

PLANNING STATEMENT

LAND BOUNDED BY ST THOMAS STREET, FENNING STREET, VINEGAR YARD AND SNOWFIELDS INCLUDING NOS. 1-7 FENNING STREET AND NO. 9 FENNING STREET, SE1 3QR

ON BEHALF OF ST THOMAS BERMONDSEY LIMITED

NOVEMBER 2021



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1.0 INTRODUCTION

- 1.1 This Planning Statement (“the Statement”) has been prepared by Montagu Evans LLP to assist with the consideration and determination of an application for full planning permission submitted on behalf of St Thomas Bermondsey Limited (“the Applicant”) for the redevelopment of land bounded by St Thomas Street, Fenning Street, Vinegar Yard and Snowfields including Nos. 1-7 Fenning Street and No.9 Fenning Street (“the Site”).

Background to the Proposed Development

- 1.2 St Thomas Bermondsey Limited (the “Applicant”) submitted an application for full planning permission for the redevelopment of Vinegar Yard (the “Site”) to the London Borough of Southwark (“LBS” or the “Council”) on 21 December 2018 under reference 18/AP/4171 (the “Application”). The Application was considered by the Council’s Planning Committee on 29 June 2020. Officers recommended the Application for approval subject to conditions and a S106 agreement, but LBS resolved to refuse.

- 1.3 The Committee’s reason for refusal was:

“The proposed development by virtue of its excessive height, scale and massing would result in the loss of 9 Fenning Street and have an adverse impact on the Horseshoe Inn, both of which are undesignated heritage assets which make a positive contribution to the Bermondsey Street Conservation Area. The proposed development would therefore fail to preserve or enhance the character and appearance of the Conservation Area. The heritage harm would not be outweighed by the public benefits. The proposed development is therefore contrary to Policy 3.15 Conservation of the Historic Environment: 3.16 Conservation Areas; 3.18 Setting of Listed Buildings, Conservation Areas and World Heritage Sites of the Saved Southwark Plan 2007; SP12 – Design and Conservation of the Core Strategy 2011 and Policy 7.8 - Heritage Assets and Archaeology of the London Plan 2016 and paragraphs 196 and 197 of the NPPF”.

- 1.4 On 24 August 2020 the Mayor notified LBS and the Applicant of his intention to recover the Application for his own determination (GLA ref. GLA/6208/S2). Scheme revisions were submitted to the GLA in December 2020, but there remained a few elements of the design that the GLA wanted to further consider and discuss and, therefore, the scheme has continued to evolve between January and October 2021 in response to ongoing feedback from both the GLA and LBS.

- 1.5 The Applicant has taken the opportunity to keep the public up to date as to the scheme revisions, through the community updates initiatives (see the Statement of Community Involvement for further details), but the GLA will conduct a full statutory consultation exercise on the revised scheme proposals following this formal submission of the materials for determination by the Mayor.

- 1.6 Given the time period since the scheme was before the LBS Planning Committee, the suite of submission materials has been comprehensively reviewed, updated and refreshed as necessary to take account of the scheme revisions and to ensure the application materials are fully up to date with any changes to the adopted and emerging legislation and policy framework.

- 1.7 This Planning Statement has therefore been prepared as part of a package of materials for submission to the GLA for the purposes of public consultation and consideration by the Mayor.

Overview of Scheme Proposals

- 1.8 The Site is predominately vacant with the exception of two buildings in the south west portion of the Site. The existing buildings on the Site comprise Nos. 1-7 Fenning Street and No. 9 Fenning Street which provide approximately 848 m² (GIA) of light industrial with ancillary office and storage floorspace (Use Class E).

- 1.9 Following LBS' resolution to refuse the application at planning committee on 29 June 2020, the Mayor resolved to recover the application, which was confirmed in the Deputy Mayor's letter to Terence McLellan at Southwark Council dated 24th August 2020 (the "August 2020 Letter").
- 1.10 The August 2020 Letter (GLA reference GLA/6208/S2) specified the following reasons for recovering the application:
- a) *The development would have a significant impact on the implementation of the London Plan because of the potential for the scheme to contribute towards the aims of London Plan (2016) Policies 2.10, 2.11, 2.13 and 4.2, London's economy and the implications for London's continued success as a world city.*
 - b) *The development would have a significant effect on more than one London Borough because of a clear functional relationship with the wider Central Activities Zone, an area of nationally significant economic activity which contributes towards the strategic employment function of London as a whole.*
 - c) *There are sound planning reasons for the Mayor's intervention, because failure to promote appropriate development on sites such as this could potentially impact upon the economic health of the Central Activities Zone, the London Bridge, Bankside & Borough Opportunity Area and London as a whole, as well as wider regeneration objectives for the Opportunity Area.*
- 1.11 Following updates to the scheme, in consultation with the GLA, the Deputy Mayor again reviewed whether he wished to remain the Local Planning Authority for the purposes of determining the application. This was confirmed in a subsequent letter from the Deputy Mayor to Terence McLellan at Southwark Council, dated 21st December 2020 (GLA reference GLA/6913/S2). The reasons given for this decision were:
- a) *The development would have a significant impact on the implementation of the London Plan because of the potential for the scheme to contribute towards the aims of London Plan Policies 2.10, 2.11, 2.13, 3.2, 3.16, 3.17 and 4.2, support London's economy and role as a centre of excellence, and the implications for London's continued success as a world city, as set out in the attached report.*
 - b) *The development would have a significant effect on more than one London Borough because of a clear functional relationship with the wider Central Activities Zone, an area of nationally significant economic activity which contributes towards the strategic employment function of London as a whole, as well as the provision of specialised CAZ uses in the form of an outpatients facility that would benefit residents in other boroughs, as set out in the attached report.*
 - c) *There are sound planning reasons for the Mayor's intervention, because failure to promote appropriate development on sites such as this could potentially impact upon the economic wellbeing of the Central Activities Zone, the London Bridge, Bankside & Borough Opportunity Area and London as a whole, London's role as a centre of excellence, and the wider regeneration objectives for the Opportunity Area, as set out in the attached report.*
- 1.12 Therefore, following further engagement with officers at the GLA and LBS, the proposed development now seeks to provide, on the lower floors of the main building, flexible medical and research & development floorspace (Use Classes D1 or B1(b)) designed to allow for occupation by Guys and St Thomas' NHS Foundation Trust, but flexible to ensure long term resilience. It is proposed that levels one to ten of the main building (the Flexible Space) will first be offered to Guys and St Thomas' for use as either D1 medical space (Option 1) or B1(b) research & development (Option 2). The remainder of the upper floors, levels 11 to 18, will comprise a B1(a) office use under Option 1 or Option 2. This configuration reflects Guys and St Thomas's Adaptable Estates Strategy, where buildings are able to accommodate a range of possible functions both physically and by virtue of permitted uses in the long term.
- 1.13 In the event that Guys and St Thomas' do not wish to occupy levels one to ten of the proposed building, it is proposed that the Flexible Floor Space will be used as B1(b) research and development use and will be made available to R&D occupiers which could include occupiers whose work would support the SC1 Life Science & Innovation District. The detailed arrangements with respect to the provision of this flexible medical/ research and development floorspace and how this should be regulated and enforced is to be agreed with GLA and LBS and is proposed to be secured through the combination of suitably worded planning conditions(s) and a cascade mechanism in the section 106 agreement.

- 1.14 The proposed layouts and elevations vary very slightly depending on whether the medical (use class D1) scenario (i.e. Option 1) or research and development (use class B1(B) scenario (i.e. Option 2) is implemented. Changes to the plant configuration at levels 3 and 8 of the building, including altered glazing in the associated facades, and the retail floorspace at ground floor level would also change slightly under the Option 1 and Option 2 scenarios. However, the vast majority of the proposed scheme would remain entirely unchanged, regardless of which of the Option 1 and Option 2 scenarios are implemented.
- 1.15 For the avoidance of doubt, the application seeks planning permission for drawings reflecting the layouts required by both the Option 1 and Option 2 scenarios.
- 1.16 Accordingly, the proposed description of development is as follows:

“Redevelopment of the site to include the demolition of existing buildings, retention and refurbishment of the warehouse and the erection of a ground, mezzanine and 18 storey building (with plant at roof) and 3 basement levels, comprising of café and community space within the warehouse and within the new building office, flexible medical and research and development, and flexible retail and affordable workspace, alongside cycle and disabled car parking, servicing, refuse and plant areas, public garden (including soft and hard landscaping), highway improvements and all other associated works”

- 1.17 The key planning benefits of the proposed development can be summarised as follows:

- The delivery of a high quality mixed use development on brownfield land which is currently under-utilised for employment, and in a highly sustainable location, consistent with the draft allocation in the emerging NSP;
- The delivery of more than 8,000 sq.m. (GIA) of high quality and modern office floorspace;
- The creation of more than 12,000 sq.m. (GIA) of high specification and adaptable medical and research & development floorspace, which supports the potential occupation of Guys and St Thomas's NHS Trust or the SC1 Life Science and Innovation District global life sciences hub' within the South East London Innovation Quarter;
- The creation of between approximately 677 and 894 jobs, subject to the implementation of Option 1 (D1) and Option 2 (B1(b));
- The provision of affordable, flexible workspace that exceeds policy requirements and will cater for SMEs and businesses within the local area. Southwark Studios would be offered affordable floorspace at a market discount of circa 70%, which is far in excess of a typical affordable workspace discount offered in LBS;
- Provision of D1 medical / B1(b) research and development Affordable Workspace to accommodate Life Science entrepreneurship / business incubation in support of the Innovation Districts mission to address prevailing global health issues;
- The retention and refurbishment of the existing warehouse at 9 Fenning Street to create 180 sq.m. (GIA) of new community and cultural floorspace at first floor level;
- The delivery of a mix of flexible, active retail uses at street level along St Thomas Street and the ground floor of the warehouse, enhancing the vitality of the area through the creation of new active frontages;
- The creation of a new public garden on the eastern part of the Site which assists with the development achieving an Urban Greening Factor of 0.301, in line with policy targets;
- The delivery of significant landscaping and high quality public realm enhancements;
- Improvements to permeability within and through the Site for pedestrians and cyclists through the creation of a new and enhanced east-to-west route providing enhanced connectivity within the St Thomas Street East Framework area;
- Contributions toward sustainable transport modes through the provision of 290 long-stay cycle parking spaces and 173 short-stay cycle parking spaces;
- The creation of an underground automated cycle system which both improves accessibility to the Site by sustainable modes of transport and also maximises the above ground space for landscaping and public realm improvements;
- The creation of roof terraces at different levels of the building, providing break-out space for staff and catering for the wellbeing of occupants;

- Providing the following regulated carbon dioxide savings for the two flexible development options:
 - Option 1 (medical – Use Class D1): 57% relative to a New-Build Part L2A 2013 compliant development, using SAP10 carbon factors; and
 - Option 2 (research & development – Use Class B1(b)): 55% relative to a New-Build Part L2A 2013 compliant development, using SAP10 carbon factors.
- Creation of an ‘Air Quality Positive’ development;
- Achieving a BREEAM rating of ‘Excellent’, as assessed under the BREEAM 2018 New Construction ‘Shell and Core’;
- Commitment to CIL payments of between £4 million and £8 million, as a local finance consideration, which is a relevant material consideration under Section 70(4) of the Town and Country Planning Act 1990; and
- Ensuring the best use of the Site, delivering a sustainable form of development in accordance with current adopted and emerging planning policy.

1.18 It is clear from the above comprehensive set of public benefits flowing from the proposed development that the low level, less than substantial heritage harm in NPPF terms arising from the proposals’ (detailed in the Heritage Impact Assessment and Volume 2 of the Environmental Statement) is significantly and demonstrably outweighed by the heritage and public benefits provided under either Option i.e. whether the Flexible Floorspace is delivered as D1 Medical or as B1(b) Research and Development.

Purpose and Format of the Planning Statement

1.19 The purpose of this Statement is to provide information to allow the planning merits of the proposed development to be considered against relevant planning policy and material considerations. The Statement combines the original document submitted to LBS in December 2018, the revised scheme information submitted to the GLA in December 2020, as well as updated information that reflects the further focussed adjustments to the scheme made following further engagement with the GLA and LBS officers in 2021 and changes in the planning policy framework since that time.

1.20 This Statement therefore sets out how the relevant planning policies and other material considerations to the determination of the Application have been taken into account. It is presented in the following sections:

- **Section 2.0** provides a description of the Site and the surrounding area and background to the proposal;
- **Section 3.0** provides an overview of the Site’s planning history;
- **Section 4.0** provides a description of the proposed development, including an explanation of the form and content of the Application;
- **Section 5.0** summarises the relevant adopted and emerging planning policy framework relevant to the Site;
- **Section 6.0** assesses the proposed development against these policies and other material considerations;
- **Section 7.0** sets out the heads of terms for the proposed planning obligations;
- **Section 8.0** provides a summary of the substantial public benefits that the proposed development would deliver; and
- **Section 9.0** summarises the planning analysis of the proposed development before assessing the planning balance and concludes the Statement.

