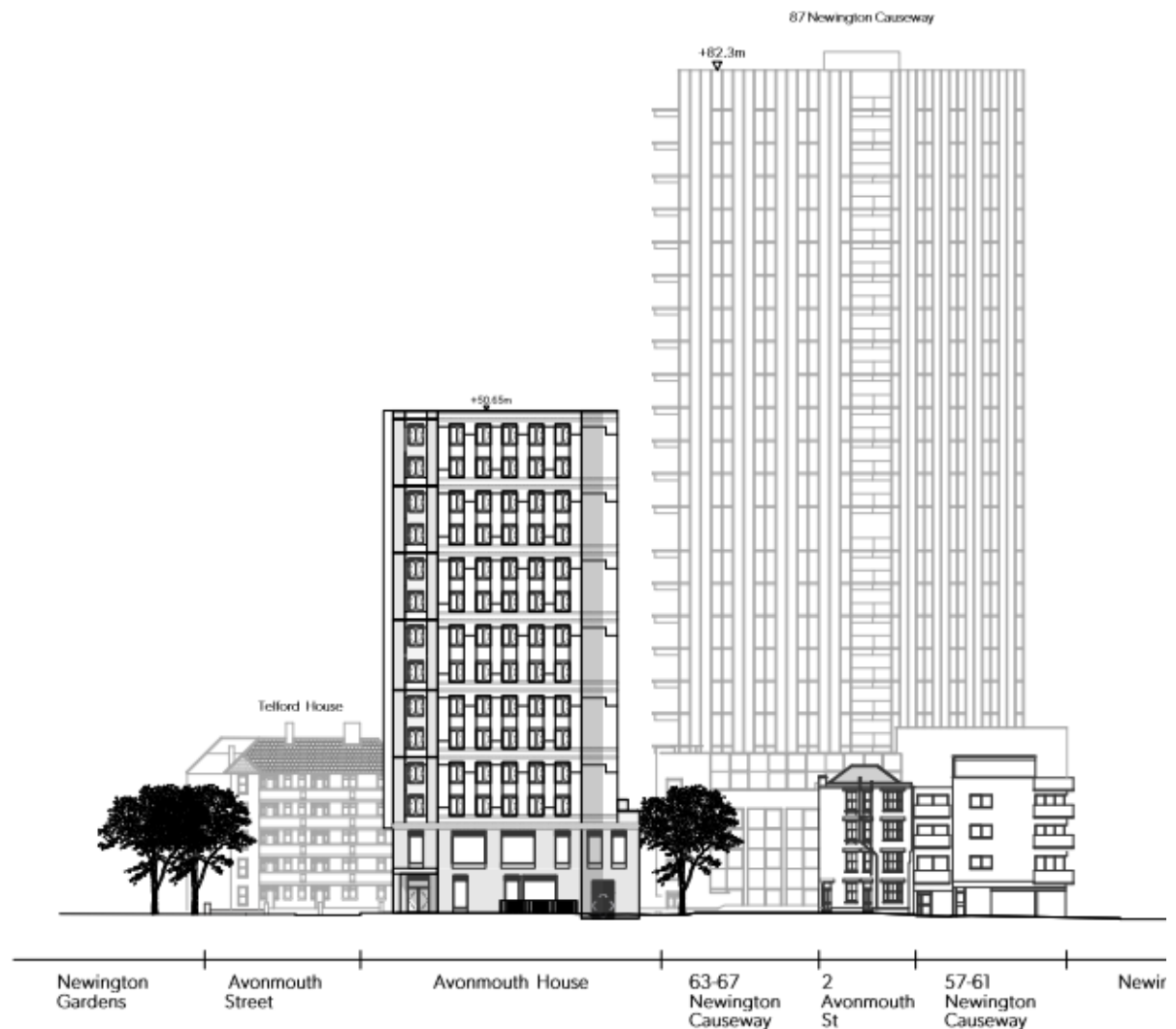
114. Outdoor amenity space for students is proposed at podium level above the seven storey southern part of the building and would be edged with trees while the roof of the 14 storey element would contain photovoltaic panels and the lift overrun.
115. Improvements to the surrounding consist of the pocket park on the southern part of the site with the addition of trees here and to the west of the site on Avomouth Street.

**Image: Avonmouth Street, including the pocket park**



**Image: The development, viewed from Avonmouth Street**





**Image: The development, viewed the north with 87 Newington Causeway in context.**

### **Height scale and massing (including consideration of tall buildings)**

116. The scheme has been reduced in height by two storeys from the previous iteration, which is subject to an appeal due to be heard at an Inquiry in December. A report for authority to contest the appeal was endorsed by the planning committee on 2 November. Members agreed three issues which were the harmful impact of the 16 storey scheme on townscape, the impact regarding fire risk and the lack of a legal agreement. The latter two issues will be discussed below; this section of the report will concentrate on the height and reasons why officers consider the 14 storey scheme to overcome the harm there was for the 16 storey appeal scheme.

## London Plan (2021)

117. As the development is a tall building as defined in the London Plan (2021). Policy D9 of the London Plan, 'Tall buildings', states that should only be developed in locations that are identified as suitable in Development Plans. Furthermore, London Plan Policy SD 1 requires development in Opportunity Areas to optimise output densities, meet or exceed minimum housing and employment guidelines and support wider regeneration objectives. The proposed development is considered to achieve the requirements of policies D9 and SD 1 of the London Plan.
118. National, Regional, and Local Policy state that the impact of tall buildings in sensitive locations, including the settings of conservation areas and listed buildings should be given particular consideration. Although the proposed development is not within a conservation area, it is important to note that, given the heights of the buildings proposed, they would be visible from a number of sensitive locations. The specific impact of the proposed development on the identified sensitive settings, and the wider townscape context is assessed in more detail below where the submitted Townscape and Visual Impact Analysis (TVIA) is considered.
119. The proposed development would integrate effectively into its surroundings, particularly at street level, creating activity onto Avonmouth Street and be read in the context of taller buildings in the vicinity including 87 Newington Causeway. The site allocation anticipates taller buildings subject to considerations on character, heritage and townscape. The non-residential floorspace has been designed with flexibility in mind such that it could function as employment floorspace for office, in association with an education provider or as a health hub.
120. The creation of the pocket park, along with providing a mixed use scheme would also give it an important public function within the Opportunity Area.
121. The impact of the proposed development on microclimate, wind turbulence, overshadowing, noise, aviation, navigation and telecommunication interference is all assessed and presented elsewhere in this report. In the majority of cases however, there would be no significant adverse impacts.

## Southwark Plan

122. Policy P13 ('Design of places') of the Southwark Plan (2022) requires the height, scale, massing and arrangement of development proposals to respond positively to the existing townscape, character and context.
123. Policy P17 ('tall buildings') additionally requires development proposals for tall buildings to respond positively to local character and townscape. The policy goes on to define tall buildings as those being either above 30m (or 25m where they are located within the Thames Special Policy Area) and also 'where they are significantly higher than surrounding building or their emerging context.' The policy has a number of other criteria which proposals for tall buildings are required to conform to, and the council requires these to have been adequately addressed

124. Policy P19 ('Listed buildings and structures') states that development which relates to listed buildings and their setting will only be permitted if it conserves or enhances a listed building's special significance in terms of, among other things:

- Architectural style and features of a listed building
- The contribution a development proposal makes to a listed building's setting; and
- Views which contribute positively to the significance of the building or its setting.

125. The planning application for the proposal was supported by a heritage and townscape visual impact assessment (HTVIA). This set out how the proposal would appear in key local views were it to be implemented. Several of the townscape views demonstrate the building to be tall enough, relative to the context of the site, to cause harm on the townscape and by extension local character of the immediate area. The council's statement of case for the 16 storey scheme set out the views that would cause harm which are grouped into three types:

- Local townscape views from streets adjoining the Site and local estate roads which adjoin them
- Views from within and across the Newington Gardens open space
- Views from within the wider townscape, including those featuring the Grade II listed Inner London Sessions Court building

126. A comparison of the views of the 16 and 14 storey scheme are set out below which provide the distinction between the harmful 16 storey scheme and acceptable 14 storey scheme.

127. The primary elements of the local townscape which the proposed building is required to positively respond to include:

- the 5 storey, red brick interwar council estate housing blocks of Telford and Stephenson Houses
- the Grade II listed Inner London Sessions Court
- the 4 storey contemporary, blue-rendered 4 storey mixed use block of Balppa House located on the corner of Newington Causeway and Avonmouth Street
- the landscape and greenery afforded by Newington Gardens

## Local Townscape Views



View 1, Tiverton Street

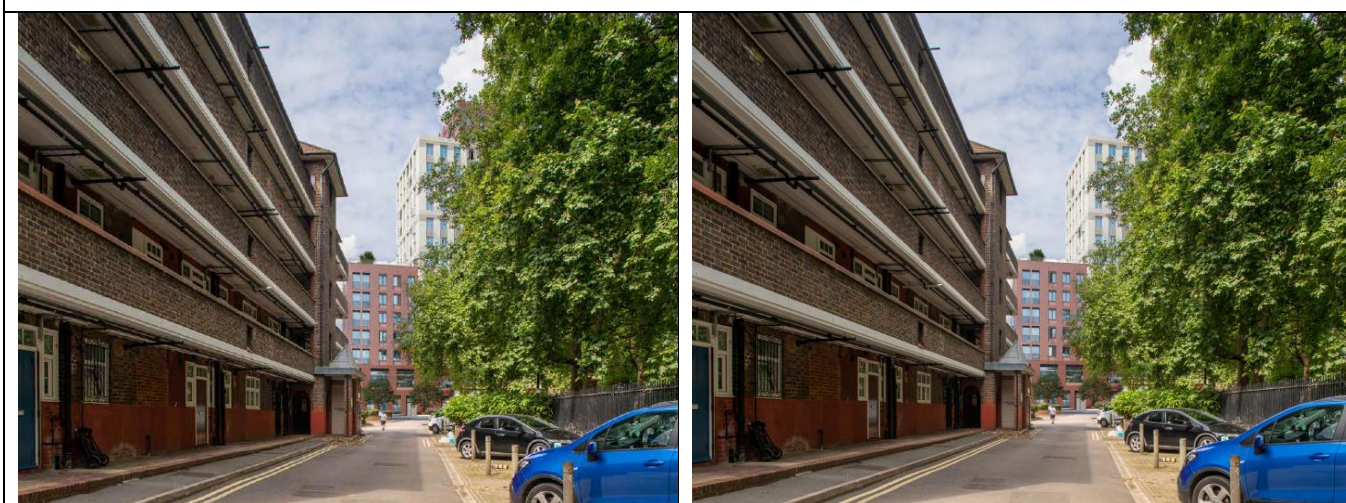


View 2 (Stephenson House to the East of the Railway Viaduct)

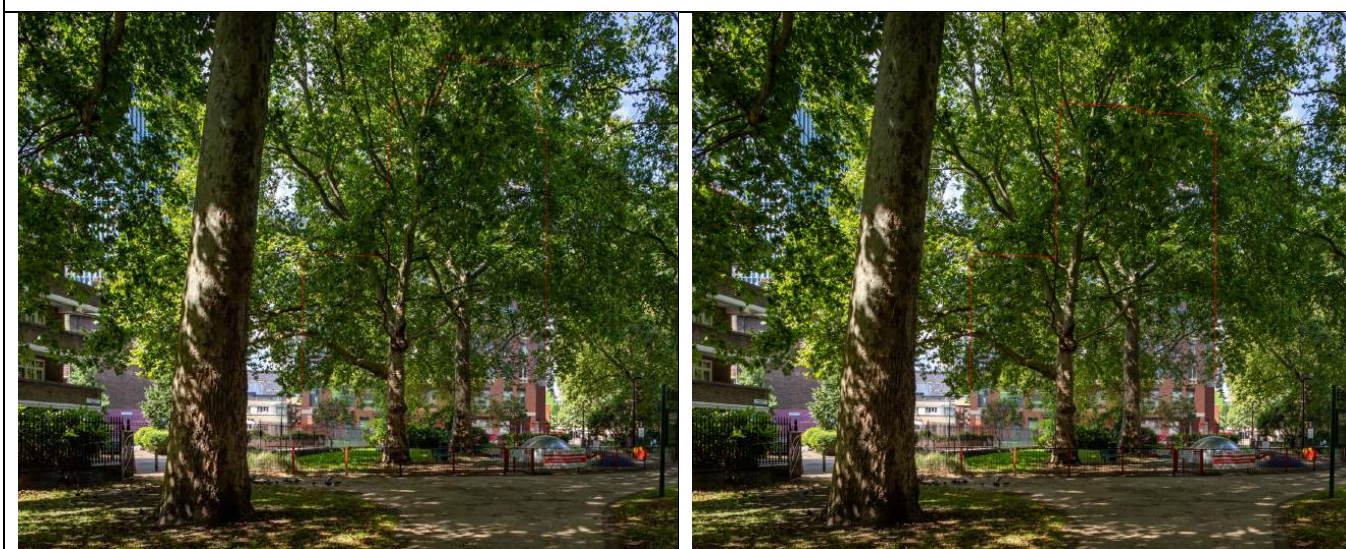


View 3 (Stephenson House to the South Corner of the Quadrangle)

### **Views across Newington Gardens**



View 4 ('Stephenson House, to the West of Newington Gardens')



View 5 ('Newington Gardens, South Corner')



View 6 ('Newington Gardens, South East Side')

Views of the wider townscape



View 8 ('Harper Road, at Swan Street')

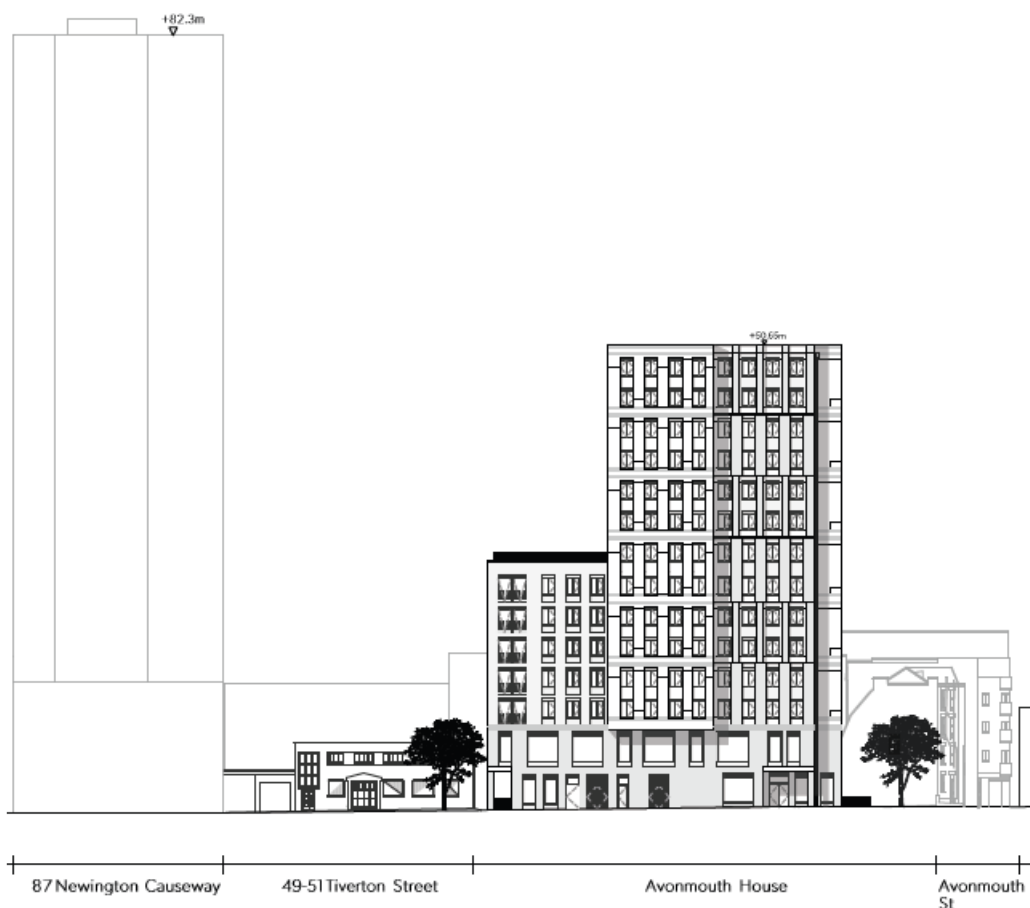


View 9 ('Harper Road, Opposite Inner London Crown Court Car Park')



View 11 ('Newington Causeway near the Junction with Avonmouth Street')

128. The views above demonstrate that this application, at 14 storeys would site more comfortably within the townscape appearing less obtrusive than the 16 storey appeal scheme within views 2 and 3 in the backdrop to Stephenson House; view 9 of the Inner London Crown Court from Harper Road where it would interfere less with the silhouette of the building and view 11 where it would relate better to Balappa House
129. The massing provides a sensible transition from seven storeys on Tiverton Street, closest to the Rockingham Estate blocks across the street which are five storeys. Greater height is proposed on Avonmouth Street Two storeys are proposed on the part of the site closest to the part of the allocation site fronting Newington Causeway where a green roof is proposed.



Elevation on Avonmouth Street/Tiverton Street

## Architectural Design and Materiality

### Landscaping, and public realm

130. A public benefit of the proposal is the proposed work to the public realm on Avonmouth Street and Tiverton Street. The improvements include:

- A pocket park to the south of the site with new trees and informal seating
- New street trees on Avonmouth Street
- Relocated tactile paving to align with the entrance to Newington Gardens
- An extended raised table on Avonmouth Street and Tiverton Street



131. The improvements to the street and public realm would a street that is much more friendly for pedestrians and provides interest to this part of the street which would interact well with the proposed café on the ground floor.



View of the public realm on Tiverton Street with the pocket park on the left



Street planting on Avonmouth Street

## Urban greening

132. The development would meet the target for urban greening detailed in the London Plan for development that is predominately residential of 0.4 through a combination of flower rich planting on the ground floor, trees on the seventh floor residential terrace and intensive green roofs on the second and 14<sup>th</sup> floor roofs.



- ① Green roof & planting to second floor terrace
- ② Raised planter with integrated seats and s/m multi-stem trees
- ③ Communal dining/work table with pergola over
- ④ Lounging deck
- ⑤ Outdoor work counter overlooking Newington Gardens
- ⑥ Porcelain tile decking

Urban greening (imaged does not show intensive green roof on 14<sup>th</sup> floor)

## Trees

133. P61 says, among other things that development would be permitted where trees are planted as part of landscaping schemes commensurate to the scale and type of development and that where trees are removed they should be replaced by new trees which result in net loss of amenity taking into account tree canopy as measured by stem girth. One grade C tree would be lost however the new street trees to be planted in the pocket park and Avonmouth Street would outweigh the harm providing an increase in canopy cover and biodiversity net gain. Being on the highway, the detail of these works would be secured in a highways agreement, known as a s278 (of the Highway Act) agreement which itself will be secured in the legal agreement alongside the planning permission, if approved. Additional trees would also be provided on the residential terrace, which has been designed to accommodate them. This will also ensure that access to neighbouring properties from the street for servicing purposes are not compromised



Section showing the residential terrace for planting

## Heritage considerations

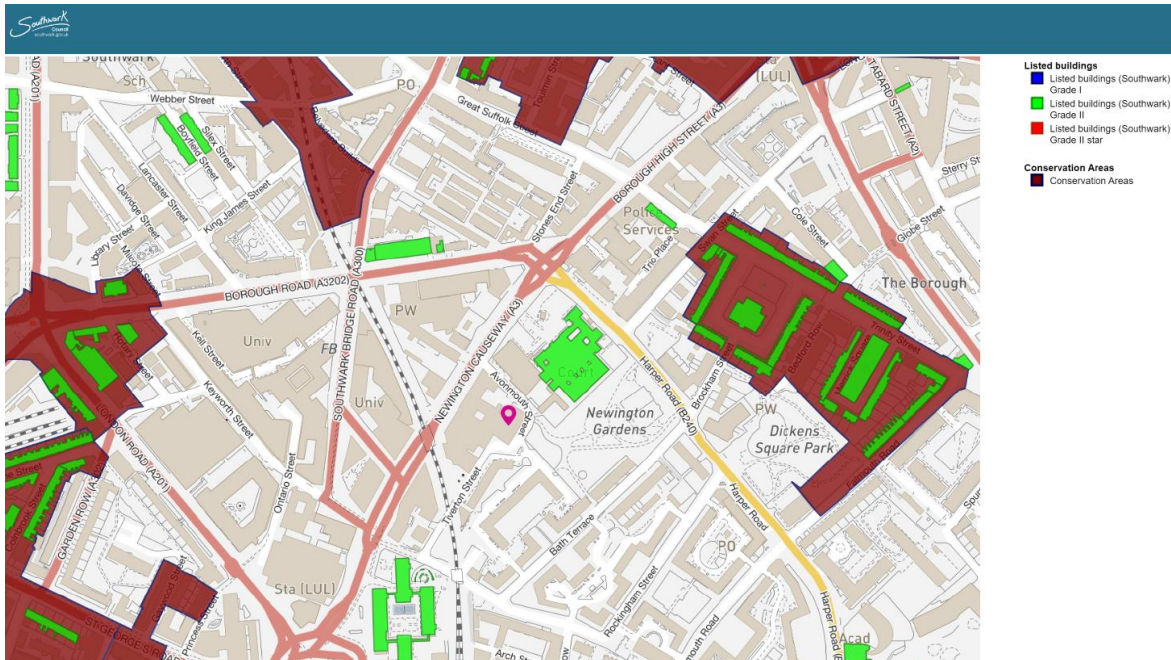
134. London Plan Policy D3 'Optimising site capacity through the design-led approach' states that development should respond to the existing character of a place by identifying the special and valued features and characteristics that are unique to the locality. Policy HC1 'Heritage, conservation and growth' encourages developments to demonstrate a clear understanding of the historic environment and the heritage values of sites or areas and their relationship with their surroundings. Southwark Plan policy P19 Listed buildings and structures and policy P20 Conservation areas, states that development should ensure that the significance of built heritage assets including conservation areas, is conserved or enhanced. The NPPF requires Local Authorities to consider the impact of a proposed development on the significance of a designated heritage asset. Any harm to, or loss of, the significance of a designated heritage asset (including from development within its setting) should be categorised as either substantial or less than substantial. Substantial harm should only be permitted in exceptional circumstances. Less than substantial harm should be weighed against the public benefits of the proposal.

## Conservation areas

135. The application site does not sit within a conservation area and it contains no listed buildings. There are however, conservation areas near the site, meaning that their settings could be affected upon by the proposed development. These conservation areas are listed below:

**Table: Conservation areas within 1km of the application site**

Conservation Area	Distance from Application Site
St Georges Circus	380m west
Kings Bench	250m north-west
Liberty of the Mint	295m north
Trinity Street	200m east



Conservation areas (red) and listed buildings (yellow)

136. The development is separated from the conservation areas such that it would not affect their setting. The development would be seen from the Inner London Sessions Court forecourt and the view of the court from Harper Road as shown in townscape view 9 above, and while this would affect its setting, the harm would be very small and outweighed by the benefits of the scheme which would deliver public realm improvements, additional jobs, student housing to aid delivery targets and biodiversity net gain.

#### London and Borough Protected Views

137. The site does not lie within any local or regionally protected views.

#### Conclusion on the Setting of Listed Buildings, Conservation Areas and Townscape

138. The development would be set at a height that would respond to the local townscape context with a variation in height and massing that transitions from the lower height of the Rockingham Estate to the higher buildings on Newington Causeway. It is outside of the setting of conservation areas and wouldn't be visible from them and while it is within the setting of the listed Inner London Sessions Court, there would be no harm to this heritage asset.

#### Quality of accommodation

139. London Plan Policy H15 requires purpose built student accommodation to provide adequate functional living space.
140. There are no specific housing standards for student housing and given the different needs and management of student housing in comparison to conventional housing, it is not appropriate to apply standard residential design standards to student housing.

The student rooms themselves comprise a range of room types to suit varying needs including ensuite bedrooms, accessible ensuite bedrooms, studio rooms and accessible studio rooms. All bedrooms and studios will have integrated storage and will be provided with an ensuite shower room.

141. All residents would have access to a total of 165sqm of outdoor amenity space on the seventh floor roof. There would also be a café on the ground floor and potential lecture halls, seminar rooms and desk study areas on the lower ground and first floor.

### Wheelchair housing

142. P 5 of the Southwark Plan requires 5% of student rooms to be wheelchair accessible. 11 bedrooms will be designed to accommodate wheelchair users meeting the requirements of Building Regulations M4(3) 'wheelchair user dwellings' which equates to 11 bedrooms proposed. The wheelchair user accommodation would be secured through the Section 106 Legal Agreement.

### Secured by design

143. The application has been reviewed by the Metropolitan Police, Secure by Design Advisor who is satisfied that, should this application proceed, it would be able to achieve the security requirements of the Secured by Design. The design of the development has considered opportunity for natural surveillance, incorporates excellent lines of site and MET Officers are confident the development should 'activate' the area. The ground floor footprint has also been designed in such a way that there are very few alcoves or secluded areas that are often crime and ASB generators.

### Fire safety

144. The HSE was consulted and reviewed the application, supporting documents and in particular, the fire statement submitted. The statement says that the floors above the ground floor would be served by a single stair core that would be designed as a firefighting stair. This stair would continue to the two basement levels connecting with ancillary areas. The HSE highlight in their comments (appendix 2) that the fire safety guidance and standard require that in single stair buildings, the stair should not continue to basements and this principal applies to firefighting lifts, the reason being there would be a risk of fire and smoke from the basement comprising the means of escape and fire service access.
145. Another significant area of concern is that a dry riser is proposed but for a building of over 50m a wet fire mains should be installed to allow adequate pressures to provide water supplies at each level immediately. Regarding the upper floors, the HSE say that the upper floors need of not provide an adequate firefighting lobby from the stair to the residential areas.
146. Finally, they say that there was not enough information provided to confirm if there are disabled refugees on the upper floors with consideration needed to the interaction between the refugees and the dry riser outlets.

147. The applicant has provided amended drawings to address these points and the HSE provided comments. The HSE have provided comments to the amended drawings of the 16 storey appeal scheme and advised that they are satisfied with the changes and no longer object. While formal comments on the 14 storey application scheme haven't been provided, it is likely that they will withdraw their objection on the 14 storey scheme before the committee meeting.

#### Conclusion on quality of accommodation

148. Officers consider that, subject to the amendments addressing the issues the HSE have raised, the proposed student accommodation would be of good quality with sufficient internal space provided for circulation and comfort as well as adequately sized bedrooms and shared communal space, compliant with London Plan policy H15 and emerging New Southwark Local Plan policy P24.

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

149. P56 (Protection of amenity) of the Southwark Plan states that developments should not be permitted when it causes an unacceptable loss of amenity to present or future occupiers or users. This includes privacy and outlook impacts, overlooking or sense of enclosure, loss of daylight and sunlight, and unacceptable noise from developments. Comments from local residents have raised impacts on daylight and sunlight and disturbance from the use of the building for student accommodation as a significant concern. These impacts are discussed below.

### **Impact of the proposed uses**

150. The provision of a flexible Class F1(a) and Class E commercial space on the basement, ground, and first floors would be in keeping with in accordance with the ambitions for the development site in the Elephant and Castle SPD and Area Vision 09 within the Southwark Plan 2022. The introduction of student accommodation to the upper floors is considered to be compatible with the surrounding land uses which include residential and commercial uses. The entrance to the site is away from most the Rockingham Estate, on the north eastern part of the building where Avonmouth Street bends to the south. There will be more activity as a result of the development and a student management plan is recommended to be secured through condition to secure suitable control of impacts through the operator. The proposed uses would not cause significant harm to surrounding neighbour amenities, and accordingly are all found to be acceptable uses.

### **Daylight and sunlight impacts**

151. The following section of this report details the potential daylight, sunlight, and overshadowing impacts of the proposed development on surrounding residential properties. This analysis is based on guidance published by the Building Research Establishment (BRE). As required by Regulations, the submitted assessment has been undertaken by competent, experienced, registered professionals.