Application Documents

1.21 This Statement is to be read in conjunction with a suite of other supporting application documents as listed below:

1	Updated Application Form for Full Planning Permission	Montagu Evans
2	Covering Letter	Montagu Evans
3	Updated Community Infrastructure Levy Additional Information Form	Montagu Evans
4	Site Location Plan	KPF

5	Schedule of Drawings	KPF
6	Existing, Demolition and Proposed Elevations, Floorplans & Sections	KPF
7	Schedule of Areas and Accommodation Schedule	KPF
8	Planning Statement	Montagu Evans
9	Heritage Statement	Montagu Evans
10	Design and Access Statement	KPF
11	Landscaping and Public Realm Strategy including: <ul style="list-style-type: none"> • Document Issues Sheet • Landscaping drawings / CGI 	Spacehub
12	Energy and Sustainability Assessment, including: <ul style="list-style-type: none"> • Embodied Carbon Assessment • Whole Life Cycle Carbon Assessment 	Sweco
13	Circular Economy Statement	Sweco
14	Ventilation Strategy	Sweco
15	Basement Impact Assessment	AKT II
16	Flood Risk Assessment	AKT II
17	Statement of Community Involvement	Four Communications
18	Community Update Report	Four Communications
19	Fire Safety Strategy	Sweco
20	Construction Environmental Management Plan	Mace
21	Drainage Assessment	AKT II
22	Transport Assessment, including: <ul style="list-style-type: none"> • Delivery and Servicing Plan • Framework Travel Plan 	Caneparo
23	Environmental Statement, including: <p><u>Volume 1</u></p> <ul style="list-style-type: none"> • Chapter 0: Preface • Chapter 1: Introduction • Chapter 2: EIA Methodology • Chapter 3: Alternatives and Design • Chapter 4: Proposed Development • Chapter 5: Demolition & Construction • Chapter 6: Socio-economics • Chapter 7: Traffic and Transport • Chapter 8: Air Quality • Chapter 9: Noise & Vibration • Chapter 10: Wind Microclimate • Chapter 11: Daylight & Sunlight • Chapter 12: Archaeology • Chapter 13: Effect Interactions • Chapter 14: Likely Significant Effects & Conclusions • Chapter 15: Mitigation & Monitoring • Chapter 16: Glossary 	Trium Environmental and Montagu Evans (HTVIA)

	<p><u>Volume 2</u></p> <ul style="list-style-type: none"> • Built Heritage, Townscape and Visual Impact Assessment <p><u>Volume 3</u></p> <ul style="list-style-type: none"> • Appendix: EIA Methodology (Trium) • Appendix: Socio-Economics (Hatch) • Appendix: Health (Hatch) • Appendix: Air Quality (Air Quality Consultants) • Appendix: Noise and Vibration (Sandy Brown) • Appendix: Wind Microclimate (RWDI) • Appendix: Daylight, Sunlight, Overshadowing, Light Pollution and Solar Glare (GIA) • Appendix: Archaeology (Mills Whipp) • Appendix: Land Contamination (Marshall Environmental) • Appendix: Arboriculture (Wardell Armstrong) • Appendix: Ecology (Wardell Armstrong) • Appendix: Greenhouse Gas Emissions (Adapt Sustainably) • Appendix: Flood Risk and Drainage (AKTII) <p><u>Volume 4</u></p> <ul style="list-style-type: none"> • Transport <p><u>Non-Technical Summary</u></p>
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1.22 The above list of documentation has been agreed with officers at the GLA as sufficient information to determine the application.

2.0 SITE LOCATION AND BACKGROUND

Application Site

- 2.1 The Site lies within the administrative boundary of the LBS, within the London Bridge & West Bermondsey Ward.
- 2.2 A location plan showing the Site in the context of the surrounding area is enclosed with this application submission (Dwg Ref. PA-010 P00 Urban Context - Site Location Plan).
- 2.3 The Site has an area of approximately 0.3 hectares (ha) in total and comprises Nos. 1-7 Fenning Street and No. 9 Fenning Street which provide approximately 848 m² (GIA) of light industrial with ancillary office and storage floorspace. The remainder of the Site is predominately vacant however Vinegar Yard runs north to south through the Site.
- 2.4 A large portion of the Site was previously occupied by a temporary office building in conjunction with the use of the entire Site by Network Rail as their site office for the London Bridge redevelopment. Network Rail vacated the Site at the close of October 2018.
- 2.5 To the north of the Site is St Thomas Street which abuts the railway line and arches. Snowfields lies to the east and south east of the Site, Melior Place to the south-west, and Fenning Street to the west. Vinegar Yard runs diagonally through the middle of the Site.
- 2.6 Access to the Site is currently provided from St Thomas Street to the north of the Site or Melior Street to the south-west.
- 2.7 The Site currently provides no parking facilities. St Thomas Street forms part of the TfL Road Network with associated parking / waiting restrictions.
- 2.8 The Site and the surrounding area are located within a Controlled Parking Zone (CPZ) which comprises a mixture of single and double yellow lines, pay and display bays and permit holder only bays.
- 2.9 The Site has a PTAL rating of 6b (excellent) and is located approximately 400m south of London Bridge Underground Station and 700m west of Borough Underground Station. These stations benefit from London Underground services (Jubilee and Northern lines) in addition to National Rail Services. These services are operated by Southern, Southeastern Rail and Thameslink, providing routes from Charing Cross to southeast London, Kent and East Sussex as well as destinations towards South East England.
- 2.10 The Site is located within an area identified as suitable for tall buildings in both the adopted and emerging Southwark Plan Policy (Draft Site Allocation NSP51).
- 2.11 The local area is served by a number of bus routes with stops along St Thomas Street, at London Bridge station and on Tooley Street.
- 2.12 The Site does not contain any listed buildings, but the south west corner of the Site lies within the Bermondsey Street Conservation Area. The existing building occupying the Site at No. 9 Fenning Street is identified within the Bermondsey Street Conservation Area Audit (2003) as a building that makes a positive contribution to the conservation area.
- 2.13 The Site also falls within the setting of the Grade II listed Railway Arches which are located to the north of the Site.
- 2.14 The Site lies within the 'Borough, Bermondsey and Rivers' Archaeological Priority Zone.
- 2.15 The Environment Agency's (EA) flood map for the area shows that the site is located within Flood Zone 3, benefitting from flood defences.

- 2.16 The area surrounding the Site is undergoing significant regeneration, supported by Southwark Council's emerging Local Plan which identifies potential for comprehensive mixed-use development to include taller buildings.

Surrounding Context

- 2.17 The surrounding area predominately consists of a mix of commercial and residential uses. The area to the north of the Site is largely characterised by the railway line leading towards London Bridge.
- 2.18 The Site lies within short walking distance of Guy's Hospital and is located in the vicinity of a number of London landmark buildings, including the Shard.
- 2.19 The Site forms part of the St Thomas Street East Framework Area, which comprises a series of sites that are earmarked for comprehensive redevelopment in Southwark's emerging New Southwark Plan ("NSP").
- 2.20 The St Thomas Street East Framework Area is not a formal planning policy document, rather an initiative by four landowners/developers on St Thomas Street that seeks to agree a cohesive strategy and coherent approach to developing a series of sites identified for redevelopment within the NSP. This is explained in more detail later in this Statement and in Section 3 of KPF's **Design and Access Statement**.

Site Specific Designations

- 2.21 The Site is subject to the following designations under the adopted development plan:
- London Bridge / Bankside Opportunity Area;
 - Central Activities Zone;
 - Background Assessment Area for Parliament Hill to St Paul's Cathedral;
 - Background Assessment Area for Kenwood Viewing Gazebo to St Paul's Cathedral;
 - London Bridge District Town Centre;
 - Bankside, Borough, London Bridge Strategic Cultural Area;
 - Borough, Bermondsey and Rivers Archaeological Priority Zone;
 - Air Quality Management Area;
 - Flood Zone 3; and
 - London Bridge Controlled Parking Zone.

Emerging Site Allocation

- 2.22 The Site also forms part of an emerging site specific allocation '*NSP51: Land between St Thomas Street, Fenning Street, Melior Place and Snowfields*' included in the New Southwark Plan Schedule of Proposed Main Modifications (August 2021). This emerging site allocation in the NSP sets out the following policy objectives for redevelopment of the Site to:
- Provide at least the amount of employment floorspace (E(g), B class) currently on the site or provide at least 50% of the development as employment floorspace, whichever is greater; and
 - Provide a new north-south green link from Melior Place to St Thomas Street; and
 - Enhance St Thomas Street by providing high quality public realm and active frontages including retail, community or leisure uses (as defined in the glossary) at ground floor; and
 - Provide new open space of at least 15% of the site area – 605 sq.m.
- 2.23 The emerging allocation recognises that the comprehensive mixed-use redevelopment of the Site could include taller buildings subject to consideration of impacts on existing character, heritage and townscape. Taller buildings should be towards the west of the Site, with building heights stepping down in height from west to east, taking into account the height of buildings approved at site NSP50 (Land between Melior Street, St Thomas Street, Weston Street and Fenning Street) and should not detract from the primacy of The Shard.

- 2.24 According to the emerging site allocation policy, any redevelopment should contribute towards an active, new high street between Borough High Street and Bermondsey Street. It is also provided that any redevelopment should provide new public open space.
- 2.25 Development proposals should also seek to retain and enhance where possible the townscape setting provided by key heritage assets including the unlisted Leather Warehouse on Snowfields Street, the Horseshoe Inn located on Vinegar Yard and the Grade II listed Railway Arches. The urban grain and street layout of the surrounding area should be retained.

Pre-Application and Post-Application Consultation

- 2.26 The Applicant has undertaken significant pre-application and post-application consultation with officers at the GLA and LBS and these discussions have informed the design of the Scheme for which planning permission is now sought. Please refer to the **Statement of Community Involvement** which provides further details of the consultation with stakeholder and members of the public which took place prior to submission of the application to LBS in December 2018.
- 2.27 Following the call-in of the application by the Mayor in August 2020, and submission of the revised scheme to the GLA in December 2020, Four Communications began their further engagement with locals and relevant stakeholders in May 2021. This consisted of the launch of promotional activities, including a briefing pack, website update, stakeholder letter, site notice board and digital advertising. A series of one-to-one stakeholder and group webinars took place w/c 24 and 30 May 2021 which included a Question and Answer session. A further round of engagement took place in early July 2021 which included meetings with stakeholders and groups. Further details of these engagement activities are set out in the **Community Update Report**, submitted with this Application.
- 2.28 The **Design and Access Statement** explains how the design has evolved throughout the LBS pre-application, post-submission and GLA call-in processes, and most recently following the revised scheme being submitted to the GLA in December 2020.
- 2.29 Regular planning progress meetings have taken place with officers at the GLA, Transport for London (“TfL”) and LBS between September 2020 and October 2021. In summary, the meetings covered the following topics:
- Retention of the warehouse;
 - Land uses, including public benefits from medical / R&D floorspace;
 - Height, scale and massing;
 - Pedestrian routes;
 - LVMF and visual / heritage impact;
 - Public realm;
 - Landscaping;
 - Transport; and
 - Energy and Sustainability.
- 2.30 A series of meetings have also taken place with GLA officers to discuss the format of the application submission, including the Environmental Impact Assessment (‘EIA’) approach.
- 2.31 The Applicant and the design team presented the evolving proposals to LBS planning officers on four occasions, most recently in October 2021. The proposals and the supporting information submitted in relation to the proposed development seek to address the feedback received from LBS officers.

St Thomas Street East Framework Area

- 2.32 As set out above, the Site forms part of the St Thomas Street East Framework Area which is an initiative by four major individual landowners on St Thomas Street. It seeks to agree and develop a cohesive strategy and approach to developing a series of sites identified for redevelopment within LBS’ emerging planning policy.

- 2.33 The following four developments comprise the St Thomas Street East Framework Area:
- Capital House (40-46 Weston Street);
 - Becket House (60 St Thomas Street);
 - Vinegar Yard (the application site); and
 - Bermondsey / Snowfields (40-44 Bermondsey Street).
- 2.34 The initiative has been developed through detailed pre-application discussions with LBS in an effort to deliver their policy aspirations for the area. These pre-application discussions (detailed in Four Communications **Statement of Community Involvement**) ran in parallel to discussions that took place with LBS on the Vinegar Yard site in isolation, when LBS was the determining authority.
- 2.35 The individual landowners within the Framework comprise the Applicant (Vinegar Yard), Greystar (Capital House), Edge (Beckett House) and Sellar (The Warehouse).
- 2.36 Further detail on the St Thomas Street East Framework Area can be found in Section 3 of the **Design and Access Statement** prepared by KPF Architects and provided as part of this submission.
- 2.37 Section 4 of the **Design and Access Statement** sets out how the proposals' design evolved during the course these pre-application discussions, in the context of an evolving Framework.

3.0 PLANNING HISTORY

- 3.1 LBS's online planning records show there are a number of historic applications relating to the Site. Those considered most relevant to the proposals are set out below.

Land Bounded By Snowfields and Vinegar Yard

- 3.2 An application for planning permission was approved on 25 September 2019, under reference 19/AP/1185, for the continued meanwhile use of the site for food and drink stalls, retail units, a bar and events space along with art installations, artist studios (Use Class Sui Generis), the retention of hoarding and associated alterations.
- 3.3 An application for full planning permission was submitted on 8 March 2019 under reference 19/AP/0404, in respect of 40-44 Bermondsey Street, Vinegar Yard warehouse, 9-17 Vinegar Yard and land adjacent to 1-7 Snowfields for:

“Demolition of existing buildings at 40-44 Bermondsey Street including partial demolition, rebuilding and refurbishment of existing Vinegar Yard Warehouse and erection of three new buildings (two linked) with up to two levels of basement and heights ranging from five storeys (24.2m AOD) to 17 storeys (67m AOD) to provide office space (Class B1); flexible retail space (Classes A1/A2/A3/A4/A5); new landscaping and public realm; reconfigured pedestrian and vehicular access; associated works to public highway; ancillary servicing; plant; storage and associated works.

- 3.4 The application was due to be discussed at LBS's planning committee meeting held on 29 June 2020 with a recommendation for approval. However it was deferred and a committee date has not yet been rescheduled over 18 months later.
- 3.5 An application for the erection of a four storey building on vacant land bound by Snowfields and Vinegar Yard, consisting of A1/A3 use at ground level and B1 use at other levels was submitted but not determined in February 2013 (ref. 13/AP/0006).
- 3.6 An outline application seeking permission for an A1/A3/B1 land use on land bounded by Snowfields and Vinegar Yard was submitted but not determined in August 2012 (ref. 12/AP/1225).
- 3.7 An application for an EIA Scoping Opinion was submitted in January 2009 for the redevelopment of land to provide a residential led development of three buildings up to a maximum of 253.85 metres in height comprising approximately 370 residential units, together with a hotel, retail and public realm at ground level (ref. 09/AP/0213). It was concluded that an EIA was required.
- 3.8 An application for the construction of 4 live/work units at lower ground floor level plus one apartment at first floor level and relocation of 8 car parking spaces under railway arches at north of site was approved in February 1997 (ref. 96/AP/1210).

Melior Street

- 3.9 An application for the redevelopment of Melior Street Gardens was approved on 5 March 2009. This application proposed the installation of a converted shipping container to be used as a store for community garden materials, hard and soft landscaping works, raised timber planters and 2.5m arbours to the Melior Street and Fenning Street frontages (ref. 09/AP/0012).

Capital House

- 3.10 Full planning permission was granted on 25 November 2015 for the demolition of Capital House and the erection of a 21 and 31 storey building to provide 119 residential units (C3), retail/café units (flexible Class A1, A3 use) at ground floor level, 199 cycle parking spaces, 2 disabled car parking spaces, associated refuse and recycling and an area of public open space (ref. 14/AP/4640). This proposal is referred to as the Quill.

3.11 We also note a further planning application on this site which was submitted on 18 April 2018, under reference 18/AP/0900, for:

“Redevelopment of the site to include the demolition of Capital House and the erection of a 39-storey building (3 basement levels and ground with mezzanine and 38 storeys) of a maximum height of 137.9m (AOD) to provide up to 905 student accommodation units (Sui Generis use), flexible retail/café/office floorspace (Class A1/A3/B1), cycle parking, servicing, refuse and plant areas, public realm improvements and other associated works incidental to the development”.

3.12 This application was discussed at LBS's planning committee held on 14 May 2019 with an officer recommendation for approval. The committee resolved to approve the application subject to conditions and the Section 106 agreement was finalised on 18 December 2020. This approved scheme is referred to as 'Capital House' throughout the submission documents for Vinegar Yard.

Becket House

3.13 On 20 July 2021 Officers at LBS resolved to grant full planning permission under reference 20/AP/0944 for:

“Redevelopment of the site to include demolition of Becket House and the erection of a 27 storey building with additional level of plant and basement levels in order to provide office use (Class B1), retail (flexible Class A1/A3), cycle parking, servicing, refuse and plant areas, public realm improvements and other associated works incidental to the development”.

3.14 We understand the Section 106 agreement is currently in the process of being finalised.

4.0 THE PROPOSED DEVELOPMENT

4.1 As set out in **Section 1.0** of this Statement, full planning permission is sought for the following development:

“Redevelopment of the site to include the demolition of existing buildings, retention and refurbishment of the warehouse and the erection of a ground, mezzanine and 18 storey building (with plant at roof) and 3 basement levels, comprising of café and community space within the warehouse and within the new building office, flexible medical and research and development, and flexible retail and affordable workspace, alongside cycle and disabled car parking, servicing, refuse and plant areas, public garden (including soft and hard landscaping), highway improvements and all other associated works”.

Overview of Proposed Development

- 4.2 The proposed development seeks to provide flexible medical and research & development floorspace (Use Classes D1 and / or B1(b))¹ designed to allow for occupation by Guys and St Thomas’ NHS Foundation Trust, but flexible to ensure long term resilience. It is proposed that levels one to ten of the main building will first be offered to Guys and St Thomas’ for use as either D1 medical space or B1(b) research & development. The remainder of the upper floors, levels 11 to 18, comprise a B1(a) office use under either the medical (use class D1) or research and development (use class B1(B)) scenarios. This configuration reflects Guys and St Thomas’s Adaptable Estates Strategy, where buildings are able to accommodate a range of possible functions both physically and by virtue of permitted uses in the long term.
- 4.3 The proposed number of storeys remains the same as the original design comprising ground, mezzanine and 18 storeys, with plant at roof level, levels 3 and 8 and at basement level. In order to accommodate the mechanical equipment associated with medical uses, the floor-to-floor dimensions have been increased. This has resulted in an increase in roof height of approximately 11.3 m (97.14m AOD overall).
- 4.4 The tallest element of the building is in the west (as required by emerging policy NSP 51), stepping down to the east, parallel to St Thomas Street. This stepping down in massing presents a clear transition of decreasing height from west to east that preserves the primacy of the Shard and reflects the proximity of the Site to the Bermondsey Street Conservation Area. It also takes into account the height of buildings approved at emerging site allocation NSP50 (Land between Melior Street, St Thomas Street, Weston Street and Fenning Street).
- 4.5 The proposed development provides active, retail uses on the lower levels of the building including retail floorspace (Use Classes A1/A2/ A3 &/or A4). A policy compliant level of affordable workspace (10% of total floorspace) is provided on site at above ground mezzanine (Use Class D1 Medical / B1(b) Research and Development) and below ground mezzanine and basement level 1 (Use Class B1 (proposed to be occupied by Southwark Studios)).
- 4.6 Following feedback received during pre-application discussions with officers at LBS, consultation with members of the public and local amenity groups, and subsequent post application discussions with GLA officers, the revised proposed development removes the proposed pavilion building and performance / music venue. It is replaced with a new public garden, offering 190 sq.m. of high quality green space, and will be planted with a range of native and wildlife-friendly plants. The planting of new trees is also proposed. The space provides significant urban greening and has a south-facing aspect to encourage people to stop and dwell here. The proposals achieve an Urban Greening Factor of 0.301, which meets the GLA policy requirements for commercial schemes of this nature.
- 4.7 As a result of removing the performance venue the design team have been able to greatly reduce the basement footprint. Three basement levels remain but basement levels 2 and 3 are now proposed to be wholly used for plant and back of house spaces. These are designed to meet the requirements of the Guys and St Thomas’s Adaptable Estates Strategy which requires 25% additional capacity for key plant rooms. The reduction in basement area means that the public garden is not depth restricted and therefore the landscaping strategy can be more ambitious.

¹ Whilst the Use Class Order has now been amended, applications submitted in advance of 1 September 2020 are to be determined based on the previous use classes.

- 4.8 The basement cycle storage and shower facilities have been improved by introducing a ramped access within an atrium space. The ramped access is located between basement level 1 and the ground floor.
- 4.9 Another key component of the 2021 proposed development is the retention of the two storey warehouse at 9 Fenning Street. The ground floor of the warehouse will be opened up to contribute to the Vinegar Yard public realm with the provision of flexible retail space (Use Classes A1/2/3/4) and the first floor will be designed to accommodate community space (Use Class D1).
- 4.10 The proposed development includes the creation of eight interstitial garden terraces at different levels of the building, providing break-out space for medical, research and development and office staff.
- 4.11 In the event that Guys and St Thomas' do not wish to occupy levels one to ten of the proposed building, it is proposed that it will default to a B1(b) research and development use and will be made available to R&D occupiers whose work could support the SC1 Life Science & Innovation District. The proposed layouts and elevations vary very slightly depending on whether the medical (use class D1) scenario (i.e. Option 1) or research and development (use class B1(b) scenario (i.e. Option 2) is implemented. Changes to the plant configuration at levels 3 and 8 of the building, including altered glazing in the associated facades, and the retail floorspace at ground floor level would also change slightly under the Option 1 and Option 2 scenarios. However, the vast majority of the proposed scheme would remain entirely unchanged, regardless of which of the Option 1 and Option 2 scenarios are implemented.
- 4.12 For the avoidance of doubt, the application seeks planning permission for drawings reflecting the layouts required by both the Option 1 and Option 2 scenarios.
- 4.13 Minor changes to the plant configuration at levels 3 and 8 of the building and the retail floorspace at ground floor level would also change in the event of a research and development use. The remainder of the proposed floorspace within the scheme would not change in the event of a research and development occupier taking the building.
- 4.14 The flexible medical and research & development use will be controlled by a suitably worded planning condition and cascade mechanism within the Section 106 agreement.
- 4.15 The following schedules provide the total floor areas (GIA) that will benefit from each particular combination of uses and its proposed location:

Option 1: Medical (Use Class D1) Scenario

Main Building

- Levels 11-18: Use class B1(a) floorspace = 8,207 sq.m;
- Levels 1-10: Use class D1 floorspace = 12,314 sq.m;
- Mezzanine Affordable Workspace: Flexible use class D1 / B1(b) floorspace = 1,835 sq.m;
- Ground Medical (circulation): Use Class D1 = 320 sq.m;
- Ground Affordable Workspace (circulation): Flexible use class D1 / B1(b) floorspace = 117 sq.m;
- Ground Retail: Use Classes A1, A2, A3 & A4 floorspace = 408 sq.m;
- Basement Affordable Workspace: Use Class B1 floorspace = 1,115 sq.m; and
- Mechanical plant = 5,827 sq.m.

Warehouse

- Mezzanine Community / Event / Seminar : Flexible use class D1 / D2 floorspace = 180 sq.m; and
- Ground Retail: Use Classes A1, A2, A3 & A4 floorspace = 180 sq.m.

Totals

- Total above ground = 24,952 sq.m;
- Total below ground = 5,551 sq.m; and
- Total proposed floorspace = 30,503 sq.m.

Option 2: Research & Development (Use Class B1(b)) Scenario

Main Building

- Levels 11-18: Use class B1(a) floorspace = 8,207 sq.m;
- Levels 1-10: Use class B1(b) floorspace = 12,644 sq.m;
- Mezzanine Affordable Workspace: Flexible use class D1 / B1(b) floorspace = 1,835 sq.m;
- Ground Research & Development (circulation): Use Class B1(b) = 320 sq.m;
- Ground Affordable Workspace (circulation): Flexible use class D1 / B1(b) floorspace = 117 sq.m;
- Ground Retail: Use Classes A1, A2, A3 & A4 floorspace = 438 sq.m;
- Basement Affordable Workspace: Use Class B1 floorspace = 1,115 sq.m; and
- Mechanical plant = 5,467 sq.m.

Warehouse

- Mezzanine Community / Event / Seminar : Flexible use class D1 / D2 floorspace = 180 sq.m; and
- Ground Retail: Use Classes A1, A2, A3 & A4 floorspace = 180 sq.m.

Totals

- Total above ground = 24,952 sq.m;
- Total below ground = 5,551 sq.m; and
- Total proposed floorspace = 30,503 sq.m.

Assessment Methodology – Flexible Uses

- 4.16 The scheme proposes flexible uses, principally to accommodate a range of retail occupiers at ground floor and to suit Guys and St Thomas' Adaptable Estates Strategy, i.e. to allow proportions of space to be used as either medical or research and development floorspace on levels one to ten.
- 4.17 In order that the proposed development's impacts are fully and robustly quantified and assessed, the application materials assess the most impactful combination of uses permissible within the proposed flexible land uses mix. In this way, the submission material assesses a 'reasonable worst case scenario' such that those most impactful effects would be less with any other quantity / combination of land uses sought.
- 4.18 The proposed development is considered likely to have the greatest impacts if the flexible / dual use floorspaces are used as A3/A4 and D1 to their maximum extent. This is principally because these uses are likely to generate the greatest number of trips to / from the building and the associated energy and ventilation requirements of such uses, which could have air quality, energy and noise implications. This, therefore, is the assumed 'reasonable worst case scenario' upon which the submission's surveys, assessments and supporting material are based.
- 4.19 Assessments have assumed that where levels one to ten are used as D1 medical space that this is a 5 day a week 'out-patient' operation. This is consistent with current clinical operations for Guys and St Thomas' and is considered the most likely use given that the space is not intended to include a residential element or emergency services (i.e. it is not designed for C2 hospital use).