## BRE daylight tests

152. Guidance relating to developments and their potential effects on daylight, sunlight, and overshadowing is given within the 'Building Research Establishment (BRE) Report 209 Site Layout Planning for Daylight and Sunlight: A Guide to Good Practice 2nd Edition (2011)' (BRE, 2011) and also in 'Lighting for Buildings Code of practice for daylighting (AMD 7391) BS 8206-2:1992' (BSI, 2008). The Building Research Establishment's (BRE) Site Layout Planning for Daylight and Sunlight, a guide to good practice (1) gives criteria and methods that are explained subsequently for calculating DSO effects on surrounding receptors as a result of the proposed development.
153. While the BRE benchmarks are widely used, these criteria should not be seen as an instrument of planning policy. As stated in the Introduction to the BRE Guidelines paragraph 1.6:

“The guide is intended for building designers and their clients, consultants and planning officials. The advice given here is not mandatory and the guide should not be seen as an instrument of planning policy; its aim is to help rather than constrain the designer. Although it gives numerical guidelines, these should be interpreted flexibly since natural lighting is only one of many factors in site layout design.”
154. The two most common tests for assessing the likely daylight impacts on surrounding, existing properties set out in the BRE Guidelines are the Vertical Sky Component (VSC) test and the No Sky-Line (NSL) test. The VSC test calculates the availability of daylight to the outside of a window and the NSL test shows the distribution of daylight within a room.
155. The VSC test calculates the angle of vertical sky at the centre of each window and plots the change between the existing and proposed situation. The target figure for VSC recommended by the BRE is 27%, which is considered to be a good level of daylight and the level recommended for habitable rooms with windows on principal elevations. The BRE also advise that VSC can be reduced by about 20% of its original value before the loss is noticeable. In other words, if the resultant VSC with the new development in place is less than 27% and/or less than 0.8 times its former value, then the reduction in light to the window is likely to be noticeable.
156. The distribution of daylight within a room can be calculated by plotting the NSL. The NSL is a line which separates areas of the working plane that do and do not have a direct view of the sky. Daylight may be adversely affected if, after the development, the area of the working plane in a room which can receive direct skylight is reduced to less than 0.8 times its former value. The BRE advises that if there is a reduction of 20% or more in the area of sky visibility, daylight may be noticeably affected.

## BRE sunlight tests

157. The BRE sunlight tests should be applied to all main living rooms and conservatories which have a window which faces within 90 degrees of due south. The guide states that kitchens and bedrooms are less important, although care should be taken not to block too much sunlight. The tests should also be applied to non-domestic buildings

where there is a particular requirement for sunlight. The BRE guide states that sunlight availability may be adversely affected if the centre of the window:

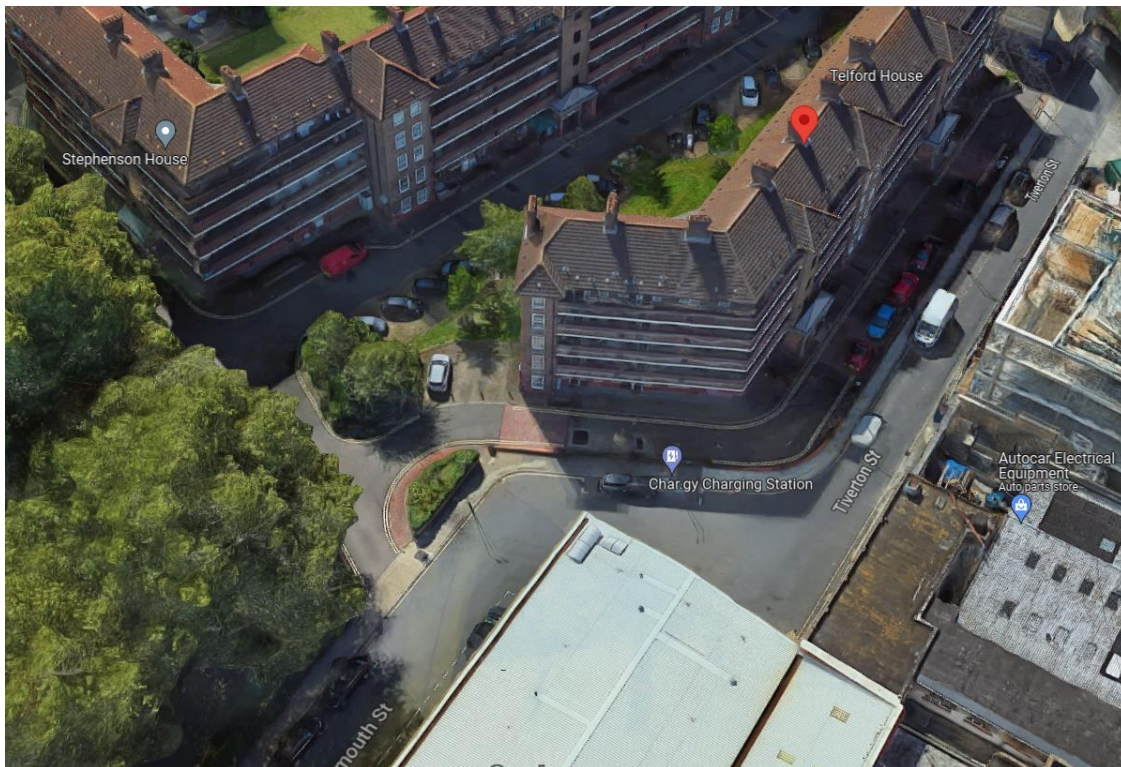
- receives less than 25% of annual probable sunlight hours, or less than 5% of annual probable sunlight hours between 21 September and 21 March and
- receives less than 0.8 times its former sunlight hours during either period and
- has a reduction in sunlight received over the whole year greater than 4% of annual probable sunlight hours.

158. In addition, the BRE sets out specific guidelines relating to balconies on existing properties. This guidance acknowledges that balconies and overhangs above an existing window tend to block sunlight, especially in summer. Even a modest obstruction may result in a large relative impact on the sunlight received. As a result, they advise that the impact of existing balconies can be demonstrated by carrying out additional PSH calculations, for both the existing and proposed situations, with the balconies notionally removed.

159. The applicant has undertaken a daylight and sunlight assessment. It looks at the impacts of overshadowing on Newington Gardens and the impact of daylight and sunlight for the following neighbouring properties:

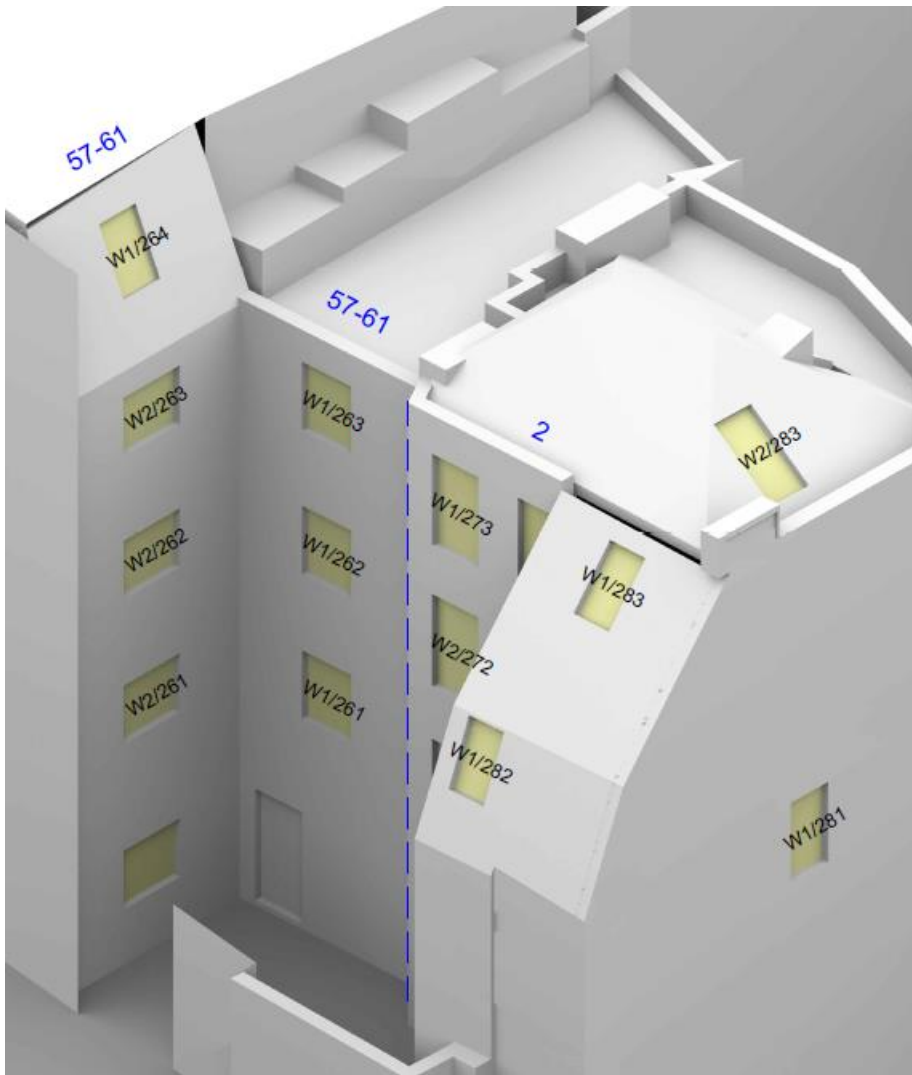
- Telford House
- Stephenson House
- 57-61 Newington Causeway (Balppa House)
- 2 Avonmouth Street

160. There would be noticeable reductions in daylight for windows of Telford House and Stephenson House facing the site. The rooms affected are bedrooms and kitchens the site, their main living areas away to the south for these dual aspect dwellings. The access deck that means a small reduction in absolute daylight would have a proportionately larger impact affects daylight to these rooms.



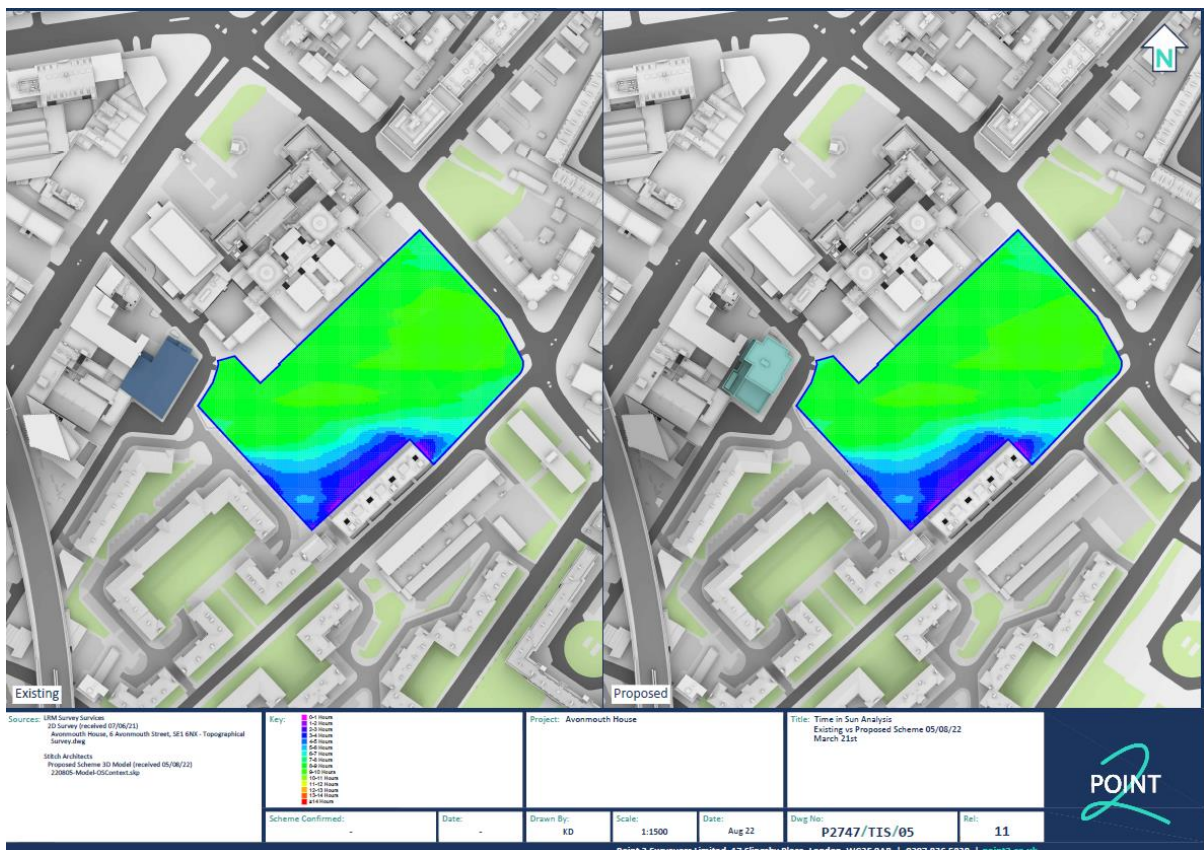
Aerial photograph of Stephenson and Telford houses

161. While the assessment shows a reduction of more than 20% for a number of windows, the it shows that there would be an adverse impact on windows of the north facing Telford House windows facing the site shown above. With the access decks removed, the reductions would all be less than 30% for the windows on Telford House while one window on Stephenson House would experience of loss of more than 20% at 21.7%. These reductions are considered to be acceptable in light of the constraining the access decks provide, the fact that the rooms affected are not the main living areas (kitchens and bathrooms) and the overall living conditions in the homes with respect to daylight would be good. There would be no impacts on sunlight as the site is to the north of these residential blocks.
162. Impacts on 2 Avonmouth are mostly in line with the BRE guidance with some reductions above 20% but less than 30%. Impacts on 57-61 Newington Causeway windows facing the site are higher with a reduction of between 27% and 49% but the daylight here is already constrained with absolute reductions of 4-8% resulting in high proportional reductions. The impacts on daylight and sunlight are considered, in these circumstances, to be acceptable.



Constrained windows at 57-61 Newington Causeway and 2 Avonmouth Street

163. There would be no significant overshadowing on Newington Gardens as shown by the image below of the areas that would receive sunlight on this open space with the number of hours on 21 March, which is the assessment date in the BRE guidance.



indeed result in harmful impacts on residents. Most of the trips would be by sustainable means of transport.

## **Archaeology**

169. Avonmouth House stands on the alignment of Roman Stane Street, an alignment that research shows runs in a straight line from Ewell in Surrey to a point just north of Borough Tube Station in Southwark through the site of Avonmouth House. Recent archaeological work on this alignment recovered remains of the road, roadside ditches a large Roman stone sarcophagus and remains of a mausoleum to the north on a new development at the junction of Swan Street and Harper Road. Within the Newington Garden, immediately north of the site finds of roman burials have been made. Roman burials tend to line the sides of Roman Roads as they leave towns. There is the potential for excavating the fabric of the Roman road, and activity to its sides possibly in the form of burials, agricultural use of surrounding land or possibly settlement evidence.
170. In terms of archaeological research the fabric of the Roman road will provide evidence for the dating of its construction, and should the upper levels be well preserved it may help understand the shift in alignment between the Roman road and the modern pattern of roads, now to the west, following the alignment of Newington Causeway, as the rest of the Roman alignment is preserved south of the Elephant and Castle.
171. It is not known what archaeology lies on the site but there is the potential of significant remains. To this end, conditions are recommended that would allow nationally significant remains to be preserved on site. If such remains were found, the applicant would need to amend the scheme with a possibility that services and uses in the basement would need to be provided elsewhere.