Proposed Office Floorspace

- 4.20 The proposals seek to provide 8,207 sq.m. (GIA) of B1(a) office floorspace on levels 11-18 of the new building in either Option 1 or Option 2.

Proposed Flexible Medical / Research & Development Floorspace

- 4.21 As set out in earlier sections of this Statement, the proposed development seeks to provide flexible medical and research & development floorspace (Use Classes D1 or B1(b)) at levels one to ten to facilitate Guys and St Thomas' NHS Foundation Trust's or another medical user's proposed occupation.
- 4.22 It is proposed that the floorspace at these lower levels will first be offered to Guys and St Thomas' for use as either D1 medical space or B1(b) research and development.
- 4.23 In the event that Guys and St Thomas' do not wish to occupy levels one to ten of the proposed building, it is proposed that this would default to a B1(b) research and development use and would be made available to R&D occupiers whose work could support the SC1 Life Science & Innovation District. Minor changes to the plant configuration at levels 3 and 8 of the building and the retail floorspace at ground floor level would also change as a result of a research and development use. The remainder of the proposed floorspace within the scheme would not change in the event of a research and development occupier taking the lower floors of the building.
- 4.24 The technical assessments supporting this application refer to the flexible nature of the proposed uses as follows:
- Option 1 – Where levels one to ten are used as Use Class D1 (medical use); and
 - Option 2 – Where levels one to ten are used as Use Class B1(b) (research and development).
- 4.25 It is proposed that the flexible medical and research & development use floorspace will be regulated by a suitably worded planning condition and cascade mechanism within the Section 106 agreement.

Proposed Retail Floorspace

- 4.26 The proposed development seeks to provide flexible retail floorspace at ground level (Use Classes A1/ A2/ A3/ &/or A4), within both the main building and warehouse. This floorspace will contribute to the vibrant character of the Bermondsey Street area through the provision of compatible retail uses and creation of ground floor active frontage that will generate footfall within the wider area enhancing vibrancy and vitality.
- 4.27 The application material demonstrate that the proposals are acceptable in planning terms when delivering the maximum amount of the most impactful retail uses (A3/A4). The analysis and conclusions that underline this position are set out in **Section 6.0** of this Planning Statement.

Proposed Community Floorspace

- 4.28 The proposed development incorporates community floorspace (Use Class D1) on the first floor of the warehouse, intended to be used by the local community and also for ancillary purposes for example by Guys and St Thomas' (as meeting space) and exhibition space (by Southwark Studios). The extent of this floorspace is 180 sq.m. (GIA).

Proposed Design and Materiality

- 4.29 The proposed development seeks to respond to and reflect the area's prevailing 'industrial' architectural language, with the façades of the main building comprising a mixture of brick, metal and translucent materials. These new facades will be of varying depths, helping to create a solid and robust elevation which complements the streetscape.
- 4.30 The proposed development has sought to improve the façade articulation and has broken down the massing further. The main mass of the building has been stepped back from the Horseshoe Inn.

- 4.31 The warehouse at 9 Fenning Street is retained and it will be revitalised with enhanced glazed openings at ground floor level, new first floor windows, sympathetic decorative metalwork and a new architectural roof. In all areas where the current facades are painted brickwork, the paint is to be stripped off and the brickwork repaired.
- 4.32 More detail on the proposed design and materiality is contained within the **Design and Access Statement**.

Public Realm And Landscaping

- 4.33 The proposed development will create 1,533 sq.m. of high quality new public realm, which accounts to 51% of the site area. This accords with emerging site allocation NSP51, which requires development on the Site to provide new open space of at least 15% of the site area (605 sq.m.).
- 4.34 The proposed development incorporates a new public garden on the eastern part of the Site (190 sq.m.), at the corner of Melior Street and Fenning Street. This provides hard and soft landscaping as well as access to an underground automated cycle storage system. It will be planted with a range of native and wildlife-friendly plants and seeks to offer significant urban greening.
- 4.35 The retention of the warehouse also assists with activating the public realm along Fenning Street and benefits from the adjacency to the new proposed public garden.
- 4.36 The proposed building line of the main building continues to be set back from St Thomas Street and will provide an enhancement to the pedestrian environment by allowing for a wider pavement to the south of St Thomas Street and the planting of large street trees.
- 4.37 The orientation and layout of the proposed development will ensure a positive relationship is retained with the Horseshoe Inn. Existing views of the Victorian façade of the pub from Melior Street will be retained and new views of the pub will be created from St Thomas Street. The area of public realm surrounding the pub will be enlarged and improved.
- 4.38 The character, materials and greening of the public realm will be coordinated with the rest of the St Thomas Street East Framework Area to ensure that an integrated approach is taken to deliver a coherent sense of place for the entire area.
- 4.39 More detail on the proposed public realm and landscaping is contained within the **Design and Access Statement (KPF)** and **Landscaping Strategy** (Spacehub) provided as part of this submission.

Accessibility, Transport and Servicing

- 4.40 Pedestrian access to the main building is provided via a central lift system and the building is highly permeable with entrances located along St Thomas Street, Vinegar Yard, the Horseshoe Pub Yard to the south and from Fenning Street to the west.
- 4.41 A new east to west pedestrian route is proposed along the southern boundary of the Site which will deliver the St Thomas Street East Framework Area aspiration of creating a secondary route running parallel to St Thomas Street which would enhance the overall connectivity of the Site to the wider area. This comprises a straight east-to-west route which greatly enhances permeability across the Site. It also reflects the recent approval of the Becket House (Edge) scheme, which requires the creation of a more meandering route through the St Thomas Street East Framework Area. The proposals are therefore consistent with this.
- 4.42 The proposed development will be car-free with the exception of two disabled parking bays. Both of these spaces will be provided on-street, which ensures the opportunity to maximise the extent of public realm generated from the proposed development is maximised.
- 4.43 It is proposed that 290 long-stay spaces and 173 short-stay spaces (463 spaces in total) will be provided for the proposed development. An innovative element of the proposals is to provide automated parking in an underground silo, located to

the east of the Site. This system has been discussed in detail with officers at the GLA and TfL and is supported. It provides a total of 204 cycle parking spaces, which comprises 44% of the total cycle parking provision.

- 4.44 In addition to the automated parking there are 64 Sheffield stands located around the Site at ground floor level, including accessible Sheffield spaces. The remainder of the parking spaces, in the form of double stacked racks and Brompton lockers housed in a store at basement level 1 and accessed via a stepped ramp and lift from St Thomas Street
- 4.45 Cyclist arrival is given equal prominence to pedestrian arrival with a dedicated entrance on St. Thomas Street, giving access to a front of house ramped stair to basement storage and changing areas. Bicycle parking is also available on street and in a below-ground automated cycle parking machine.
- 4.46 The location of the proposed cycle parking is illustrated on the proposed site layout plans prepared by KPF Architects and submitted as part of this application.
- 4.47 The proposed development incorporates a flexible D1 or B1(b) use at levels one to ten of the building, and therefore it has been necessary to revisit the servicing strategy. As a result of discussions with officers at the GLA and TfL, it has been determined that servicing on-street via Fenning Street is no longer appropriate. Servicing will now take place via a new loading bay, located to the south east of the building, which are accessed via a re-routed Vinegar Yard leading from Snowfields.
- 4.48 This route has also been changed to support the wider ambitions of TfL for the Site and the masterplan to implement the 'Healthy Streets' cycle lane and traffic calming in St Thomas Street. The servicing arrangements will be subject to a consolidation strategy implemented by Guys and St Thomas'.
- 4.49 Please refer to the **Transport Assessment and Delivery, Servicing and Management Plan** prepared by Caneparo Associates submitted as part of this application for more detail on accessibility, transport and servicing.

Energy and Sustainability

- 4.50 The proposed development will achieve the following regulated carbon dioxide savings for the two flexible development options:
- Option 1 (medical – Use Class D1): 57% relative to a New-Build Part L2A 2013 compliant development, using SAP10 carbon factors; and
 - Option 2 (research & development – Use Class B1(b)): 55% relative to a New-Build Part L2A 2013 compliant development, using SAP10 carbon factors.
- 4.51 These reductions will be achieved through the implementation of passive design measures and the installation of an Air Source Heat Pump (ASHP) system.
- 4.52 Passive design measures include:
- Suitable glazing ration and glass g-ratio to balance heat losses, gains and daylight ingress;
 - New fabric insulation levels achieving improvements over Building Regulations Part L (2013); and
 - Improvements to the façade resulting in improved fabric air permeability in new and existing areas.
- 4.53 Energy efficiency measures include:
- Installation of roof mounted PVs;
 - Application of low drainage for flushing toilets.
 - Efficient space heating systems;
 - Low energy lighting controlled by sensors;
 - Efficient mechanical ventilation with heat recovery;

- Appropriately insulated pipework and ductwork; and
- Variable speed pumps and fans to minimise energy consumption for distribution of services.

4.54 In terms of BREEAM, the **Energy and Sustainability Statement** demonstrates that the proposed office accommodation will achieve a rating of 'Excellent', as assessed under the BREEAM 2018 New Construction 'Shell and Core'.

4.55 Further details are set out in the **Energy and Sustainability Statement** prepared by Sweco.

5.0 PLANNING POLICY FRAMEWORK

- 5.1 This Application has been informed by the adopted and emerging development plan policies and other relevant planning guidance. This section of the Statement provides a summary of the planning framework.
- 5.2 **Section 6.0** provides an assessment of the proposed development against the policies and guidance contained within the adopted and emerging development plan for the London Borough of Southwark.
- 5.3 Since the application was submitted to LBS in December 2018 the context of the statutory development plan has changed, and therefore, this Statement assesses the proposed development in light of the latest, relevant adopted and emerging development plan policies.

Statutory Duties

- 5.4 Section 70(2) of the Town and Country Planning Act 1990 and Section 38(6) of the Planning and Compulsory Purchase Act 2004 ('2004 Act') states that planning applications must be determined in accordance with the Statutory Development Plan unless material considerations indicate otherwise.
- 5.5 Section 66(1) of the Planning (Listed Buildings and Conservation Areas Act) 1990 states that in considering whether to grant planning permission for development which affects a listed building or its setting, the decision-maker shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historical interest which it possesses.
- 5.6 Case law has confirmed that the requirement to "pay special regard" to the preservation of the listed building or its setting in this statutory context means the avoidance of harm, with any finding of harm, to be given considerable importance and weight in the planning balance.

The Development Plan

- 5.7 Section 38(6) of the 2004 Act requires that planning applications be determined in accordance with the adopted Development Plan, unless material considerations indicate otherwise.
- 5.8 The adopted development plan for the Site comprises:
- The 2021 London Plan (the "London Plan");
 - Southwark Core Strategy (2011); and
 - The saved policies of the Southwark Plan (2007).
- 5.9 The London Plan (2021) sets out the Mayor and Greater London Authority's (GLA's) overall strategic plan for London. It forms part of the development plan for all London Boroughs and incorporates an integrated economic, environmental, transport and social framework for the development of London over the next 20-25 years.
- 5.10 In considering this application we consider the most relevant policies to be:
- Policy GG1 – Building strong and inclusive communities;
 - Policy GG2 – Making the best use of land;
 - Policy GG3 – Creating a healthy city;
 - Policy GG5 – Growing a good economy;
 - Policy SD4 – The Central Activities Zone (CAZ);
 - Policy SD5 – Offices, other strategic functions and residential development in the CAZ;
 - Policy SD10 – Strategic and local regeneration;

- Policy D1 – London’s form, character and capacity for growth;
- Policy D3 – Optimising site capacity through the design-led approach;
- Policy D4 – Delivering good design;
- Policy D5 – Inclusive design;
- Policy D8 – Public realm;
- Policy D9 – Tall buildings;
- Policy D10 – Basement development;
- Policy D11 – Safety, security and resilience to emergency;
- Policy D12 – Fire safety;
- Policy D14 – Noise;
- Policy S1 – Delivering London’s social infrastructure;
- Policy S2 – Health and social care facilities;
- Policy E1 – Offices;
- Policy E2 – Provision suitable business space;
- Policy E3 – Affordable workspace;
- Policy E9 – Retail, markets and hot food takeaways;
- Policy HC1 – Heritage conservation and growth;
- Policy HC3 – Strategic and local views;
- Policy HC4 – London View Management Framework;
- Policy G1 – Green infrastructure;
- 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 7 – Reducing waste and supporting the circular economy;
- Policy SI 8 – Waste capacity and net waste self-sufficiency;
- Policy SI 12 – Flood risk management;
- Policy SI 13 – Sustainable drainage;
- Policy T1 – Strategic approach to transport;
- Policy T2 – Healthy Streets;
- Policy T3 – Transport capacity, connectivity and safeguarding;
- Policy T4 – Assessing and mitigating transport impacts;
- Policy T5 – Cycling;
- Policy T6 – Car parking;
- Policy T7 – Deliveries, servicing and construction; and
- Policy DF1 – Delivery of the Plan and Planning Obligations.

5.11 The Southwark Core Strategy was adopted in 2011 and explains the borough’s vision for change and improvement for the next 15 years, until 2026. In considering this application we consider the most relevant policies to be:

- Strategic Policy 1 – Sustainable development;
- Strategic Policy 2 – Sustainable transport;
- Strategic Policy 3 – Shopping, leisure and entertainment;
- Strategic Policy 10 – Jobs and businesses;
- Strategic Policy 11 – Open spaces and wildlife;
- Strategic Policy 12 – Design and conservation; and
- Strategic Policy 13 – High environmental standards.

5.12 The Southwark Plan was adopted in 2007 and in 2013 a number of policies were saved. In considering this application we consider the most relevant policies to be:

- Saved Policy 1.7 – Development within town and local centres;
- Saved Policy 3.2 – Protection of Amenity;
- Saved Policy 3.4 – Energy Efficiency;
- Saved Policy 3.6 – Air Quality;
- Saved Policy 3.7 – Waste Reduction;
- Saved Policy 3.9 – Water;
- Saved Policy 3.11 – Efficient Use of Land;
- Saved Policy 3.12 – Quality in Design;
- Saved Policy 3.13 – Urban Design;
- Saved Policy 3.14 – Designing Out Crime;
- Saved Policy 3.15 – Conservation of the Historic Environment;
- Saved Policy 3.16 – Conservation Areas;
- Saved Policy 3.19 – Archaeology;
- Saved Policy 3.20 – Tall Buildings;
- Saved Policy 3.28 – Biodiversity;
- Saved Policy 5.2 – Transport Impacts; and
- Saved Policy 5.3 – Walking and Cycling.

Other Material Considerations

National Planning Policy Framework

5.13 The revised National Planning Policy Framework (the “NPPF”) was published on 20 July 2021. The NPPF sets out the Government’s planning policies for England and how these should be applied. It provides a framework within which locally prepared plans for housing and other development can be produced. The NPPF is also an important material consideration in the determination of planning applications.

5.14 The National Planning Practice Guidance (2019), (the “NPPG”), published 1 October 2019 (and subsequent amendments) supplements the NPPF. The NPPG is also a material consideration in planning decisions and should be read in conjunction with the NPPF.

5.15 The purpose of the NPPF is to promote sustainable development which has three overarching components, namely a social objective, an environmental objective and an economic objective which are interdependent and to be pursued in mutually supportive ways. The NPPF chapters considered to be of particular relevance to the determination of the proposed development are:

- Chapter 2 on achieving sustainable development;
- Chapter 4 on decision-making;
- Chapter 6 on building a strong, competitive economy;
- Chapter 9 on promoting sustainable transport;
- Chapter 11 on making effective use of land;
- Chapter 12 on achieving well-designed places ; and
- Chapter 16 on conserving and enhancing the historic environment.

Emerging Local Policy

5.16 LB Southwark is in the process of preparing a new Local Plan that will, upon adoption, replace the saved Southwark Plan (“NSP”) policies and Core Strategy. The Examination in Public hearing sessions for the New Southwark Plan ended in April 2021. Most recently the London Borough of Southwark consulted on the Main Modifications to the New Southwark

Plan between August and September 2021. It is anticipated the Inspectors Report will be issued in Autumn 2021 and the Cabinet and Council Assembly will consider the Plan for adoption at or around the end of 2021.

- 5.17 Applying paragraph 48 of the NPPF, we consider relevant emerging policies in the NSP can be attributed 'significant weight' in the determination of this planning application, given its current advanced state of preparation.

Supplementary Planning Documents

Adopted

- 5.18 The GLA has published a number of supporting documents that are relevant in the consideration of this Application. Of particular relevance are:

- Public London Charter (September 2021);
- Be Seen Energy Monitoring (September 2021);
- Central Activities Zone (March 2016);
- Character and Context (June 2014);
- Culture and Night-Time Economy (November 2017);
- London View Management Framework (March 2012);
- Accessible London: Achieving an Inclusive Environment (October 2014);
- The control of dust and emissions during construction and demolition (July 2014);
- Town Centres (July, 2014); and
- Sustainable Design and Construction (April 2014).

- 5.19 A number of supplementary planning documents (SPDs) and guidance (SPGs) documents have been adopted by LBS. These are also material considerations in respect of this application. Those considered of particular relevance are the adopted:

- Bermondsey Street Conservation Area Appraisal (2003);
- Design and Access Statements (2007);
- Sustainable Design and Construction (2009);
- Section 106 and CIL (2015); and
- Sustainability Assessments (2009).

Emerging

- 5.20 The GLA are currently consulting on the following guidance documents (of relevance) that will support the London Plan:

- Fire Safety Guidance (March 2021);
- Urban Greening Factor (September 2021);
- Air Quality Positive (March 2021);
- Circular Economy Statements (October 2020);
- Whole-life Carbon Assessments (October 2020); and
- Sustainable Transport, Walking and Cycling (September 2021).

- 5.21 As part of the London Plan (2021), the Mayor of London has committed to developing a Public London Charter to set out the principles for the rights and responsibilities of the owners, managers and users of new public spaces.

- 5.22 The eight key principles of the Public London Charter are:

- Public welcome;
- Openness;

- Unrestricted use;
- Community focus;
- Free of charge;
- Privacy;
- Transparency; and
- Good stewardship.

5.23 The Public London Charter (London Plan Guidance) was adopted by the GLA in September 2021.

Site Specific Designations

5.24 The Site is subject to the following designations under the adopted development plan:

- London Bridge / Bankside Opportunity Area;
- Central Activities Zone;
- Background Assessment Area for Parliament Hill to St Paul's Cathedral;
- Background Assessment Area for Kenwood Viewing Gazebo to St Paul's Cathedral;
- London Bridge District Town Centre;
- Bankside, Borough, London Bridge Strategic Cultural Area;
- Borough, Bermondsey and Rivers Archaeological Priority Zone;
- Air Quality Management Area;
- Flood Zone 3; and
- London Bridge Controlled Parking Zone.

Emerging Site Allocation

5.25 As stated in **Section 2.0** of this Statement, within the New Southwark Plan Schedule of Proposed Main Modifications (August 2021) the Site is subject to an emerging site specific allocation policy '*NSP51: Land between St Thomas Street, Fenning Street, Melior Place and Snowfields*'.

5.26 This emerging allocation requires redevelopment of the Site to:

- Provide at least the amount of employment floorspace (E(g), B class) currently on the site or provide at least 50% of the development as employment floorspace, whichever is greater; and
- Provide a new north-south green link from Melior Place to St Thomas Street; and
- Enhance St Thomas Street by providing high quality public realm and active frontages including retail, community or leisure uses (as defined in the glossary) at ground floor; and
- Provide new open space of at least 15% of the site area – 605 sq.m.

5.27 The emerging allocation recognises that the comprehensive mixed-use redevelopment of the Site could include taller buildings subject to consideration of impacts on existing character, heritage and townscape. Taller buildings should be towards the west of the Site, with building heights stepping down in height from west to east, taking into account the height of buildings approved at site NSP50 (Land between Melior Street, St Thomas Street, Weston Street and Fenning Street) and should not detract from the primacy of The Shard.

5.28 According to the emerging site allocation policy, any redevelopment should contribute towards an active, new high street between Borough High Street and Bermondsey Street. It is also provided that any redevelopment should provide new public open space.

5.29 Development proposals should also seek to retain and enhance where possible the townscape setting provided by key heritage assets including the unlisted Leather Warehouse on Snowfields Street, the Horseshoe Inn located on Vinegar Yard and the Grade II listed Railway Arches. The urban grain and street layout of the surrounding area should be retained.

6.0 PLANNING POLICY ASSESSMENT

6.1 This section assesses the proposed development against the relevant planning framework and other material considerations as outlined in **Section 5.0** under various planning themes.

Principle of Redevelopment

6.2 The NPPF sets out that the purpose of the planning system is to contribute to the achievement of sustainable development. Amongst the key themes in achieving sustainable development are ensuring the vitality of town centres, promoting sustainable transport, supporting a strong economy, making effective use of land, and delivering good design

6.3 Paragraph 81 of the NPPF states that planning decisions should help create the conditions in which businesses can invest, expand and adapt. Significant weight should be placed on the need to support economic growth and productivity, taking into account both local business needs and wider opportunities for development.

6.4 Chapter 11 of the NPPF relates to making effective use of land and states that planning policies and decisions should give substantial weight to the value of using sustainable brownfield and promote and support the development of under-utilised land and buildings.

Adopted Development Plan Policy / Guidance

6.5 London Plan Policy GG1 (Building strong and inclusive communities) outlines that those involved with planning and development must provide access to good quality community spaces, services, amenities and infrastructure that accommodate, encourage and strengthen communities, increasing active participation and social integration, and addressing social isolation.

6.6 Policy GG2 (Making the best use of land) outlines that to create successful sustainable mixed-use places that make the best use of land, those involved in planning and development must:

- enable the development of brownfield land, particularly in Opportunity Areas and sites within and on the edge of town centre;
- prioritise sites which are well-connected by existing or planned public transport;
- proactively explore the potential to intensify the use of land to support additional workspaces, promoting higher density development, particularly in locations that are well-connected to jobs, services, infrastructure and amenities by public transport, walking and cycling;
- applying a design-led approach to determine the optimum development capacity of sites; and
- understand what is valued about existing places and use this as a catalyst for growth, renewal, and place-making, strengthening London's distinct and varied character.

6.7 Policy GG3 (Creating a healthy city) seeks to improve Londoner's health and reduce health inequalities through the planning and development process.

6.8 Strategic Policy 1 (Sustainable Development) of Southwark Council's adopted Core Strategy explains that the Council will seek to improve the places in which people live and work to enable a better quality of life for the people of Southwark.

6.9 SP1 goes on to say that Southwark will do this by allowing more intense development of a mix of uses in the growth areas and by making sure that developments make the most of a site's potential.

Relevant Emerging Policy / Guidance

6.10 As noted in **Section 2.0**, while the Site is not allocated specifically for redevelopment within the current adopted Local Plan, within the New Southwark Plan (NSP) Main Modifications Version (August 2021) the Site forms one of four key sites that have a site specific allocation in the identified 'London Bridge Area'.

- 6.11 AV.11 London Bridge Area Vision of the NSP states “*London Bridge is part of central London and has the potential to grow its strategic office provision, shops leisure, culture, science and medical facilities. London Bridge will also contribute towards meeting the borough’s housing needs*”. Development in London Bridge should, inter alia, “*make sure the new standard of London Bridge Station is upheld and the Shard remains significantly taller and more visible than surrounding buildings as the station’s landmark*”.
- 6.12 The Site forms part of draft NSP allocation NSP 51, which states that redevelopment of the Site should deliver a comprehensive mixed-use development and specifically to:
- Provide at least the amount of employment floorspace (E(g), B class) currently on the site or provide at least 50% of the development as employment floorspace, whichever is greater; and
 - Provide a new north-south green link from Melior Place to St Thomas Street; and
 - Enhance St Thomas Street by providing high quality public realm and active frontages including retail, community or leisure uses (as defined in the glossary) at ground floor; and
 - Provide new open space of at least 15% of the site area – 605 sq.m.
- 6.13 The emerging allocation recognises that the comprehensive mixed-use redevelopment of the Site could include taller buildings subject to consideration of impacts on existing character, heritage and townscape. Taller buildings should be towards the west of the Site, with building heights stepping down in height from west to east, taking into account the height of buildings approved at site NSP50 (Land between Melior Street, St Thomas Street, Weston Street and Fenning Street) and should not detract from the primacy of The Shard.

Conclusions

- 6.14 The principle of the Site’s redevelopment, optimising the development potential of an underutilised urban site, is consistent with Chapter 11 of the NPPF.
- 6.15 In accordance with London Plan Policy GG1, the proposed development will provide access to a good quality community space in the first floor of the retained warehouse, which will be made available to local community groups free of charge for community and cultural uses for specified periods. The scheme also includes the provision of affordable workspace, to be occupied by a local workspace provider (Southwark Studios) and additional desk space and studios with shared facilities and associated public events or gallery space for local creative industries.
- 6.16 The proposed development seeks to provide flexible medical and research & development floorspace (Use Classes D1 and / or B1(b)) designed to allow for occupation by Guys and St Thomas’ NHS Foundation Trust. In accordance with Policy GG3, the purpose of this building is to support development of the health industry and to enable Londoner’s to have access to improved health facilities.
- 6.17 The proposals are supported by an emerging site allocation (NSP51) and are fully supported at all levels of relevant adopted and emerging policy (which is at an advanced stage of development).