## **Environmental considerations**

### **Wind and microclimate**

172. A wind and microclimate analysis has been provided which concludes that because of the sheltering effect of buildings to the southwest and the stepped form of the development, it is not expected to cause significant impact on pedestrian safety from downdrafts and other wind impacts. It also shows that the residential terrace would have favourable conditions for its use

### **Flood risk and water resources**

173. The site is lies in Flood Zone 3 and is located within an area benefitting from River Thames flood defences. Measures have been included in the design for the development to be safe for its lifetime which include residential accommodation being well above the maximum likely water level breach and access to areas above the tidal breach level (3.5m) for emergency refuge. The Environment Agency have no objection to the proposal

## **Ground conditions and contamination**

174. Any contamination that might be on the site is likely to be removed by works to install a two storey basement. A condition is recommended that any contamination found is removed or otherwise remediated to remove the risk of harm to human health or controlled waters.

## **Air quality**

175. The site is located in an Air Quality Management Area (AQMA) and an Air Quality Assessment has been submitted. The assessment shows that pollution concentrations for the development would be below the target concentration for NO<sub>2</sub> and particulate matter so residents would not be exposed to unacceptable levels of these pollutants. Further, it concludes that the development would be air quality neutral and that impacts from construction can be mitigated through good practice. A construction management plan is proposed to ensure that impacts during construction are minimised.

## **Noise and vibration**

176. The noise and vibration assessment provided shows that suitable internal sound levels can be met for the internal parts of the development. It also sets criteria for plant noise so that it would not affect residents in the development and outside of it.

## **Sustainable development implications**

### **Energy**

177. Policy SI 2 of the London Plan states that reducing greenhouse gas emissions in operation and minimising both annual and peak energy demand should be incorporated into developments to help achieve zero-carbon targets. This approach should be in accordance with the 'Be Lean', 'Be Clean', 'Be Green' hierarchy. Paragraph 9.2 of Policy SI 2 states that the hierarchy should inform the design, construction, and operation of new buildings. The priority is to minimise energy demand, and then address how energy will be supplied and renewable technologies incorporated. Sub paragraph c of paragraph 9.2.12 of Policy SI 2 requires proposals to further reduce carbon emissions through the use of zero or low-emission decentralised energy where feasible, prioritising connection to district heating and cooling networks and utilising local secondary heat sources. The student accommodation aspect of the proposal would be expected to achieve net zero carbon, and the commercial aspect a 35% reduction against part L of the Building Regulations 2010
178. An Energy Statement and Strategy has been submitted based on the guidance of the National Planning Policy Framework (2019), The London Plan (2021) and London Plan (2021), Southwark Plan (2022), Southwark Sustainable Design and Construction Supplementary Planning Document (2015), and the Mayor's Energy Assessment Guidance.

### Be Lean (use less energy)

179. 'Be lean' refers to the approach taken by the design team to maximise the positive aspects of the scheme's passive design to minimise the base energy demand of the buildings. As part of this application, key passive ('Be Lean') design features include:
- Low air permeability rates
  - Good fabric design and insulation
  - A high efficiency communal gas boiler
  - Mechanical ventilation heat recovery

These measures would result in a lean reduction of 15.9% which is above the 15% target in the London Plan.

180. Policy SI2 states that residential developments should achieve 10% and non-residential developments should achieve 15% through energy efficiency measure alone. The development demonstrates a 14.5% reduction in CO2 emissions over Part L for the student section of the development and a 33% saving for the commercial section. The saving for the student section does meet the 10% target set out in The London Plan.

### Be Clean (supply energy efficiently)

181. As part of the Be Clean approach, the use of energy efficient equipment, heat networks and community heating have been considered. There are no district heat networks that the site can connect to so the development would be 'futureproofed' so that a connection can be made should a network be available in the future. There are no savings for this element of the hierarchy.

### Be Green (Low or Carbon Zero Energy)

182. The feasibility study undertaken for the Be Green element has identified solar PV and air source heat pumps technologies suitable for the site to deliver renewable energy on site. These would provide 45.4% saving.
183. The total savings from the 'be lean' and 'be green' interventions would be 61.3%, leaving 82.28 tonnes of CO2 per year to be mitigated through an off-site contribution. This would amount to a payment of £234,504. In addition to this, the non-residential element would achieve a BREEAM rating of excellent.

## Overheating

184. Policy SI 4 of the London Plan "Managing heat risk" states that major development proposals should reduce potential overheating and reliance on air conditioning systems and demonstrate this in accordance with the cooling hierarchy. This policy seeks to reduce the impact of the urban heat island effect.
185. An overheating assessment has been undertaken which demonstrates that under moderately warm summer conditions, the rooms would not overheat. Under more extreme conditions, the building would not meet criteria for night time conditions. This is in part a result of the high thermal mass, which is proposed to increase the energy

efficiency of the building. Measures are recommended to reduce the impact on these extreme scenarios such as:

- Turning off appliances that may generate heat
- Use of blinds
- Leaving windows partially open
- Use of mechanical ventilation to reduce hear

## **Planning obligations (Section 106 undertaking or agreement)**

186. Southwark Plan policy IP3 and policy DF1 of the London Plan advise that planning obligations can be secured to overcome the negative aspects of a generally acceptable proposal. The NPPF which echoes the Community Infrastructure Levy Regulation 122 which requires obligations be:

- Necessary to make the development acceptable in planning terms;
- Directly related to the development; and
- Fairly and reasonably related in scale and kind to the development

187. The application would be supported by the following Section 106 obligations:

<b>Planning obligation</b>	<b>Mitigation</b>	<b>Applicant's position</b>
<b>Local Economy and Workspace</b>		
Employment and training (during construction)	<ul style="list-style-type: none"> <li>• 10 sustained jobs for unemployed Southwark residents during the construction phase of the development. Where this is not possible to meet this requirement, a charge of £4,300 per job not provided will be applied;</li> <li>• 10 Southwark residents trained in pre- or post-employment short courses. Where this is not possible to provide a payment a charge of £150 per resident will be applied;</li> <li>• 3 new apprenticeship start or in work NVQ. Where this is not possible to provide a payment a charge of £1,500 per apprenticeship will be applied.</li> </ul>	Agreed

Employment and enterprise	Allow for local procurement and supply chain measures during construction and after construction.	Agreed
<b>Student Homes (P5)</b>		
Affordable student housing	77 rooms for let at affordable rents	Agreed
Wheelchair Units	11 Wheelchair accessible rooms	Agreed
Management Plan	Management, operation and promotion strategy to be submitted and agreed prior to occupation.	Agreed
<b>Transport and Highways</b>		
Public realm and highway improvements	<ul style="list-style-type: none"> <li>• Delivery of a pocket park</li> <li>• s.278 works with the highway authority for highway works, tree planting and traffic management change.</li> </ul>	Agreed
Parking permit restriction	This development would be excluded from those eligible for car parking permits under any future CPZ operating in this locality.	Agreed
<b>Energy, Sustainability and the Environment</b>		
Futureproofing for connection to District Heat Network (DHN)	Prior to occupation, a CHP Energy Strategy must be approved setting out how the development will be designed and built so that it will be capable of connecting to the District CHP in the future.	Agreed
Achieving net carbon zero	an off-set payment of £234,504	Agreed
Archaeology monitoring/ supervision fund	Contribution towards cost of providing technical archaeological support of <b>£3,389</b>	Agreed
Administration	Maximum contribution to cover the costs of	Agreed

fee	monitoring these necessary planning obligations, calculated as 2% of total sum	
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188. The S106 heads of terms agreed would satisfactorily mitigate against the adverse impacts of the proposed development.
189. In the event that a satisfactory legal agreement has not been entered into by 31 March 2023, the director of planning and growth is authorised to refuse planning permission, if appropriate, for the following reason:

“The proposal fails to provide an appropriate mechanism for securing the affordable student housing through a nominations agreement.. The proposal therefore fails to demonstrate conformity with strategic planning policies and fails to adequately mitigate the particular impacts associated with the development in accordance with policy P5 of the Southwark Plan, policy H15 of the London Plan DF1 ‘Delivery of the Plan and Planning Obligations’ of the London Plan and IP3 of the Southwark Plan , as well as guidance in the council's Section 106 Planning Obligations and Community Infrastructure Levy SPD (2015).”

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

190. Section 143 of the Localism Act states that any financial contribution received as community infrastructure levy (CIL) is a material “local financial consideration” in planning decisions. The requirement for payment of the Mayoral or Southwark CIL is therefore a material consideration. However, the weight attached is determined by the decision maker. The Mayoral CIL is required to contribute towards strategic transport investments in London as a whole, while Southwark’s CIL will provide for infrastructure that supports growth in Southwark. The contribution is estimated to be £1,107,267.

### **Conclusion on planning issues**

191. The major redevelopment of the site is supported through the site allocation. The proposed use would provide residential accommodation for students with 35% of the rooms being affordable lets with a 5% wheelchair rooms.
192. At 14 storeys, the development would sit comfortably in the townscape and not cause harm to heritage assets, including the Grade II listed Inner London Sessions Court building. The development would provide a pocket part and public realm improvements on Avonmouth Street and Tiverton Street.
193. There would be some impact on residents from a reduction in daylight and sunlight but these are due to in part to existing constraints on these dwellings.

### **Statement of community involvement**

194. Consultation was carried out by the applicant prior to the submission of the planning, and during the consideration of the application. The consultation undertaken was carried out with the local community and key stakeholders from the area. The

applicant's SCI mentioned a number of groups that were engaged/consulted and they are:

- Ward councillors
- Local landowners of nearby buildings
- Rockingham Residents Association

A website was also provided for people to access information on the proposal, in particular the revisions that were made.

This is summarised in the tables below, which are taken from the submitted statement of community involvement.

195. Comments made include concerns about the measures to potential conflict between the proposed use and existing residents; the impact of overshadowing on the park and feeling of enclosure and the degree of community benefit from the proposal. The applicant refers to the student management plan, the fact that the development is to the north of the part (the site is to the north of the part so won't have a significant effect on overshadowing) and the public realm improvements for a community benefit.

## **Consultations**

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

## **Consultation replies**

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

## **Summary of consultation responses**

198. This application was subject to a round of statutory consultation in late September 2020. The development was published in Southwark News on 8 October 2020, and a Site Notice was displayed at the site on 9 December 2020.
199. No comments from residents were received on this application though comments on the 16 storey scheme were received and have been referenced above. Local landowners did comment and they have also been addressed above.

## **GLA**

200. The application will be presented to the Mayor by 21 November 2022 and officers will provide advice on the Stage 1 report in an addendum report.

## **TfL**

201. No comments to date

## Environment Agency

202. No objection- satisfied with the mitigation in having residential accommodation above the relevant flooding level

## Metropolitan Police

203. The Designing Out Crime Officer has advised that the development can attain secure by design accreditation. The Met Officer has recommended a condition be attached regarding the need for the development to attain secure by design accreditation.

## Health and Safety Executive

204. Expressed significant concern about the fore safety measures in response to which the applicant has amended the drawings. The HSE are presently considering the changes and it is expected that further comments from them will be reported in an addendum report. Discussed in more detail paragraphs 126-129.

## Transport team

205. No objections subject to conditions

## Ecology

206. Confirm that the application will result in a biodiversity net gain and recommend conditions

## Urban forester

207. Acknowledge that a category C tree would be lost and that the mitigation from street trees on Avonmouth Street and the pocket park would provide enhancements and an increase in canopy cover

## Archaeology officer

208. States that there is potential for significant remains on the site and recommends conditions

## Highways

209. No objection subject to conditions.
210. Officer Response: Recommended conditions and informatives have been included in the draft decision notice.

## **Community impact statement / equalities assessment**

211. The Public Sector Equality Duty (PSED) contained in Section 149 (1) of the Equality Act 2010 imposes a duty on public authorities to have, in the exercise of their functions, due regard to three “needs” which are central to the aims of the Act:
- a) The need to eliminate discrimination, harassment, victimisation and any other conduct prohibited by the Act
  - b) The need to advance equality of opportunity between persons sharing a relevant protected characteristic and persons who do not share it. This involves having due regard to the need to:
    - Remove or minimise disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic
    - Take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it
    - Encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low
  - c) The need to foster good relations between persons who share a relevant protected characteristic and those who do not share it. This involves having due regard, in particular, to the need to tackle prejudice and promote understanding.
212. The protected characteristics are: race, age, gender reassignment, pregnancy and maternity, disability, sexual orientation, religion or belief, sex, marriage and civil partnership.
213. The council must not act in a way which is incompatible with rights contained within the European Convention of Human Rights
214. The council has given due regard to the above needs and rights where relevant or engaged throughout the course of determining this application. This is addressed in detail in the relevant section of this report.

## **Planning policy**

215. The statutory development plan for the Borough comprise the London Plan 2021 and the Southwark Plan 2022. The National Planning Policy Framework 2019 is a material planning consideration.

## **Planning policy designations**

216. The application site is found within the following Planning Policy Designations:

Forms part of Site Allocation NSP46: 63 – 85 Newington Causeway;

- Elephant and Castle Major Town Centre;
- Strategic Cultural Area – Elephant and Castle Strategic Cultural Quarter;
- Elephant and Castle Opportunity Area;
- Central Activities Zone;
- Archaeological Priority Area (North Southwark and Roman Roads);
- Air Quality Management Area; and
- Environment Agency Flood Zone 3 area.

217. This application was determined in accordance with the development plan unless material considerations indicate otherwise; and the following national framework, regional and local policy and guidance are particularly relevant.

## **Planning policy**

### **National Planning Policy Framework**

218. The revised National Planning Policy Framework ('NPPF') was published in February 2019 which sets out the national planning policy and how this needs to be applied. The NPPF focuses on sustainable development with three key objectives: economic, social and environmental.

219. Paragraph 212 states that the policies in the Framework are material considerations which should be taken into account in dealing with applications.

Section 2 - Achieving sustainable development

Section 5 - Delivering a sufficient supply of homes

Section 7 - Ensuring the vitality of town centres

Section 8 - Promoting healthy and safe communities

Section 9 - Promoting sustainable transport

Section 11 - Making effective use of land

Section 12 - Achieving well designed places

Section 15 - Conserving and enhancing the natural environment

Section 16 - Conserving and enhancing the historic environment

220. National Planning Policy Guidance is a web-based resource which brings together planning guidance on various topics into one place.

### **London Plan 2021**

221. The London Plan is the regional planning framework and was adopted on March 2nd 2021. The most relevant policies are those listed below.

Policy SD1 – Opportunity areas

Policy SD6 - Town centres and high streets

Policy D3 - Optimising site capacity through the design-led approach

Policy D4 – Delivering good design

Policy D5 - Inclusive Design

- Policy D7 – Accessible housing
- Policy D8 – Public realm
- Policy D9 – Tall buildings
- Policy D12 – Fire safety
- Policy H1 – Increasing housing supply
- Policy H3 - Monitoring housing targets
- Policy H4 – Delivering affordable housing
- Policy H15 - Purpose built student accommodation
- Policy S3 - Education and childcare facilities
- Policy E9 – Retail, markets and hot food takeaways
- Policy HC1 - Heritage conservation and growth
- Policy HC3 – Strategic and local views
- Policy G4 – Open space
- Policy G5 – Urban greening
- Policy G6 - Biodiversity and access to nature
- Policy G7 - Trees and Woodlands
- Policy SI 1 – Improving air quality
- Policy SI 2 – Minimising greenhouse gas emissions
- Policy SI 3 – Energy infrastructure
- Policy SI 4 – Managing heat risk
- Policy SI 5 – Water infrastructure
- Policy SI 12 – Flood risk management
- Policy SI 13 – Sustainable drainage
- Policy T2 – Healthy streets
- Policy T4 – Assessing and mitigating transport impacts
- Policy T5 – Cycling
- Policy T6 – Car parking
- Policy T7 – Servicing, deliveries and construction
- Policy DF1 – Delivery of the Plan and Planning Obligations

222. The London Plan identifies the Old Kent Road as having a minimum capacity for 12,000 homes and a jobs target of 5,000, which increases the capacity of the London Plan 2016 target of 2,500 homes and 1,000 jobs.

### Mayoral SPGs

223. The following Mayoral SPGs are relevant to the consideration of this application:

- London View Management Framework (2012)
- Use of planning obligations in the funding of Crossrail (2010)
- Affordable Housing and Viability SPG (2017)

### New Southwark Plan

224. The Southwark Plan was adopted in February 2022 and the most relevant policies of this plan are:

- Policy P5 - Student homes
- Policy P14 - Design quality
- Policy P16- Designing out crime

Policy P17- Tall buildings  
 Policy P18 - Efficient use of land  
 Policy P19- Listed buildings and structures  
 Policy P20 - Conservation of the historic environment and natural heritage  
 Policy P22- Borough Views  
 Policy P23- Archaeology  
 Policy P27- Education places  
 Policy P28- Access to employment and training  
 Policy P35 - Towns and local centres  
 Policy P47- Community uses  
 Policy P50 - Highways impacts  
 Policy P51 - Walking  
 Policy P53 - Cycling  
 Policy P55 - Parking standards for disabled people and the mobility impaired  
 Policy P56 - Protection of amenity  
 Policy P60 - Biodiversity  
 Policy P61 - Trees  
 Policy P68 - Reducing flood risk  
 Policy IP3 - Community infrastructure levy (CIL) and section 106 planning obligations

## **Environmental impact assessment**

225. No request for an Environmental Impact Assessment (EIA) was carried out in accordance with Regulation 5 of the Town and Country Planning (Environmental Impact Assessment) Regulations 2017. It is noted that the regulations raise and amend the thresholds at which certain types of development project will need to be screened in order to determine whether an environmental impact assessment is required. The development could be considered an urban development project under Schedule 2 of the Regulations. As the development would not introduce more than 150 dwellings it is therefore not necessary to assess the potential impact against Schedule 2 of the EIA Regulations.

## **Human rights implications**

226. This planning application engages certain human rights under the Human Rights Act 1998 (the HRA). The HRA prohibits unlawful interference by public bodies with conventions rights. The term 'engage' simply means that human rights may be affected or relevant.

227. This application has the legitimate aim of providing new mixed use development. The rights potentially engaged by this application, including the right to a fair trial and the right to respect for private and family life are not considered to be unlawfully interfered with by this proposal.

## **SUPPLEMENTARY ADVICE FROM OTHER OFFICERS**

228. None

## BACKGROUND DOCUMENTS

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

## APPENDICES

No.	Title
Appendix 1	Recommendation
Appendix 2	Relevant Planning History
Appendix 3	Consultation undertaken
Appendix 4	Consultation responses received

## AUDIT TRAIL

<b>Lead Officer</b>	Stephen Platts, Director of Planning and Growth		
<b>Report Author</b>	Dipesh Patel, Group Manager		
<b>Version</b>	Final		
<b>Dated</b>	15 November 2022		
<b>Key Decision</b>	No		
<b>CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER</b>			
<b>Officer Title</b>	<b>Comments Sought</b>	<b>Comments included</b>	
Strategic Director of Finance and Governance	No	No	
Strategic Director of Environment and Leisure	No	No	
Strategic Director of Housing and Modernisation	No	No	
<b>Date final report sent to Constitutional Team</b>		17 November 2022	

## Recommendation

### Draft of Decision Notice

#### Planning permission is GRANTED for the following development:

Demolition of existing building and structures and erection of a part 2, part 7, part 14 storey plus basement mixed-use development comprising 1733sqm (GIA) of space for class E employment use and/or class F1(a) education use and 219 purpose-built student residential rooms with associated amenity space, including at 7th floor roof level, and public realm works, car and cycle parking, and ancillary infrastructure.

#### Draft list of planning conditions

The following planning conditions are suggested in order to make the development acceptable in planning terms.

1. The development to which this permission relates must have commenced not later than the expiration of three years beginning from the date of this decision notice.

Reason:

As required by Section 91 of the Town and Country Planning Act 1990 as amended.

2. The development hereby permitted shall be carried out in accordance with the approved plans listed in this notice, unless otherwise required by any other condition in this notice.

Existing site location plan	21235-STCH-XX-ZZ-A-1001
Existing site plan	21235-STCH-XX-ZZ-A-1002
Existing site elevation – northeast	21235-STCH-XX-ZZ-A-1003
Existing site elevations	21235-STCH-XX-ZZ-A-1004
Existing site section	21235-STCH-XX-ZZ-A-1005
Proposed site plan	21235-STCH-XX-ZZ-DR-A-1050
Proposed block plan	21235-STCH-XX-ZZ-DR-A-1051
Proposed building – North west elevation	21235-STCH-XX-ZZ-DR-A-1200 Rev B
Proposed building – North east elevation	21235-STCH-XX-ZZ-DR-A-1201 Rev B
Proposed building – North east site elevation	21235-STCH-XX-ZZ-DR-A-1204 Rev B
Proposed building – South east elevation	21235-STCH-XX-ZZ-DR-A-1202
Proposed building – South west elevation	21235-STCH-XX-ZZ-DR-A-1203
Proposed building – South east site elevation	21235-STCH-XX-ZZ-DR-A-1205
Proposed building - Section AA	21235-STCH-XX-ZZ-DR-A-1300
Proposed building - Section BB	21235-STCH-XX-XX-DR-A-1301

Proposed layouts Typical Ensuite 01	20221-STCH-XX-ZZ-DR-A-1400
Proposed layouts Typical Ensuite 02	20221-STCH-XX-ZZ-DR-A-1401
Proposed layouts Typical studio	20221-STCH-XX-ZZ-DR-A-1402
Proposed layouts Typical accessible studio	20221-STCH-XX-ZZ-DR-A-1403
Detail elevation study 01	20221-STCH-XX-ZZ-DR-A-1500
Detail elevation study 02	20221-STCH-XX-ZZ-DR-A-1501
Detail elevation study 03	20221-STCH-XX-ZZ-DR-A-1502
Detail elevation study 04	20221-STCH-XX-ZZ-DR-A-1503
Detail elevation study 05	20221-STCH-XX-ZZ-DR-A-1504
3D Massing Model	20221-STCH-XX-ZZ-M1-A-1700
Landscape GA	TM-502-LA-101
Landscape Terrace	TM-502-LA-102
Proposed building – Basement 2 plan	21235-STCH-XX-B2-DR-A-1100 Rev D
Proposed building – Basement plan	21235STCH-XX-B1-DR-A-1101 Rev B
Proposed building – Ground floor plan	21235-STCH-XX-00-DR-A-1102 Rev F
Proposed building – 2nd floor plan	21235-STCH-XX-02-DR-A-1104 Rev B
Proposed building – 3rd-6th floor plan	21235-STCH-XX-ZZ-DR-A-1105 Rev A
Proposed building – 7th floor plan	21235-STCH-XX-07-DR-A-1106 Rev B
Proposed building – 8th-13th floor plan	21235-STCH-XX-ZZ-DR-A-1107 Rev B
Proposed building – 14th-15th floor plan	21235-STCH-XX-ZZ-DR-A-1108 Rev B
Proposed building – Roof plan	21235-STCH-XX-RF-DR-A-1109 Rev A

Reason:

To ensure that the Development is undertaken in accordance with the approved drawings and documents to achieve compliance with Development Plan Policies (London Plan 2021 and Southwark Plan 2022), and National Planning Policy Framework 2021.

3. No development shall take place, including any works of demolition, until a written Construction Environmental Management Plan (CEMP) has been submitted to and approved in writing by the Local Planning Authority. The CEMP shall oblige the applicant, developer and contractors to commit to current best practice with regard to construction site management and to use all best endeavours to minimise off- site impacts, and will include the following information:
  - A detailed specification of demolition and construction works at each phase of development including consideration of all environmental impacts and the identified remedial measures;
  - Site perimeter continuous automated noise, dust and vibration monitoring;
  - Engineering measures to eliminate or mitigate identified environmental impacts e.g., hoarding height and density, acoustic screening, sound insulation, dust control measures, emission reduction measures, location of specific activities on site, etc.;
  - Arrangements for a direct and responsive site management contact for nearby occupiers during demolition and/or construction (signage on hoardings, newsletters, residents' liaison meetings, etc.)
  - A commitment to adopt and implement of the ICE Demolition Protocol and Considerate Contractor Scheme; Site traffic - Routing of inbound and outbound site traffic, one-way site traffic arrangements on site, location of lay off areas, etc.;

- Site waste Management - Accurate waste stream identification, separation, storage, registered waste carriers for transportation and disposal at appropriate destinations.
- A commitment that all NRMM equipment (37 kW and 560 kW) shall be registered on the NRMM register and meets the standard as stipulated by the Mayor of London.

All demolition and construction work shall be undertaken in strict accordance with the approved CEMP and other relevant codes of practice, unless otherwise agreed in writing by the Local Planning Authority.

Reason:

To ensure that occupiers of neighbouring premises and the wider environment do not suffer a loss of amenity by reason of pollution and nuisance, in accordance with Southwark Plan Policies P50 (Highways impacts) and P56 (Protecting amenity), London Plan Policy T4 (Assessing and mitigating transport impacts), and the National Planning Policy Framework.

4. a.) No development shall take place until a remediation scheme has been submitted to and approved in writing by the Local Planning Authority. Following the completion of the works and measures identified in the approved remediation strategy, a verification report providing evidence that all works required by the remediation strategy have been completed, together with any future monitoring or maintenance requirements shall be submitted to and approved in writing by the Local Planning Authority.
- b.) In the event that potential contamination is found at any time when carrying out the approved development that was not previously identified, it shall be reported in writing immediately to the Local Planning Authority, and a scheme of investigation and risk assessment, a remediation strategy and verification report (if required) shall be submitted to the Local Planning Authority for approval in writing.

Reason:

To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other off-site receptors in accordance with Southwark Plan Policy P64 (Contaminated land and hazardous substances) and the National Planning Policy Framework.

5. No works (excluding demolition and site clearance) shall commence until full details of the proposed surface water drainage system incorporating the Sustainable Drainage Systems (SuDS) have been submitted to and approved in writing by the Local Planning Authority, including detailed design, dimensions, depth and location of attenuation units and flow control devices. The specific SuDS type, arrangement and material should be given in line with the proposed strategy dependant on any necessary site investigations. The strategy should achieve a reduction in surface water runoff rates as detailed in the approved 'Flood Risk Assessment and Drainage Strategy' prepared by Ardent. The applicant must confirm that the site is safe in the event of blockage/failure of the system, including consideration

of exceedance flows. The site drainage must be constructed and retained in accordance with the approved details.

Reason:

To minimise the potential for the site to contribute to surface water flooding in accordance with Southwark's Strategic Flood Risk Assessment (2017), Policy SI 13 of the London Plan, and Policy P68 of the Southwark Plan.

6. Before any work hereby authorised begins, excluding demolition to ground slab level and site investigation works, the applicant shall secure the implementation of a programme of archaeological evaluation works in accordance with a written scheme of investigation which shall be submitted to and approved in writing by the Local Planning Authority.

In the event archaeology of national significance is found on the site, a scheme shall be submitted to the council for approval to ensure this will be preserved in-situ. The scheme shall be implemented during the construction period and within the completed development as approved.

Reason:

In order that the applicants supply the necessary archaeological information to ensure suitable mitigation measures and/or foundation design proposals be presented in accordance with Policy P23 Archaeology of the Southwark Plan (2022) and the National Planning Policy Framework 2021.

7. Before any work hereby authorised begins (excluding demolition to ground slab level and archaeological evaluation), the applicant shall secure the implementation of a programme of archaeological mitigation works in accordance with a written scheme of investigation, which shall be submitted to and approved in writing by the Local Planning Authority.

Reason:

In order that the details of the programme of works for the archaeological mitigation are suitable with regard to the impacts of the proposed development and the nature and extent of archaeological remains on site in accordance with Policy P23 Archaeology of the Southwark Plan (2022) and the National Planning Policy Framework 2021.