Principle of Medical and Research and Development Floorspace

Adopted Development Plan Policy / Guidance

- 6.18 London Plan Policy GG3 (Creating a healthy city) seeks to improve Londoner’s health and reduce health inequalities through the planning and development process.
- 6.19 Policy E8 (Sector growth opportunities and clusters) of the London Plan outlines that innovation, including London’s role as a location for research and development should be supported, and collaboration between businesses, higher education providers and other relevant research and innovation organisations should be encouraged.
- 6.20 Policy SD4 of the London Plan refers to the CAZ and recognises that the CAZ is a centre of excellence with specialist clusters including functions of health.

- 6.21 Within their adopted Core Strategy, LBS define medical or health services as ‘community facilities’. Strategic Policy 4 (Places for learning, enjoyment and healthy lifestyles) seeks to provide a wide range of well used community facilities that provide spaces for many different communities and facilities in accessible areas. This will also be facilitated by ensuring development provides for increases in local health facilities with NHS Southwark.

Relevant Emerging Policy / Guidance

- 6.22 The emerging London Bridge Area Vision (AV.10) within the draft NSP seeks for development in London Bridge to harness the expertise and infrastructure from Kings College London, Guy’s Hospital and other medical and science facilities to develop a strong, dynamic and specialised local economy that will attract new specialised services and research and promote health and wellbeing in the local environment.
- 6.23 Section AV.10.3 goes on to state that London Bridge is part of Central London and has the potential to grow its strategic office provision, shops, leisure, culture, science and medical facilities.
- 6.24 The Main Modifications (August 2021) of the draft NSP includes revised wording for emerging allocation NSP51. The following use classes are considered acceptable on the Site “... *retail, community or leisure uses (as defined in the glossary)*”. The glossary includes “*E(e) provision of medical or health services*” and therefore such services form part of the emerging allocation aspirations.

Conclusions

- 4.56 The proposed development seeks to provide flexible medical and research & development floorspace (Use Classes D1 or B1(b)) at levels one to ten to facilitate Guys and St Thomas’ NHS Foundation Trust’s potential occupation. It is proposed that the floorspace at these levels will first be offered to Guys and St Thomas’ for use as either D1 medical space or B1(b) research and development.
- 6.25 The emerging London Bridge Area Vision set out in the draft NSP states that development in the London Bridge area should harness the expertise and infrastructure from Kings College London, Guy’s Hospital and other medical and science facilities to develop a strong, dynamic and specialised local economy that will attract new specialised services and research and promote health and wellbeing in the local environment. The proposed development is designed to specifically target and support this emerging Area Vision, seeking as it does to enhance the existing medical and science provision in the area as well as the burgeoning SC1 Life Science and Innovation District.
- 6.26 The Site comprises a very sustainable location and is well accessed by a number of sustainable methods of transport. The proposed development satisfies the requirements of Policy E8, which recognises the importance of research and development functions within London.
- 6.27 Guys and St Thomas’ need for flexible floorspace such as that proposed is clear. They have other development initiatives within LBS, and we are aware of an application being submitted in October 2020 (ref. 20/AP/3101) in respect of “*Construction of a new 8 storey hospital building (C2) 41 metres AOD, alterations to existing access arrangements and public realm works*” also on St Thomas Street.
- 6.28 We understand that LBS resolved to grant this application on 8 September 2021 subject to the agreement of conditions and the S106 agreement. Notwithstanding this application, Guys and St Thomas’ have been clear that their unmet need for additional flexible floorspace is significant and goes well beyond their existing and proposed facilities. There is, therefore, a clearly identified unmet need for flexible floorspace of the kind these proposals will deliver.
- 6.29 In this regard, it is also material that the Deputy Mayor confirmed that he would remain the LPA in his December 2020 letter (GLA reference GLA/6913/S2), giving the following reasons:
- a) *The development would have a significant impact on the implementation of the London Plan because of the potential for the scheme to contribute towards the aims of London Plan Policies 2.10, 2.11, 2.13, 3.2, 3.16, 3.17*

and 4.2, **support London's economy and role as a centre of excellence**, and the implications for London's continued success as a world city, as set out in the attached report.

- b) *The development would have a significant effect on more than one London Borough because of a clear functional relationship with the wider Central Activities Zone, an area of nationally significant economic activity which contributes towards the strategic employment function of London as a whole, **as well as the provision of specialised CAZ uses in the form of an outpatients facility that would benefit residents in other boroughs, as set out in the attached report.***
- c) *There are sound planning reasons for the Mayor's intervention, because failure to promote appropriate development on sites such as this could potentially impact upon the economic wellbeing of the Central Activities Zone, the London Bridge, Bankside & Borough Opportunity Area and London as a whole, **London's role as a centre of excellence**, and the wider regeneration objectives for the Opportunity Area, as set out in the attached report. (emphasis added)*

6.30 Accordingly, for the above reasons, we consider that the principle of delivering high quality, adaptable medical and R&D floorspace, is not only fully acceptable in planning terms but is also positively promoted and encouraged by the relevant adopted and emerging policy framework.

Principle of B1(a) Office Floorspace

Adopted Development Plan Policy / Guidance

- 6.31 Policy SD1 (Opportunity Areas) of the London Plan outlines that within Opportunity Area Boroughs should support development which creates employment opportunities and enables wider regeneration in the surrounding area.
- 6.32 Policy E1 (Offices) sets out that dynamic clusters of world city businesses and other specialist functions of the central London office market, including the CAZ, should be developed and promoted.
- 6.33 Policy E2 (Providing suitable business space) sets out that the development of B Use Class business uses should ensure that the space is fit for purpose having regard to the type and use of the space.
- 6.34 The Site is located within the Central Activities Zone (CAZ) and London Plan Policy SD4 (The Central Activities Zone (CAZ) sets out that the nationally and internationally significant office functions of the CAZ should be supported and enhanced through the intensification and provision of sufficient space to meet demand for a range of types and sizes of occupier and rental values.
- 6.35 Policy SD5 (Offices, other strategic functions and residential development in the CAZ) states that offices are to be given greater weight relative to new residential development in the core areas of the CAZ.
- 6.36 The London Plan Town Centres SPG (2014) document provides strategic guidance on town centres as locations for employment space. Section 1.3 of the SPG encourages London Boroughs and town centre partners to:
- Adopt a proactive approach to office development where increased economic potential can be clearly identified;
 - Recognise the contribution of other types of office locations beyond town centres; and
 - Promote an attractive business environment as part of a broader mix of uses.
- 6.37 Strategic Policy 10 (Jobs and Businesses) of the Southwark Core Strategy indicates that the Borough will support the provision of around 400,000 - 500,000 sq m of additional business floorspace over the plan period within the Bankside, Borough and London Bridge opportunity area. The Core Strategy further welcomes the introduction of new office space within the Central Activities Zone. The policy also seeks to protect existing business floorspace in the wider CAZ and town centre locations where up to 30,000 sq. metres of new business space will be encouraged.

Relevant Emerging Policy / Guidance

- 6.38 Emerging Policy P26 (Office and business development) of the draft NSP outlines that in the Central Activities Zone, town centres, and opportunity areas and where specified in site allocations development must retain or increase the amount of employment floorspace (GIA) on-site (B class use or sui generis employment generating uses).

Conclusions

- 6.39 The existing buildings on site are largely redundant and no longer fit for purpose. They were vacated at the end of October 2018, having been used as part of Network Rail's site office for the London Bridge redevelopment.
- 6.40 The Site falls within the London Bridge / Bankside Opportunity Area and Policy SD1 recognises that development should be supported in such areas to assist with regeneration and to create infrastructure which sustains growth. Development which creates employment opportunities is specifically supported.
- 6.41 The Site also falls within the CAZ and Policy SD4 recognises that the CAZ contains internationally significant office functions which should be supported and enhanced through the intensification and provision of sufficient space to meet demand for a range of types and sizes of occupier and rental values. Policy SD5 goes on to state that offices are to be given greater weight relative to new residential development in core areas of the CAZ. The principle of an office development in this location is therefore strongly supported in principle.
- 6.42 The design of the building will ensure that the wellbeing of office users is prioritised and the space is fit for purpose, in accordance with Policy E2.
- 6.43 The provision of a large quantity of new office floorspace also meets with the requirements of emerging site allocation NSP51, which recognises the importance of intensifying the employment function of the Site significantly.
- 6.44 In this regard, it is also material that the Deputy Mayor, in the August Letter 2020 (GLA reference GLA/6208/S2), specified the following reasons for recovering the application:
- a) *The development would have a significant impact on the implementation of the London Plan because of the potential for the scheme to contribute towards the aims of London Plan (2016) Policies 2.10, 2.11, 2.13 and 4.2, London's economy and the implications for London's continued success as a world city.*
 - b) *The development would have a significant effect on more than one London Borough because of a clear functional relationship with the wider Central Activities Zone, an area of nationally significant economic activity which contributes towards the strategic employment function of London as a whole.*
 - c) *There are sound planning reasons for the Mayor's intervention, because failure to promote appropriate development on sites such as this could potentially impact upon the economic health of the Central Activities Zone, the London Bridge, Bankside & Borough Opportunity Area and London as a whole, as well as wider regeneration objectives for the Opportunity Area. [emphasis added].*
- 6.45 It is clear therefore that at all levels of policy and guidance the principle of delivering an increase in B1(a) Office floorspace on the Site is wholly acceptable and positively promoted in planning terms.

Principle of Retail Floorspace

- 6.46 Paragraph 86 of the NPPF sets out that planning policies should allocate a range of suitable uses in town centres to meet the scale and type of development likely to be needed.

Adopted Development Plan Policy / Guidance

- 6.47 Policy SD1 (Opportunity Areas) of the London Plan outlines that within Opportunity Areas Boroughs should support development which creates employment opportunities and enables wider regeneration in the surrounding area.

- 6.48 The Site is located within the CAZ and Policy SD4 (The Central Activities Zone) which sets out the strategic functions of the CAZ. Boroughs should ensure that development proposals to increase office floorspace within the CAZ include a mix of uses, unless the mix would demonstrably conflict with other policies. The principle of retail floorspace amongst office floorspace is therefore supported in the CAZ.
- 6.49 Policy SD6 (Town centres and high streets) states that the vitality and viability of London's varied town centres should be promoted and enhanced by encouraging strong, resilient, accessible, and inclusive hubs for a diverse range of uses that meet the needs of Londoners.
- 6.50 Policy SD8 (Town centre network) sets out how District Centres, such as London Bridge, should focus on the consolidation of a viable range of functions, particularly convenience retailing, leisure, social infrastructure, local employment and workspace.
- 6.51 Policy E9 (Retail, markets and hot food takeaways) outlines that the Mayor will support a successful, competitive and diverse retail sector, which promotes sustainable access to goods and services for all Londoners.
- 6.52 Strategic Policy 3 (Shopping, leisure and entertainment) of the Southwark Core Strategy states that within the London Bridge Town Centre, the Council will support the provision of new shopping space in Bankside, Borough and London Bridge. This should include both food and non-food space and aim to meet the needs of local residents, as well as visitors and businesses.
- 6.53 Saved Policy 1.7 (Development within Town and Local Centres) of the Southwark Plan sets out that most new developments for retail and other town centre uses should be accommodated within the existing town centres and local centres. London Bridge is recognised as a District Centre where the LPA will permit developments providing a range of uses, including retail. This requires the following criteria to be met:
- The scale and nature of the proposal is appropriate to the character and function of the centre and the catchment area it seeks to serve;
 - The proposal will not harm the vitality and viability of the centre;
 - A mix of uses is provided where appropriate;
 - The proposal would not materially harm the amenities of surrounding occupiers;
 - Where developments which are likely to attract a lot of people are proposed, the site should be highly accessible by sustainable modes of transport;
 - The road network has sufficient capacity to take any additional servicing traffic generated by the proposal without causing adverse effects on the environment, traffic circulation, or air quality; and
 - The development addresses the street, provides an active frontage on pedestrian routes and would not erode the visual continuity of a shopping frontage.

Relevant Emerging Policy / Guidance

- 6.54 Emerging Policy P28 (Small and independent businesses) of the draft NSP outlines that development must incorporate well designed and flexible units designed for small and independent businesses.

Conclusions

- 6.55 The Site falls within the London Bridge / Bankside Opportunity Area and Policy SD1 recognises that development should be supported in such areas to assist with regeneration and to create infrastructure which sustains growth. Development which creates employment opportunities and enables wider regeneration is specifically supported.
- 6.56 The proposed development seeks to provide flexible retail floorspace at ground level (Use Classes A1/ A2/ A3 &/or A4). The proposals also seek to retain and transform the warehouse at 9 Fenning Street, with the ground floor proposed as flexible retail, with the potential to accommodate a café.