8. a) Prior to commencement of the development (excluding demolition and site investigation works) hereby permitted, the applicant shall submit to and receive the Local Planning Authority's approval of a Public Engagement Programme which shall set out:

- 1) How the field work areas will be hoarded to provide opportunities for passers-by to safely view the excavations;

- 2) Detailed drawings (artwork, design, text and materials, including their location and a full specification of the construction and materials) for the public interpretation and presentation display materials celebrating the historic setting of the site, which will be located on suitably visible public parts of the temporary site hoarding;

3) Details of at least one event, such as a heritage trail, that will be held during the field work phase (as a minimum this should state the date/time, duration, individuals involved and advance promotional measures for the event, and provide an outline of the content of the event);

b) Prior to the commencement of the fieldwork phase, the hoarding shall be installed in full accordance with the LPA-approved details referred to in parts a.1 and a.2 of the condition, and the hoarding shall remain as such and in place throughout the fieldwork phase.

c) During the fieldwork phase, the event (referred to in part a.3) shall be carried out.

d) Before first occupation of any part of the development, detailed drawings (artwork, design, text and materials, including their location and a full specification of the construction and materials) for the public interpretation and presentation display materials celebrating the historic setting of the site, in some form of permanent display case or signage to be installed within a publicly-accessible part of the development hereby approved. The approved display case or signage shall be installed in accordance with the approval and shall not be replaced other than with a display case or signage of similar specification and bearing the same information.

Reason:

To promote the unique setting of the application site and provide information on the special archaeological and historical interest of this part of Southwark, in accordance with Policy P23 Archaeology of the Southwark Plan (2022) and the National Planning Policy Framework 2022.

9. Within one year of the completion of the archaeological work on site, an assessment report detailing the proposals for the off-site analyses and post-excavation works, including publication of the site and preparation for deposition of the archive, shall be submitted to and approved in writing by the Local Planning Authority, and the works detailed in the assessment report shall not be carried out otherwise than in accordance with any such approval given. The assessment report shall provide evidence of the applicant's commitment to finance and resource these works to their completion.

Reason:

In order that the archaeological interest of the site is secured with regard to the details of the post-excavation works, publication and archiving to ensure the preservation of archaeological remains by record in accordance with Policy P23 (Archaeology) of the Southwark Plan, Policy HC1 (Heritage conservation and growth) of the London Plan, and the National Planning Policy Framework.

10. Prior to the commencement of development, details of access for fire appliances as required by Approved Document B of the Building Regulations and details of adequate water supplies for fire fighting purposes shall be submitted to and approved in writing by the Local Planning Authority. The development approved shall be completed in accordance with any details approved which shall be retained thereafter..

Reason:

To minimise the risk to life and minimise building damage in the event of a fire, in accordance with the National Planning Policy Framework and Policy D12 (Fire safety) of the London Plan.

11. Prior to works commencing, including any demolition and no later than RIBA Stage 4, a Planning Stage Circular Economy Statement (CES) shall be submitted to and approved in writing by the Local Planning Authority. The CES shall include
- a Bill of Materials including kg/m<sup>2</sup> and recycled content (target for a minimum 20%) for the development;
  - a Recycling and Waste Reporting table, evidencing that the proposal would reuse/recycle/recover 95% of construction and demolition waste, and put 95% of excavation waste to beneficial use;
  - a Pre-demolition/Refurbishment Audit;
  - a Letter of Commitment, pledging to submit a Post-Completion Report within 3 months of completion of the development;
  - a Building End-of-Life Strategy;
  - a Final Destination Facilities List; and
  - evidence of any destination landfill sites' capacity to receive waste.

The development shall be implemented in accordance with the CES. Unless otherwise agreed by the Council, to comply with the Circular Economy Statement for the full life cycle of the Development.

Reason:

To ensure that the proposal responds appropriately to climate change policies by reducing carbon emissions and minimising waste streams in accordance with London Plan Policies SI7 (Reducing waste and supporting the circular economy) and SI2 (Minimising greenhouse gas emissions), and Southwark Plan Policies P69 (Sustainability standards) and P70 (Energy).

12. No later than three months following substantial completion of the final student accommodation unit within the development hereby consented, a Post Completion Circular Economy Report setting out the predicted and actual performance against all numerical targets in the relevant Planning Stage Circular Economy Statement shall be submitted to and approved in writing by the Local Planning Authority.

Reason:

To ensure that Planning Stage Circular Economy Statement has been implemented in the construction and delivery of the development, and that all on-going operational measures and mechanisms have been satisfactorily implemented, in order to achieve Circular Economy goals and in accordance with: the National Planning Policy Framework and Policies GG6 (Increasing Efficiency and Resilience) and SI7 (Reducing Waste and Supporting the Circular Economy) of the London Plan.

13. Prior to commencement of any works (with the exception of demolition to ground level and archaeology), detailed plans shall be submitted to and approved in writing by the Local Planning Authority demonstrating the provision of sufficient ducting space for full fibre

connectivity infrastructure within the development. The development shall be carried out in accordance with the approved plans and maintained as such in perpetuity.

Reason:

To provide high quality digital connectivity infrastructure to contribute to London's global competitiveness in accordance with Policy SI6 of the London Plan.

14. Prior to the commencement of any above grade works (excluding demolition), details of bird and bat boxes shall be submitted to and approved in writing by the Local Planning Authority. The bird and bat boxes shall be installed with the development prior to the first occupation of the building of which they form a part or the first use of the space in which they are contained. The bird and bat boxes shall be installed strictly in accordance with the details so approved and shall be maintained as such thereafter.

Reason: To ensure the development provides the maximum possible provision towards creation of habitats and valuable areas for biodiversity in accordance with Southwark Plan Policy P60 (Biodiversity).

15. Prior to commencement of any works above grade (excluding demolition), detailed drawings at a scale of 1:5 or 1:10 through:
- i) all facade variations; and
  - ii) commercial fronts and residential entrances; and
  - iii) all parapets and roof edges; and
  - iv) all balcony details; and
  - v) heads, cills and jambs of all openings

to be used in the carrying out of this permission shall be submitted to and approved by the Local Planning Authority in writing. The development shall not be carried out otherwise than in accordance with any such approval given.

Reason:

In order that the Local Planning Authority may be satisfied as to the quality of architectural design and details in accordance with Chapter 12 - Achieving well designed places of the NPPF, Policies D4 (Delivering good design) and D9 (Tall buildings) of the London Plan, and Policies P13 (Design of places), P14 (Design quality), and P17 (Tall buildings) of the Southwark Plan.

16. Prior to the commencement of any above grade works (excluding demolition), samples of all external facing materials and full-scale (1:1) mock-ups of the facades to be used in the carrying out of this permission shall be presented on site to the Local Planning Authority and approved in writing. The development shall not be carried out otherwise than in accordance with any such approval given. The facades to be mocked up should be agreed with the Local Planning Authority.

Reason:

In order that the Local Planning Authority may be satisfied as to the quality of architectural design and details in accordance with Chapter 12 - Achieving well designed places of the NPPF, Policies D4 (Delivering good design) and D9 (Tall buildings) of the London Plan,

and Policies P13 (Design of places), P14 (Design quality), and P17 (Tall buildings) of the Southwark Plan.

17. Prior to the commencement of any above grade works (excluding demolition), details of security measures shall be submitted and approved in writing by the Local Planning Authority and any such security measures shall be implemented prior to occupation in accordance with the approved details which shall achieve the 'Secured by Design' accreditation award from the Metropolitan Police.

Reason: In the interests of securing well designed, safe and secure buildings and neighbourhoods in accordance with Southwark Plan Policy P16 (Designing out crime).

18. Prior to the commencement of any above grade works (excluding demolition):  
a) details and 1:50 scale drawings of the secure cycle parking facilities to Southwark Plan 2022 standards shall be submitted to and approved in writing by the Local Planning Authority. This shall include 302 spaces, including 30 Sheffield racks providing for 60 spaces, including 3 disabled and 3 cargo bicycle spaces.

b) Details relating to the servicing layout and its relationship with the public highway shall be submitted to be approved in writing by the Local Planning Authority. The cycle parking facilities shall be provided prior to the occupation of the development and thereafter shall be retained and the space used for no other purpose and the development shall not be carried out otherwise than in accordance with any such approval given.

Reason:

In order to ensure that satisfactory safe and secure cycle parking and changing facilities are provided and can be easily accessed by users in order to encourage the use of cycling as an alternative means of transport to the development and to reduce reliance on the use of the private car in accordance with London Plan Policy T5 (Cycling) and Southwark Plan Policy P53 (Cycling).

19. Prior to the commencement of any above grade works (excluding demolition), details of the biodiversity green roof shall be submitted to and approved in writing by the Local Planning Authority. The biodiversity (green) roof(s) shall be:

- biodiversity based with extensive substrate base (depth 80-150mm);
- laid out in accordance with agreed plans; and
- planted/seeded with an agreed mix of species within the first planting season following the practical completion of the building works (focused on wildflower planting, and no more than a maximum of 25% sedum coverage).

The biodiversity green roof shall not be used as an amenity or sitting out space of any kind whatsoever and shall only be used in the case of essential maintenance or repair or escape in case of emergency. The biodiversity roof shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter. Discharge of this condition will be granted on receiving the details of the green roof and Southwark Council agreeing the submitted plans. A post completion assessment will be required to confirm the roof has been constructed to the agreed specification.

Reason:

To ensure the development provides the maximum possible provision towards creation of habitats and valuable areas for biodiversity in accordance with Policies SI 4 (Managing heat risk), SI 13 (Sustainable drainage), G1 (Green Infrastructure), and G5 (Urban Greening) of the London Plan and Policies P59 (Green infrastructure) and P60 (Biodiversity) of the Southwark Plan.

20. Prior to the commencement of any above grade works (excluding demolition), the applicant shall submit written confirmation from the appointed building control body that the specifications for each student bedspace identified in the detailed construction plans meet the standard of the Approved Document M of the Building Regulations (2015). The development shall be carried out in accordance with the details thereby approved by the appointed building control body.

M4 (Category 3) 'wheelchair user dwellings':- at least 5%

M4 (Category 2) 'accessible and adaptable':- remaining units

Reason:

In order to ensure the development complies with Policy P5 (Student homes) of the Southwark Plan and Policy D7 (Accessible Housing) of the London Plan.

21. Prior to the commencement of any above grade works (excluding demolition), full particulars of the sprinkler system to be used within the building shall be submitted to and approved in writing by the Local Planning Authority. The development shall not be carried out otherwise than in accordance with any approval given.

Reason:

To ensure that there is an adequate level of fire safety within this mixed use development in accordance with Policy D12 (Fire Safety) of the London Plan.

22. Prior to the commencement of any landscaping works, detailed drawings of a hard and soft landscaping scheme showing the treatment of all parts of the site not covered by buildings (including cross sections, surfacing materials of any access, terraces, or pathways layouts, materials and edge details), shall be submitted to and approved in writing by the Local Planning Authority. The landscaping shall not be carried out otherwise than in accordance with any such approval given and shall be retained for the duration of the use. The planting, seeding and/or turfing shall be carried out in the first planting season following completion of building works and any trees or shrubs that is found to be dead, dying, severely damaged or diseased within five years of the completion of the building works OR five years of the carrying out of the landscaping scheme (whichever is later), shall be replaced in the next planting season by specimens of the same size and species in the first suitable planting season. Planting shall comply to BS: 4428 Code of practice for general landscaping operations, BS: 5837 (2012) Trees in relation to demolition, design and construction and BS 7370-4:1993 Grounds maintenance Recommendations for maintenance of soft landscape (other than amenity turf).

Reason:

So that the Council may be satisfied with the details of the landscaping scheme, in accordance with Chapters 8, 12, 15 and 16 of the National Planning Policy Framework,

Policies SI 4 (Managing heat risk), SI 13 (Sustainable drainage), G1 (Green Infrastructure), G5 (Urban Greening), G6 (Biodiversity and access to nature) and G7 (Trees and Woodlands) of the London Plan, and Policies P13 (Design of places), P14 (Design quality), P60 (Biodiversity) and P61 (Trees) of the Southwark Plan.

23. Prior to the commencement of any above grade works (excluding demolition), details shall be submitted to and approved in writing by the Local Planning Authority demonstrating that a minimum of at least two lifts (or more subject to capacity assessments) will be suitably sized fire evacuation lifts suitable to be used to evacuate people who require level access from the building. The development shall be carried out in accordance with these details and maintained as such in perpetuity.

Reason: In order to ensure that the proposed development complies with the requirements of the London Fire Brigade and Policy D12 (Fire Safety) of the London Plan.

24. Prior to above grade works, , a revised sustainability strategy shall be submitted to and approved in writing by the Local Planning Authority detailing water efficiency measures to be implemented in the development. The development shall be completed in accordance with any details approved which shall be retained thereafter.

Reason:

In order to ensure that the proposed development complies with the requirements of Policy SI 5 of the London Plan.

25. Within three months of completion of the development or commencement of RIBA Stage 6 (whichever occurs earlier) and in any event prior to the building being occupied (or handed over to a new owner (if applicable)), to submit the Post-Construction Whole Life-Cycle Carbon (WLC) Assessment to the local planning authority for approval who will consult with the GLA.

The developer shall use the post construction tab of the GLA's WLC assessment template and the relevant forms must be completed accurately and in their entirety in line with the criteria set out in the GLA's WLC assessment guidance. The Post-Construction Assessment should provide an update of the information submitted at planning submission stage (RIBA Stage 2/3), including the WLC carbon emission figures for all life-cycle modules based on the actual materials, products and systems used. The assessment must be submitted along with supporting evidence as required by the GLA's WLC assessment guidance and, unless otherwise agreed by the Council, within three months of the completion of the development or commencement of RIBA Stage 6 (whichever occurs earlier).

Reason:

To ensure whole life-cycle carbon is calculated and reduced and to demonstrate compliance with Policy SI 2 (Minimising Greenhouse Gas Emissions) of the London Plan.

26. Before the first occupation of the building hereby permitted, details of the arrangements for the storing of domestic and commercial refuse shall be submitted to and approved in writing by the Local Planning Authority and the facilities approved shall be provided and

made available for use by the occupiers. The facilities shall thereafter be retained and shall not be used or the space used for any other purpose.

Reason:

To ensure that the refuse will be appropriately stored within the site thereby protecting the amenity of the site and the area in general from litter, odour, and potential vermin/pest nuisance in accordance with the National Planning Policy Framework 2021 and Policies P56 (Protection of amenity) and P62 (Reducing waste) of the Southwark Plan 2022.

27. Before the first occupation of the building hereby permitted, the 1no. disabled parking space as shown on the drawings hereby approved shall be provided and made available for the users of the development.

The space provided shall thereafter be retained and shall not be used for any other purpose and the development shall not be carried out otherwise in accordance with any such approval given.