- 6.57 Since submission of the application to LBS in December 2018, the proposed retail provision along St Thomas Street has been increased, therefore also enhancing the degree of active frontage achieved along this façade. In addition, In the event that floors one to ten of the proposed main building are occupied as research and development floorspace, there is a 30 sq.m. (GIA) increase in retail floorspace. This arises as a result of the reduced plant requirements for a research and development occupier at ground floor.
- 6.58 In accordance with Strategic Policy 3 and London Plan Policy SD8 and E9, the proposed retail floorspace will contribute to the vibrant character of the London Bridge and Bermondsey Street area through the provision of compatible retail uses and creation of ground floor active frontage that will generate footfall within the wider area enhancing vibrancy and vitality. The proposed retail offer intends to meet the needs of local residents, as well as visitors and businesses.
- 6.59 The emerging London Bridge Area Vision set out in the draft NSP states that development in London Bridge should support the development of vibrant new high streets on St Thomas Street, Crucifix Lane and Tooley Street, complementing the distinct character of nearby Bermondsey Street. The Vision goes on to state that London Bridge is part of central London and has the potential to grow its strategic office provision, shops leisure, culture, science and medical facilities.
- 6.60 The proposed development continues to ensure office floorspace is kept to a minimum at ground floor so a range of reception functions and retail uses can combine to produce a highly permeable 'hub' fit for the commercial challenges of the post-Covid economy. This hub will facilitate pedestrian flows to and from London Bridge Station to Bermondsey beyond via St Thomas Street, whilst playing host to a range of new local businesses offering entertainment and locally made and sourced goods, food and beverages
- 6.61 Overall, the development will deliver the following quantum of ground floor retail floorspace (A1-A4) in the medical (D1) and research and development (B1(b)) scenarios:
- Option 1: Medical (D1) scenario – 588 sq.m. (GIA); and
 - Option 2: Research and development (B1(b)) scenario – 618 sq.m. (GIA).
- 6.62 This retail provision will front onto both St Thomas Street and Vinegar Yard, and meet the retail policy requirements of emerging site allocation NSP 51 in doing so. Therefore, we consider the principle of retail in this location is fully acceptable in planning terms.

Principle of Affordable Workspace

Adopted Development Plan Policy / Guidance

- 6.63 Policy E3 (Affordable workspace) of the London Plan outlines that Boroughs in their Development Plans should consider detailed affordable workspace policies in light of local evidence of need and viability.

Relevant Emerging Policy / Guidance

- 6.64 Emerging Policy P30 (Affordable workspace) of the draft NSP states that development must explore the opportunities for long term management of employment space and the delivery of affordable workspace by workspace providers. Developments proposing 500sqm GIA or more employment floorspace must:
- Deliver at least 10% of the proposed gross employment floorspace as affordable workspace on site at Discount Market Rents;
 - Secure the affordable workspace for at least 30 years;
 - Provide affordable workspace of a type and specification that meets current local demand;
 - Prioritise affordable workspace for existing small and independent businesses occupying the site that are at risk of displacement. Where this is not feasible, affordable workspace must be targeted for small and independent businesses from the local area with an identified need; and
 - Collaborate with the council, local businesses, business associations and workspace providers to identify the businesses that will be nominated for occupying affordable workspace.

- 6.65 Emerging Policy P30 goes on to state that in exceptional circumstances affordable retail, affordable cultural uses or public health services which provide a range of affordable access options for local residents, may be provided as an alternative to affordable workspace (employment uses). This will only be acceptable if there is a demonstrated need for the affordable use proposed and with a named occupier. If the alternative affordable use is no longer required in the future, the space should be made available for affordable workspace (employment uses). The re-provision or uplift of employment floorspace must still be provided in the scheme overall.
- 6.66 This emerging policy refers to workspace providers, which are defined as specialist public, private or not-for-profit organisations which provide and manage offices or flexible workspaces for entrepreneurs and small businesses. The Council recognises that workspace providers are a vital tool in delivering affordable workspace, which supports both existing businesses and start-ups.
- 6.67 The Council has established an Affordable Workspace Provider List for Southwark which responds to the increased demand for small, flexible and well-managed floorspace within the Borough.

Conclusions

- 6.68 Irrespective of the implementation of either a medical (Option 1 - D1) or research and development (Option 2 - B1(b)) use at levels one to ten of the main building, the proposed development will achieve a policy compliant level of affordable workspace, 10% of total employment floorspace. In Option 1 (medical) the proposed development will in fact exceed the policy requirement, as emerging Policy P30 relates to employment floorspace (Use Class B) and the affordable workspace provisions are not applicable to Use Class D1 development.
- 6.69 In accordance with emerging Policies E3 and P30, it is anticipated that the affordable workspace will be largely occupied by the Applicant's proposed affordable workspace operator, Southwark Studios. It is proposed that they will occupy 1,115 sq.m. (GIA) of B1 floorspace within Basement level 1 and the Basement Mezzanine. Southwark Studios is included on LBS' list of approved affordable workspace providers and they provide desk space and studios with shared facilities and associated public events or gallery space for local creative industries.
- 6.70 The remainder of the affordable workspace is provided for medical and research and development start-ups (Use Classes D1 or B1(b)) at Basement level 1, Basement Mezzanine and the Mezzanine. The total proposed floorspace for this area comes to 1,835 sq.m. (GIA).
- 6.71 It is proposed that the affordable workspace would be offered to occupiers on the following terms:
- To be secured by policy compliant 30 year leases;
 - Southwark Studios would be offered affordable floorspace at a significant market discount of circa 70%; and
 - The medical / research & development affordable workspace would be offered at a 30% discount on market rate (operated by Guys and St Thomas' NHS Foundation Trust, an associated / Guys and St Thomas' NHS Foundation Trust approved charity or another eligible party to be agreed).
- 6.72 The above proposed Southwark Studios discount (70% of the market rate) is far in excess of a typical affordable workspace discount offered in LBS.
- 6.73 It is proposed that the details of above arrangements would be secured and regulated as part of suitably worded planning obligations within the Section 106 agreement to be agreed with the GLA and LBS.
- 6.74 In the event that levels one to ten of the proposed main building are occupied as medical (D1) floorspace by Guys and St Thomas', the proposed development will be over-providing affordable workspace, as emerging Policy P30 only applies to employment floorspace.
- 6.75 Therefore on the above basis, we consider the proposed development both complies with and exceeds the adopted and emerging policy requirements in respect of affordable workspace.

Principle of Community Use

- 6.76 Paragraph 92 of the NPPF states that planning policies and decisions should aim to achieve healthy, inclusive and safe places which promote social interaction, including opportunities for meetings between people who might not otherwise come into contact with each other – for example through mixed-use developments.
- 6.77 Paragraph 93 goes on to state that to provide the social, recreational and cultural facilities and services the community needs, planning policies and decisions should plan positively for the provision and use of community facilities to enhance the sustainability of communities.

Adopted Development Plan Policy / Guidance

- 6.78 London Plan Policy GG1 (Building strong and inclusive communities) outlines that those involved with planning and development must provide access to good quality community spaces, services, amenities and infrastructure that accommodate, encourage and strengthen communities, increasing active participation and social integration, and addressing social isolation.
- 6.79 Strategic Policy 4 of the Southwark Core Strategy seeks the creation of a wide range of well use community facilities that provide space for many different communities and activities in accessible areas. This will be achieved by ensuring development provides flexible community spaces that can be shared by many groups, where there is a local need and an identified occupier for the space.
- 6.80 Saved Policy 2.2 (Provision of new Community Facilities) of the Southwark Local Plan states that planning permission will be granted for new community facilities provided provision is made to enable the facility to be used by all members of the community and the facility is not detrimental to the amenity of present and future occupiers of the surrounding area.

Relevant Emerging Policy / Guidance

- 6.81 Emerging Policy P44 (Community Uses) of the draft NSP sets out that new community facilities (Use Class D1, D2 and Sui Generis) will be permitted where provision is made for the facility to be used by all members of the community.

Conclusions

- 6.82 The proposed development seeks to create a new community hall (Use Class D1) within the first floor of the warehouse. A total of 180 sq.m. of community and cultural floorspace will be created, and this provision does not vary depending on whether the main building is occupied as a medical (Option 1) or research & development (Option 2) facility.
- 6.83 It is proposed that the community and cultural space would be provided for the life of the development at a peppercorn rent, for use by members of the local community and made available to local community groups free of charge for community and cultural uses for specified periods. The detailed arrangements for the provision and monitoring of the community and cultural space will be secured and regulated by suitably worded planning obligations in the Section 106 agreement to be agreed with the GLA and LBS. In addition to the proposed primary use of this community hall, it is also anticipated that the community and cultural space could be made available, on an ancillary basis, to Guys and St Thomas' and Southwark Studios as a meeting or public exhibition space respectively.
- 6.84 In accordance with Strategic Policy 4 and Saved Policy 2.2, the proposed development incorporates a community and cultural space that can be shared by many groups for a range of activities, and therefore is considered fully acceptable in principle in this location.

Principle of a Tall Building

- 6.85 Paragraph 130 of the NPPF sets out that development should be visually attractive as a result of good architecture, layout and appropriate and effective landscaping. Development is required to establish or maintain a strong sense of place, using

the arrangements of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit.

Adopted Development Plan Policy / Guidance

- 6.86 Policy GG2 (Making the best use of land) of the London Plan outlines that to create successful sustainable mixed-use places that make the best use of land, those involved in planning and development should proactively explore the potential to intensify the use of land to promote higher density development, particularly in locations that are well-connected to jobs, services, infrastructure and amenities by public transport, walking and cycling.
- 6.87 Policy D9 (Tall Buildings) sets out that tall buildings should only be developed in sustainable locations that are identified in Development Plans. The following should be taken into account when considering whether a tall building is appropriate:
- The visual, functional, environmental and cumulative impacts of tall buildings;
 - Their potential contribution to new homes, economic growth and regeneration; and
 - The public transport connectivity of different locations.
- 6.88 The London Plan has designated a number of strategic views of significant buildings or urban landscapes that help define London at a strategic level. These are managed and overseen by the London Views Management Framework (LVMF). Within these views the Mayor identifies landmarks that make aesthetic, cultural or other contributions to the views.
- 6.89 Policy SD4 (The Central Activities Zone) sets out the importance of sustaining and enhancing the distinctive heritage environment of the CAZ, recognising its strategic components, such as the River Thames and designated views, and also distinctive buildings, through high quality design and urban management. Development will be supported which sustains and enhances the CAZ's varied strategic functions without compromising the attractions of residential neighbourhoods where more local uses predominate.
- 6.90 Policy HC4 (London View Management Framework) sets out that within the designated views, the Mayor will identify landmarks that make aesthetic, cultural or other contributions to the view and which assist the viewer's understanding and enjoyment of the view. The Policy also states that the Mayor will identify and protect aspects of views that contribute to a viewer's ability to recognise and to appreciate the capital. The Mayor has also prepared Supplementary Planning Guidance (SPG) on the management of views designated in the London Plan.
- 6.91 Policy HC4 sets out that new development should not harm, and where possible make a positive contribution to, the characteristics and composition of the strategic views and their landmark elements. It should also preserve or enhance viewer's ability to recognise and to appreciate strategically important landmarks in these views, and where appropriate, protect the silhouette of landmark elements of World Heritage Sites as seen from designated viewing places.
- 6.92 Policy 3.20 (Tall Buildings) of the Saved Southwark Plan sets out that planning permission may be granted for buildings that are significantly taller than their surroundings or have a significant impact on the skyline, on sites which have excellent accessibility to public transport facilities and are located in the Central Activities Zone (particularly in Opportunity Areas) outside landmark viewing corridors. Proposals for tall buildings should ensure that there are excellent links between the building(s) and public transport services.
- 6.93 Saved Policy 3.20 states that any building over 30 metres tall (or 25 metres in the Thames Policy Area) should ensure that it:
- Makes a positive contribution to the landscape; and
 - Is located at a point of landmark significance; and
 - Is of the highest architectural standard; and
 - Relates well to its surroundings, particularly at street level; and
 - Contributes positively to the London skyline as a whole consolidating a cluster within that skyline or providing key focus within views.

- 6.94 Strategic Policy 12 (Design and Conservation) of the Core Strategy sets out that developers will be expected to make sure that the height and design of development conserves and enhances strategic views and is appropriate to its context, the historic environment and important local views. Tall buildings will be required to have an exemplary standard of design and make a positive contribution to regenerating areas and creating unique places.
- 6.95 The Core Strategy recognises that in the right place, tall buildings can make positive contributions to places, helping to make the best use of land and signifying the regeneration of an area.
- 6.96 Strategic Policy 12 (Design and Conservation) of the Southwark Core Strategy sets out that development must ensure its design both conserves and enhances strategic views and is appropriate to its context, the historic environment and important local views.