Reason:

To ensure that car parking space is provide for disabled people and the physically impaired in accordance with Policy P55 (Parking standards for disabled people and the physically impaired) of the Southwark Plan 2022, London Plan Policy T6.1 (Residential Parking) and Policy T6.5 (Non-residential disabled persons parking), and the National Planning Policy Framework (2021).

28. The student accommodation hereby permitted shall be designed to ensure that the following internal noise levels are not exceeded due to environmental noise:  
Bedrooms - 35dB LAeq T†, 30 dB L Aeq T\*, 45dB LAFmax T \* Living and Dining rooms- 35dB LAeq T †  
\* - Night-time - 8 hours between 23:00-07:00  
† - Daytime - 16 hours between 07:00-23:00

Reason:

To ensure that the occupiers and users of the development do not suffer a loss of amenity by reason of excess noise from environmental and transportation sources in accordance with Southwark Plan Policy P56 (Protection of amenity) and the National Planning Policy Framework.

29. The Rated sound level from any plant, together with any associated ducting, shall not exceed the Background sound level (LA90 15min) at the nearest noise sensitive premises. Furthermore, the Specific plant sound level shall be 10dB(A) or more below the background sound level in this location. For the purposes of this condition the Background, Rating and Specific  
Sound levels shall be calculated fully in accordance with the methodology of BS4142:2014+A1:2019.

Reason:

To ensure that the occupiers and users of the development do not suffer a loss of amenity by reason of excess noise from environmental and transportation sources in accordance with Southwark Plan policy P56 ('Protection of amenity') and the National Planning Policy Framework 2021.

30. The rooftop terrace at Level 07 which is located on the south-western elevation of the development hereby consents and as shown on approved drawing shall be open for use and carried on only between:  
07:00hrs to 2200hrs on Mondays – Friday  
08:00hrs to 22:00hrs on Saturdays and Sundays

Reason:

To ensure that occupiers of neighbouring premises do not suffer a loss of amenity by reason of noise nuisance, in accordance with Southwark Plan policy P56 ('Protection of amenity') and the National Planning Policy Framework 2021.

31. Party walls, floors and ceilings between the commercial premises and student accommodation shall be designed to achieve a minimum weighted standardized level difference of 60 dB DnTw+Ctr. Pre-occupation testing of the separating partition shall be undertaken for airborne sound insulation in accordance with the methodology of ISO 16283-1:2014.

Reason:

To ensure that the occupiers and users of the development do not suffer a loss of amenity by reason of excess noise from environmental and transportation sources in accordance with Southwark Plan policy P56 ('Protection of amenity') and the National Planning Policy Framework 2021.

32. Prior to the commencement of any use within use class E involving the cooking of food, full particulars and details of a scheme for the extraction and ventilation of the commercial kitchen shall be submitted to the Local Planning Authority and approved in writing. The scheme shall approved shall be implemented before the use of the site under class E for the cooking of food and shall be retained thereafter.

The details submitted shall include:

- Details of extraction rate and efflux velocity of extracted air
- Full details of grease, particle and odour abatement plant
- The location and orientation of the extraction ductwork and discharge terminal
- A management servicing plan for maintenance of the extraction system to ensure that fumes and odours from the kitchen do not affect public health or residential amenity. Once approved the scheme shall be implemented in full and permanently maintained thereafter.

Reason:

In order to ensure that that any installed ventilation, ducting and ancillary equipment in the interests of amenity will not cause amenity impacts such as odour, fume or noise nuisance

and will not detract from the appearance of the building in accordance with The National Planning Policy Framework and Southwark Plan Policy P56 (Protection of amenity).

33. No piling shall take place until a Piling Method Statement (detailing the depth and type of piling to be undertaken and the methodology by which such piling will be carried out, including measures to prevent and minimise the potential for damage to subsurface sewerage infrastructure, and the programme for the works) has been submitted to and approved in writing by the Local Planning Authority in consultation with Thames Water. Any piling must be undertaken in accordance with the terms of the approved piling method statement.

Reason:

The proposed works will be in close proximity to underground sewerage utility infrastructure. Piling has the potential to significantly impact / cause failure of local underground sewerage utility infrastructure. To ensure that the development does not harm groundwater resources in line with the National Planning Policy Framework paragraph 183 and Policy P64 (Contaminated land and hazardous substances) of the Southwark Plan.

34. Any deliveries, unloading and loading to the commercial units shall only be between the following hours:  
08.00 to 20.00hrs on Monday to Saturdays; and  
10.00 to 16.00hrs on Sundays and Bank Holidays.

Reason:

To ensure that the occupiers of neighbouring premises do not suffer a loss of amenity by reason of noise nuisance, and to reduce vehicle movements on the local road network during peak times, in accordance with: the National Planning Policy Framework; Policy T7 (Deliveries, Servicing and Construction) of the London Plan 2021; and Policy P50 (Highways Impacts) of the Southwark Plan 2022.

35. The Class E/F1(a) floorspace shall not be used except during the hours of 07.00 - 23.00 on any day.

Reason: To ensure that the occupiers of neighbouring premises do not suffer a loss of amenity by reason of noise nuisance, and to reduce vehicle movements on the local road network during peak times, in accordance with the National Planning Policy Framework 2021; Policy T7 (Deliveries, Servicing and Construction) of the London Plan; and Policy P50 (Highways Impacts) of the Southwark Plan.

36. The development hereby permitted shall be constructed to include the energy efficiency measures stated in the Energy Strategy prepared by JAW and submitted in support of the application. All measures and technologies shall remain for as long as the development is occupied, unless otherwise agreed in writing with the Local Planning Authority.

Reason:

To ensure the development complies with the National Planning Policy Framework, Strategic Policy SP4 of the Southwark Plan, and Policy S1 2 (Minimising greenhouse gas emissions) of the London Plan.

37. The existing trees on or adjoining the site which are to be retained shall be protected and both the site and trees managed in accordance with the recommendations contained in the Arboricultural Method Statement. All tree protection measures shall be installed, carried out and retained throughout the period of the works, unless otherwise agreed in writing by the Local Planning Authority. In any case, all works must adhere to BS5837: (2012) Trees in relation to demolition, design and construction and BS3998: (2010) Tree work - recommendations. If within the expiration of 5 years from the date of the occupation of the building for its permitted use any retained tree is removed, uprooted is destroyed or dies, another tree shall be planted at the same place and that tree shall be of such size and species, and shall be planted at such time, as may be specified in writing by the Local Planning Authority.

Reason:

To avoid damage to the existing trees which represent an important visual amenity in the area, in accordance with The National Planning Policy Framework Parts 8, 11, 12, 15 and 16, Policies G1 (Green Infrastructure), G5 (Urban Greening) and G7 (Trees and Woodlands) of the London Plan, and Policy P61 (Trees) of the Southwark Plan.

## APPENDIX 2

### Relevant planning history

Reference and Proposal	Status
<b>21/AP/4297</b>  Demolition of existing building and structures and erection of a part 2, part 7, part 14, and part 16 storey plus basement development comprising 1,733sqm (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	Non-Determination Appeal 21/07/2022
<b>89/AP/0133</b>  Change of use from office B1 to educational D1 at 6 Avonmouth Street, SE1.	10 January 1989  Granted

### Consultation undertaken

**Site notice date:**

**Press notice date:** 01/09/2022

**Case officer site visit date:** n/a

**Neighbour consultation letters sent:** 05/09/2022

### Internal services consulted

Urban Forester

Waste Management

Section 106 Team

Community Infrastructure Levy Team

Transport Policy

Archaeology

Design and Conservation Team [Formal]

Local Economy

Ecology

Highways Development and Management

Flood Risk Management & Urban Drainage

### Statutory and non-statutory organisations

Network Rail

Transport for London

Thames Water

EDF Energy

Environment Agency

Great London Authority

Historic England

London Fire & Emergency Planning Authori

Network Rail

Metropolitan Police Service

Natural England - London & South East Re

**Neighbour and local groups consulted:**

Flat 20 Telford House Rockingham  
Estate Tiverton Street

Flat 26 Devonshire House Bath Terrace

Flat 19 Devonshire House Bath Terrace

Flat 19 Rankine House Rockingham  
Estate Bath Terrace

Flat 25 Rumford House Rockingham  
Estate Bath Terrace

Flat 29 Stephenson House Rockingham  
Estate Bath Terrace

Flat 2 29A Bath Terrace London

Flat 1 Balppa House 57-61 Newington  
Causeway

Unit 1 Arches 84 And 85 Newington  
Court Newington Causeway

Flat 3 Rumford House Rockingham  
Estate Bath Terrace

Flat 10 Rumford House Rockingham  
Estate Bath Terrace

Flat 3 Bath House Bath Terrace

Flat 5 Devonshire House Bath Terrace

Flat 15 Devonshire House Bath Terrace

Flat 22 Trinity House Bath Terrace

Flat 65 Stephenson House Rockingham  
Estate Bath Terrace

Flat 53 Stephenson House Rockingham  
Estate Bath Terrace

Flat 49 Stephenson House Rockingham  
Estate Bath Terrace

Flat 24 Rankine House Rockingham  
Estate Bath Terrace

Flat 18 Rankine House Rockingham  
Estate Bath Terrace

Flat 9 Telford House Rockingham Estate  
Tiverton Street

Flat 30 Telford House Rockingham  
Estate Tiverton Street

Flat 24 Telford House Rockingham  
Estate Tiverton Street

Flat 14 Telford House Rockingham  
Estate Tiverton Street

Flat 23 Stephenson House Rockingham  
Estate Bath Terrace

Flat 5 Wellesley Court 15 Rockingham  
Street

Flat 3 Wellesley Court 15 Rockingham  
Street

Flat 16 Rankine House Rockingham  
Estate Bath Terrace

Flat 26 Trinity House Bath Terrace

Flat 24 Stephenson House Rockingham  
Estate Bath Terrace

Flat 21 Telford House Rockingham  
Estate Tiverton Street

Flat 6 Telford House Rockingham Estate  
Tiverton Street

Flat 10 Devonshire House Bath Terrace

Flat 7 Stephenson House Rockingham  
Estate Bath Terrace

Flat 29 Trinity House Bath Terrace

Flat 36 Telford House Rockingham  
Estate Tiverton Street

Flat 33 Telford House Rockingham  
Estate Tiverton Street

Flat 31 Telford House Rockingham  
Estate Tiverton Street

Flat 5 Rankine House Rockingham  
Estate Bath Terrace

Flat C 2 Avonmouth Street London

Flat 17 Rankine House Rockingham  
Estate Bath Terrace

Flat 61 Stephenson House Rockingham  
Estate Bath Terrace

Flat 59 Stephenson House Rockingham  
Estate Bath Terrace

Flat 45 Stephenson House Rockingham  
Estate Bath Terrace

Flat 9 Stephenson House Rockingham  
Estate Bath Terrace

Flat 20 Rumford House Rockingham  
Estate Bath Terrace

Flat 23 Bath House Bath Terrace

Flat 3 Rennie House Rockingham Estate  
Bath Terrace

Flat 24 Rennie House Rockingham  
Estate Bath Terrace

Flat 2 Rennie House Rockingham Estate  
Bath Terrace

Crown Court Basement To Second  
Floors Sessions House Newington  
Causeway

Flat 8A Telford House Rockingham  
Estate Tiverton Street

Flat 2 Wellesley Court 15 Rockingham  
Street

2 Avonmouth Street London Southwark

Flat 11 Rumford House Rockingham  
Estate Bath Terrace

Flat 17 Bath House Bath Terrace

Flat 13 Devonshire House Bath Terrace

Flat 6 Trinity House Bath Terrace

Flat 3 Trinity House Bath Terrace

Flat 15 Trinity House Bath Terrace

Flat 1 Devonshire House Bath Terrace

Flat 77 Stephenson House Rockingham  
Estate Bath Terrace

Flat 76 Stephenson House Rockingham  
Estate Bath Terrace

Flat 51 Stephenson House Rockingham  
Estate Bath Terrace

Flat 30 Stephenson House Rockingham  
Estate Bath Terrace

Flat 6 Rankine House Rockingham  
Estate Bath Terrace

Flat 1 Rankine House Rockingham  
Estate Bath Terrace

Flat 34 Telford House Rockingham  
Estate Tiverton Street

Flat 29 Telford House Rockingham  
Estate Tiverton Street

Flat 11 Telford House Rockingham  
Estate Tiverton Street

Flat 21 Stephenson House Rockingham  
Estate Bath Terrace

Flat 13 Stephenson House Rockingham  
Estate Bath Terrace

Flat 4 Rennie House Rockingham Estate  
Bath Terrace

Flat 23 Rennie House Rockingham  
Estate Bath Terrace

Flat 10 Wellesley Court 15 Rockingham  
Street

Flat 7 Telford House Rockingham Estate  
Tiverton Street

Flat 26 Telford House Rockingham  
Estate Tiverton Street

Flat 11 Stephenson House Rockingham  
Estate Bath Terrace

Flat 5 Telford House Rockingham Estate  
Tiverton Street

Flat 8 Rennie House Rockingham Estate  
Bath Terrace

Flat 23 Telford House Rockingham  
Estate Tiverton Street

Flat 31 Stephenson House Rockingham  
Estate Bath Terrace

Flat 7 Rankine House Rockingham  
Estate Bath Terrace

Flat 23 Rankine House Rockingham  
Estate Bath Terrace

Flat 27 Trinity House Bath Terrace

Flat 19 Trinity House Bath Terrace

Flat 13 Bath House Bath Terrace

Flat 6 Rennie House Rockingham Estate  
Bath Terrace

Flat 6 Devonshire House Bath Terrace

Flat 34A Telford House Rockingham  
Estate Tiverton Street

Flat 17 Rumford House Rockingham  
Estate Bath Terrace

Flat 13 Rumford House Rockingham  
Estate Bath Terrace

Flat 4 Trinity House Bath Terrace

Flat 16 Trinity House Bath Terrace

Flat 12 Trinity House Bath Terrace

Flat 70 Stephenson House Rockingham  
Estate Bath Terrace

Flat 36 Stephenson House Rockingham  
Estate Bath Terrace

Flat 32 Stephenson House Rockingham  
Estate Bath Terrace

Flat 2 Rankine House Rockingham  
Estate Bath Terrace

Flat 18 Telford House Rockingham  
Estate Tiverton Street

Flat 18 Stephenson House Rockingham  
Estate Bath Terrace

Flat 21 Rennie House Rockingham  
Estate Bath Terrace

Flat 7 29A Bath Terrace London

Flat 1 Wellesley Court 15 Rockingham  
Street

77-85 Newington Causeway London  
Southwark

Flat 57 Stephenson House Rockingham  
Estate Bath Terrace

Flat 27 Telford House Rockingham  
Estate Tiverton Street

Flat 3 Telford House Rockingham Estate  
Tiverton Street

Flat 21 Rankine House Rockingham  
Estate Bath Terrace

Flat 24 Trinity House Bath Terrace

Flat 17 Trinity House Bath Terrace

Flat 38 Stephenson House Rockingham  
Estate Bath Terrace

Flat 16 Rumford House Rockingham  
Estate Bath Terrace

Flat 14 Rumford House Rockingham  
Estate Bath Terrace

Flat 8 Bath House Bath Terrace

Flat 25 Stephenson House Rockingham  
Estate Bath Terrace

Flat 19 Stephenson House Rockingham  
Estate Bath Terrace

Flat 16 Stephenson House Rockingham  
Estate Bath Terrace

Flat 29 Devonshire House Bath Terrace

Third Floor Coburg House 63-67  
Newington Causeway

Flat 4 Balppa House 57-61 Newington  
Causeway

Unit 4 Arches 78 And 79 Newington  
Court Newington Causeway

Flat 7 Wellesley Court 15 Rockingham  
Street

Flat 46A Stephenson House  
Rockingham Estate Bath Terrace

Flat 24 Rumford House Rockingham  
Estate Bath Terrace

Flat 21 Rumford House Rockingham  
Estate Bath Terrace

Flat 15 Bath House Bath Terrace

Flat 7 Trinity House Bath Terrace

Flat 74 Stephenson House Rockingham  
Estate Bath Terrace

Flat 72 Stephenson House Rockingham  
Estate Bath Terrace

Flat 44 Stephenson House Rockingham  
Estate Bath Terrace

Flat 6 Stephenson House Rockingham  
Estate Bath Terrace

Flat 3 Stephenson House Rockingham  
Estate Bath Terrace

Flat 8 Rankine House Rockingham  
Estate Bath Terrace

Flat 15 Rankine House Rockingham  
Estate Bath Terrace

Flat 15 Stephenson House Rockingham  
Estate Bath Terrace

Flat 7 Rennie House Rockingham Estate  
Bath Terrace

Flat 17 Rennie House Rockingham  
Estate Bath Terrace

Flat 6 29A Bath Terrace London

Flat 4 29A Bath Terrace London

Flat 67 Stephenson House Rockingham  
Estate Bath Terrace

Flat 13 Rankine House Rockingham  
Estate Bath Terrace

29 Bath Terrace London Southwark

Flat 17 Telford House Rockingham  
Estate Tiverton Street

Flat 12 Telford House Rockingham  
Estate Tiverton Street

Flat 11 Rennie House Rockingham  
Estate Bath Terrace

Flat 17 Devonshire House Bath Terrace

Flat 75 Stephenson House Rockingham  
Estate Bath Terrace

Flat 73 Stephenson House Rockingham  
Estate Bath Terrace

Flat 71 Stephenson House Rockingham  
Estate Bath Terrace

Flat 66 Stephenson House Rockingham  
Estate Bath Terrace

Flat 8 Telford House Rockingham Estate  
Tiverton Street

Jury Lounge Sessions House Newington  
Causeway

Flat 52 Stephenson House Rockingham  
Estate Bath Terrace

Flat 50 Stephenson House Rockingham  
Estate Bath Terrace

Flat 48 Stephenson House Rockingham  
Estate Bath Terrace

Flat 43 Stephenson House Rockingham  
Estate Bath Terrace

Flat 41 Stephenson House Rockingham  
Estate Bath Terrace

Flat 14 Trinity House Bath Terrace

Flat 11 Trinity House Bath Terrace

Flat 19 Rumford House Rockingham  
Estate Bath Terrace

Flat 22 Stephenson House Rockingham  
Estate Bath Terrace

Flat 20 Stephenson House Rockingham  
Estate Bath Terrace

Flat 22 Rennie House Rockingham  
Estate Bath Terrace

Flat 18 Rennie House Rockingham  
Estate Bath Terrace

2-4 Tiverton Street London Southwark

Flat 17A Telford House Rockingham  
Estate Tiverton Street

Flat 5 29A Bath Terrace London

Flat 6 Balppa House 57-61 Newington  
Causeway

69-71 Newington Causeway London  
Southwark

6-8 Tiverton Street London Southwark

Flat 18 Rumford House Rockingham  
Estate Bath Terrace

Flat 7 Bath House Bath Terrace

Flat 6 Bath House Bath Terrace

Flat 12 Bath House Bath Terrace	Balppa House 57-61 Newington Causeway London
Flat 27 Devonshire House Bath Terrace	Apartment 127, Metro Central Heights 119 Newington Causeway London
Flat 22 Devonshire House Bath Terrace	Flat 4 29A Bath Terrace London
Flat 20 Devonshire House Bath Terrace	First Floor Flat 2 Avonmouth Street London
Flat 23 Trinity House Bath Terrace	59 Stephenson House Bath Terrace LONDON
Flat 18 Trinity House Bath Terrace	20 Dawkins Court 2 Garland Close London
Flat 6 Rumford House Rockingham Estate Bath Terrace	Avonmouth Street London Se16nx
Flat 69 Stephenson House Rockingham Estate Bath Terrace	17 Stephenson House Bath Terrace London
Flat 56 Stephenson House Rockingham Estate Bath Terrace	Travel Lodge Hotel Ceramic Building 87 Newington Causeway London
Flat 54 Stephenson House Rockingham Estate Bath Terrace	42A Tarn Street London Southwark
Flat 46 Stephenson House Rockingham Estate Bath Terrace	Flat 40 Stephenson House Rockingham Estate Bath Terrace
Flat 28 Stephenson House Rockingham Estate Bath Terrace	Flat 2 Rumford House Rockingham Estate Bath Terrace
Flat 3 Rankine House Rockingham Estate Bath Terrace	Flat 18 Devonshire House Bath Terrace
Flat 39 Telford House Rockingham Estate Tiverton Street	Flat 9 Balppa House 57-61 Newington Causeway
Flat 37 Telford House Rockingham Estate Tiverton Street	Flat 3 29A Bath Terrace London
Flat 35 Telford House Rockingham Estate Tiverton Street	Flat 20 Trinity House Bath Terrace
Flat 28 Telford House Rockingham Estate Tiverton Street	Flat 5 Rumford House Rockingham Estate Bath Terrace
Flat 5 Rennie House Rockingham Estate Bath Terrace	Flat 9 Rankine House Rockingham Estate Bath Terrace
Flat 20 Rennie House Rockingham Estate Bath Terrace	Flat 21 Devonshire House Bath Terrace
Flat 8 Wellesley Court 15 Rockingham Street	Flat 14 Devonshire House Bath Terrace

Flat 4 Telford House Rockingham Estate Tiverton Street	Flat 8 Stephenson House Rockingham Estate Bath Terrace
Flat 38 Telford House Rockingham Estate Tiverton Street	Flat 10 Rennie House Rockingham Estate Bath Terrace
Flat 55 Stephenson House Rockingham Estate Bath Terrace	Flat 1 Rennie House Rockingham Estate Bath Terrace
Flat 1 Rumford House Rockingham Estate Bath Terrace	Flat 4 Rankine House Rockingham Estate Bath Terrace
Flat 12 Stephenson House Rockingham Estate Bath Terrace	Flat 22 Rankine House Rockingham Estate Bath Terrace
Flat 15 Rennie House Rockingham Estate Bath Terrace	Flat 20 Rankine House Rockingham Estate Bath Terrace
Flat 8 Devonshire House Bath Terrace	Flat 11 Rankine House Rockingham Estate Bath Terrace
Flat 3 Balppa House 57-61 Newington Causeway	Flat 40 Telford House Rockingham Estate Tiverton Street
Flat A 2 Avonmouth Street London	Flat 22 Telford House Rockingham Estate Tiverton Street
Flat 9 Wellesley Court 15 Rockingham Street	Flat 13 Telford House Rockingham Estate Tiverton Street
Coburg House 63-67 Newington Causeway London	Flat 1 Telford House Rockingham Estate Tiverton Street
49-51 Tiverton Street London Southwark	Flat 2 Stephenson House Rockingham Estate Bath Terrace
Flat 28 Devonshire House Bath Terrace	Flat 17 Stephenson House Rockingham Estate Bath Terrace
Flat 23 Devonshire House Bath Terrace	Flat 10 Stephenson House Rockingham Estate Bath Terrace
Flat 25 Trinity House Bath Terrace	Flat 1 29A Bath Terrace London
Flat 8 Rumford House Rockingham Estate Bath Terrace	Advocates Lounge Sessions House Newington Causeway
Flat 4 Rumford House Rockingham Estate Bath Terrace	Public Lounge Sessions House Newington Causeway
Flat 12 Devonshire House Bath Terrace	Flat 6 Wellesley Court 15 Rockingham Street
Flat 63 Stephenson House Rockingham Estate Bath Terrace	
Flat 58 Stephenson House Rockingham Estate Bath Terrace	

Flat 10 Balppa House 57-61 Newington Causeway

Unit 3 Arches 80 And 81 Newington Court Newington Causeway

Flat 26 Stephenson House Rockingham Estate Bath Terrace

Flat 9 Devonshire House Bath Terrace

Flat 21 Trinity House Bath Terrace

Flat 78 Stephenson House Rockingham Estate Bath Terrace

Flat 13 Rennie House Rockingham Estate Bath Terrace

Flat 19 Telford House Rockingham Estate Tiverton Street

Flat 15 Telford House Rockingham Estate Tiverton Street

Flat 25 Rankine House Rockingham Estate Bath Terrace

Flat 10 Rankine House Rockingham Estate Bath Terrace

Flat 35 Stephenson House Rockingham Estate Bath Terrace

Flat 7 Rumford House Rockingham Estate Bath Terrace

Flat 5 Bath House Bath Terrace

Flat 20 Bath House Bath Terrace

Flat 10 Bath House Bath Terrace

Flat 27 Stephenson House Rockingham Estate Bath Terrace

Flat 8 29A Bath Terrace London

Flat 4 Wellesley Court 15 Rockingham Street

Flat 22 Rumford House Rockingham Estate Bath Terrace

Flat 21 Bath House Bath Terrace

Flat 2 Bath House Bath Terrace

Flat 14 Bath House Bath Terrace

Flat 1 Bath House Bath Terrace

Flat 7 Devonshire House Bath Terrace

Flat 3 Devonshire House Bath Terrace

Flat 2 Devonshire House Bath Terrace

Flat 9 Trinity House Bath Terrace

Flat 28 Trinity House Bath Terrace

Flat 13 Trinity House Bath Terrace

Flat 47 Stephenson House Rockingham Estate Bath Terrace

Flat 37 Stephenson House Rockingham Estate Bath Terrace

Flat 2 Telford House Rockingham Estate Tiverton Street

Flat 25 Rennie House Rockingham Estate Bath Terrace

Flat 7 Balppa House 57-61 Newington Causeway

Flat 5 Balppa House 57-61 Newington Causeway

Flat 2 Balppa House 57-61 Newington Causeway

Flat 62 Stephenson House Rockingham Estate Bath Terrace

Flat 16 Bath House Bath Terrace

Flat 15 Rumford House Rockingham Estate Bath Terrace

Flat 18 Bath House Bath Terrace

Flat 25 Devonshire House Bath Terrace

Flat 14 Stephenson House Rockingham  
Estate Bath Terrace

Flat 19 Bath House Bath Terrace

Flat 25 Telford House Rockingham  
Estate Tiverton Street

Flat 24 Devonshire House Bath Terrace

Flat 68 Stephenson House Rockingham  
Estate Bath Terrace

Flat 10 Telford House Rockingham  
Estate Tiverton Street

Flat 14 Rankine House Rockingham  
Estate Bath Terrace

Flat 41 Telford House Rockingham  
Estate Tiverton Street

Flat 8 Trinity House Bath Terrace

Flat 5 Trinity House Bath Terrace

Flat 64 Stephenson House Rockingham  
Estate Bath Terrace

Flat 5 Stephenson House Rockingham  
Estate Bath Terrace

Flat 33 Stephenson House Rockingham  
Estate Bath Terrace

Flat 12 Rumford House Rockingham  
Estate Bath Terrace

Flat 1 Stephenson House Rockingham  
Estate Bath Terrace

Flat 8 Balppa House 57-61 Newington  
Causeway

Flat 35A Stephenson House  
Rockingham Estate Bath Terrace

73-75 Newington Causeway London  
Southwark

Flat 9 Bath House Bath Terrace

Flat 22 Bath House Bath Terrace

Flat 11 Bath House Bath Terrace

Flat 16 Devonshire House Bath Terrace

Flat 2 Trinity House Bath Terrace

Flat 10 Trinity House Bath Terrace

Flat 11 Devonshire House Bath Terrace

Flat 60 Stephenson House Rockingham  
Estate Bath Terrace

Flat 39 Stephenson House Rockingham  
Estate Bath Terrace

Flat 4 Stephenson House Rockingham  
Estate Bath Terrace

Flat 34 Stephenson House Rockingham  
Estate Bath Terrace

Flat 42 Telford House Rockingham  
Estate Tiverton Street

Flat 32 Telford House Rockingham  
Estate Tiverton Street

Flat 16 Telford House Rockingham  
Estate Tiverton Street

Flat 19 Rennie House Rockingham  
Estate Bath Terrace

Flat 16 Rennie House Rockingham  
Estate Bath Terrace

Flat B 2 Avonmouth Street London

Basement Coburg House 63-67  
Newington Causeway

Flat 9 Rennie House Rockingham Estate  
Bath Terrace

Flat 12 Rennie House Rockingham  
Estate Bath Terrace

Flat 9 Rumford House Rockingham  
Estate Bath Terrace

Flat 42 Stephenson House Rockingham  
Estate Bath Terrace

Flat 14 Rennie House Rockingham  
Estate Bath Terrace

Flat 12 Rankine House Rockingham  
Estate Bath Terrace

Flat 23 Rumford House Rockingham  
Estate Bath Terrace

**Re-consultation:**

## **APPENDIX 4**

### **Consultation responses received**

#### **Internal services**

Urban Forester

Community Infrastructure Levy Team

Transport Policy

Archaeology

Ecology

Highways Development and Management

#### **Statutory and non-statutory organisations**

London Fire & Emergency Planning Authority

Metropolitan Police Service

#### **Neighbour and local groups consulted:**

No responses received