Relevant Emerging Policy / Guidance

- 6.97 Emerging Policy P14 (Tall Buildings) of the draft NSP states that the highest tall buildings will be located in areas that benefit from the highest levels of public transport access where there is the greatest opportunity for regeneration. Typically this will be within major town centres, Opportunity Areas and the Central Activities Zone.
- 6.98 Part 2 of emerging Policy P16 outlines that tall buildings must:
- Be located at a point of landmark significance; and
 - Have a height that is proportionate to the significance of the proposed location and the size of the site; and
 - Make a positive contribution to the London skyline and landscape, taking into account the cumulative effect of existing tall buildings and emerging proposals for tall buildings; and
 - Not cause a harmful impact on strategic views, as set out in the London View Management Framework, or to our Borough views;
 - Respond positively to local character and townscape; and
 - Provide a functional public space that is appropriate to the height and size of the proposed building; and
 - Provide a new publically accessible space at or near to the top of the building and communal facilities for users and residents where appropriate.
- 6.99 Part 3 of emerging Policy P16 states that the design of tall buildings will be required to:
- Be of exemplary architectural design and residential quality; and
 - Conserve and enhance the significance of designated heritage assets and make a positive contribution to wider townscape character. Where proposals will affect the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting) clear and convincing justification in the form of public benefits will be required; and
 - Avoid harmful and uncomfortable environmental impacts including wind shear, overshadowing, and solar glare; and
 - Maximise energy efficiency and prioritise the use of sustainable materials; and
 - Have a positive relationship with the public realm, provide opportunities for new street trees, and design lower floors to successfully relate to and create a positive pedestrian experience; and provide widened footways and routes to accommodate increased footfall.
- 6.100 Emerging NSP Allocation NSP51 explains that the redevelopment of the Site could appropriately include taller buildings and that these should be located to the west of the Site, with building heights stepping down in height from west to east, taking into account the height of buildings approved at site NSP50 (Land between Melior Street, St Thomas Street, Weston Street and Fenning Street) and should not detract from the primacy of The Shard.

Conclusions

- 6.101 This application is supported by a **Heritage, Townscape and Visual Impact Assessment** and **Heritage Impact Assessment**, both prepared by Montagu Evans and which provide a comprehensive analysis and assessment of the proposed development in respect of identified heritage assets.
- 6.102 The proposed development incorporates a building which rises to 97.14m AOD and the number of storeys remains the same as the original submission comprising ground, mezzanine and 18 storeys (with plant at roof level and three basement levels). In order to accommodate the mechanical equipment associated with medical uses the floor-to-floor dimensions have been increased. This has resulted in an increase in roof height of approximately 11.3 m.
- 6.103 As discussions have progressed with officers at the GLA, it has been agreed to make a significant reduction to the massing of the proposed main building at the south-eastern end. This has resulted in a more gradual cascade of the roof line, principally when viewed from Bermondsey Street, which responds to the existing and emerging surrounding development context.
- 6.104 The tallest element of the building continues to be in the west, stepping down to the east, parallel to St Thomas Street. This stepping down in massing presents a clear transition of decreasing height from west to east that preserves the primacy of the Shard and reflects the proximity of the Site to the Bermondsey Street Conservation Area.
- 6.105 Both the London Plan and LBS's development plan include tall building policies for which the proposed development must be assessed against. The proposed development is assessed against these policies below and from this assessment we conclude that the proposed development is acceptable.

Table 6.1 – Assessment against London Plan Policy D9 Criteria for Tall Buildings.

Part B - Locations	
<p>1) <i>Boroughs should determine if there are locations where tall buildings may be an appropriate form of development, subject to meeting the other requirements of the Plan. This process should include engagement with neighbouring boroughs that may be affected by tall building developments in identified locations.</i></p> <p>2) <i>Any such locations and appropriate tall building heights should be identified on maps in Development Plans.</i></p> <p>3) <i>Tall buildings should only be developed in locations that are identified as suitable in Development Plans.</i></p>	<p>A key principle of the London Plan is making the best use of land and this involves promoting higher density development in locations that are well-connected to jobs, services, infrastructure and amenities by public transport, walking and cycling. The areas around the north end of Blackfriars Road and London Bridge Station area are considered suitable locations for tall buildings. This is primarily due to their good proximity to public transport networks, such as London Bridge and Borough Stations. The Site is also located within the CAZ and London Bridge / Bankside Opportunity Area, and London Plan Policy D9 and Policy 3.20 of the Saved Southwark Plan support tall buildings in such locations.</p> <p>Emerging allocation 'NSP51' recognises that the comprehensive mixed-use redevelopment of the Site could include taller buildings, subject to consideration of impacts on heritage and townscape receptors.</p> <p>The suitability of the Site for tall buildings has been robustly appraised through detailed townscape and heritage work with verified views undertaken to assess the impact of the scheme.</p>
Part C – Impacts	
Development proposals should address the following impacts	
1) Visual Impacts	
<p>a) <i>the views of buildings from different distances:</i></p> <p>i. <i>long-range views – these require attention to be paid to the design of the top of the building. It should make a positive contribution to the existing and emerging skyline and not adversely affect local or strategic views;</i></p> <p>ii. <i>mid-range views from the surrounding neighbourhood – particular attention should be paid to the form and proportions of the building. It should make a positive contribution to the local townscape in terms of legibility, proportions and materiality;</i></p> <p>iii. <i>immediate views from the surrounding streets – attention should be paid to the base of the building. It should have a direct relationship with the street, maintaining the pedestrian scale, character and vitality of the street. Where the edges of the site are adjacent to buildings of significantly lower height or parks and</i></p>	<p>Emerging allocation NSP51, which incorporates the Site, falls within strategic views identified by the LVMF including the Parliament Hill Summit to St Paul's Cathedral and the Kenwood Viewing Gazebo to St Paul's Cathedral background viewing corridors.</p> <p>A Heritage, Townscape and Visual Impact Assessment (HTVIA) and Heritage Impact Assessment have been prepared by Montagu Evans and submitted with this application. They provide an assessment of the impact of the proposed development on heritage, townscape and visual receptors. A series of accurate visual representations (AVRs) have been prepared to inform this assessment, with the viewpoint locations agreed with the local planning authority during pre-application discussions.</p>

<p><i>other open spaces there should be an appropriate transition in scale between the tall building and its surrounding context to protect amenity or privacy</i></p>	<p>The application site is not located within the Landmark Viewing Corridor of any identified strategic views in the London View Management Framework (2012). The application site is, however, located in the Wider Setting Consultation Area of view 2A.1 from Parliament Hill and 3A.1 from Kenwood. Verified views of the Proposed Development from these locations are provided within the assessment in Volume 2 of the Environmental Statement. These views demonstrate that there will be no adverse visual impact and therefore complies with the requirements of Policy D9.</p>
<p><i>b) whether part of a group or stand-alone, tall buildings should reinforce the spatial hierarchy of the local and wider context and aid legibility and wayfinding</i></p>	<p>The proposed development should be seen in the context of the wider redevelopment taking place in the St Thomas Street East Framework. The primacy of the Site to the Shard also assists with architectural legibility.</p>
<p><i>c) architectural quality and materials should be of an exemplary standard to ensure that the appearance and architectural integrity of the building is maintained through its lifespan</i></p>	<p>As demonstrated in the Design and Access Statement, the proposals adopt the highest standard of architecture and design. The proposals relate well to the emerging townscape area and have been designed to respond to the existing character and urban grain of the surrounding street-scene. The flexible retail units at ground floor will provide active frontages and associated landscaping improvements, resulting in an attractive public realm which provides links from east-west across Vinegar Yard.</p> <p>The form and composition of the buildings has been consciously developed to have a simple, refined appearance. The scale and proportions of the new built form have been carefully considered, and the new buildings have been designed with a defined top, middle and bottom with active frontages at ground floor.</p> <p>The materials of the new buildings have been developed mindful of their relationship with the surrounding context, and the colour palette has been given particular consideration. The distance between the buildings will create a sense of openness, and contribute to a sense of depth at the Site. Fundamental to the scheme is the creation of high-quality, landscaped public realm, which will draw visitors into the Site, and provide an attractive setting for the new main building and existing warehouse.</p> <p>In accordance with Chapter 12 of the NPPF and Strategic Policy 12 of the Southwark Core Strategy, the proposed development is visually attractive as a result of good architecture and layout and ensures it makes a positive contribution to regenerating areas and creating unique places.</p>
<p><i>d) proposals should take account of, and avoid harm to, the significance of London's heritage assets and their settings. Proposals resulting in harm will require clear and convincing justification, demonstrating that alternatives have been explored and that there are clear public benefits that outweigh that harm. The buildings should positively contribute to the character of the area</i></p>	<p>The accompanying Heritage Impact Assessment identifies a small degree of harm to the Bermondsey Street Conservation Area, which is at the lower end of the 'less than substantial' category identified at paragraph 202 of the NPPF. In relation to a finding on that basis, the decision maker is invited to weigh the harm (giving such harm considerable importance and weight) against the public benefits of the proposed development. The Assessment identifies significant public and heritage benefits arising from the development, which clearly and demonstrably outweigh the less than substantial harm identified.</p>
<p><i>e) buildings in the setting of a World Heritage Site must preserve, and not harm, the Outstanding Universal Value of the World Heritage Site, and the ability to appreciate it</i></p>	<p>In accordance with Policy HC2 and emerging Policy P21, the proposed development has reduced in height during the pre-application process and in response to views from within and across the Tower of London World Heritage Site. The proposed massing has continued to stagger down towards Bermondsey Street and Tanner Lane. The Heritage Statement concludes that the proposed development is therefore not considered to impact the Outstanding Universal Value of the Tower of London WHS, as demonstrated by a series of views at Section 10.0 of the HTVIA.</p>
<p><i>f) buildings near the River Thames, particularly in the Thames Policy Area, should protect and enhance the open quality of the river and the riverside public realm, including views, and not contribute to a canyon effect along the river</i></p>	<p>Not applicable.</p>
<p><i>g) buildings should not cause adverse reflected glare</i></p>	<p>The choice of building materials, as set out in the submitted Design and Access Statement, will ensure the proposed blocks do not result in adverse reflected glare or associated visibility issues.</p>

<p><i>h) buildings should be designed to minimise light pollution from internal and external lighting</i></p>	<p>The submitted Landscape and Public Realm Strategy demonstrates how the proposed external lighting will assist with defining the edges and key routes through the Site, and the location and style of lighting columns chosen will ensure light pollution is minimised during the nighttime hours.</p>
<p>2) Functional Impact</p>	
<p><i>a) the internal and external design, including construction detailing, the building's materials and its emergency exit routes must ensure the safety of all occupants</i></p>	<p>The design of the building, including entrances, has focused on legibility and occupier safety. All entrances are step free and comply with Part M building regulations.</p> <p>The east-to-west route through along Vinegar Yard is a pedestrian only route, with the exception of delivery and servicing vehicles and permitted emergency vehicle access.</p>
<p><i>b) buildings should be serviced, maintained and managed in a manner that will preserve their safety and quality, and not cause disturbance or inconvenience to surrounding public realm. Servicing, maintenance and building management arrangements should be considered at the start of the design process</i></p>	<p>Servicing, deliveries and refuse collection will take place from on-street loading bays located on Vinegar Yard. The access route for servicing vehicles from Vinegar Yard, and the extent of the loading bays themselves, have been reduced to the minimum acceptable sizes, to ensure the shared public realm can be maximised.</p>
<p><i>c) entrances, access routes, and ground floor uses should be designed and placed to allow for peak time use and to ensure there is no unacceptable overcrowding or isolation in the surrounding areas</i></p>	<p>The Access Strategy is outlined in the Design and Access Statement and demonstrates how vehicular movement has been moved to the fringes of the scheme to create a distinct hierarchy between pedestrians and vehicles. This hierarchy allows the public realm to serve its primary function.</p>
<p><i>d) it must be demonstrated that the capacity of the area and its transport network is capable of accommodating the quantum of development in terms of access to facilities, services, walking and cycling networks, and public transport for people living or working in the building</i></p>	<p>The Site is located 400m from London Bridge railway station and 700m from Borough Underground station. The Site is located within the Mayor's London Bridge / Bankside Opportunity Area. The combination of a high level of accessibility and the Site's location means that a tall building is acceptable in principle.</p>
<p><i>e) jobs, services, facilities and economic activity that will be provided by the development and the regeneration potential this might provide should inform the design so it maximises the benefits these could bring to the area, and maximises the role of the development as a catalyst for further change in the area</i></p>	<p>The built environment surrounding the Site is currently undergoing a period of transition which a number of large scale developments coming forward. Various planning permissions have been approved over recent years around the train station which will significantly transform the area. Further details of these schemes are set out in Section 2.0 of this Statement.</p> <p>It is anticipated that this quantum of employment floorspace will support between approximately 677 and 894 jobs. This wide range of job numbers is as a result of either the Option 1 (D1) and Option 2 (B1(b)) scenarios being pursued.</p>
<p><i>f) buildings, including their construction, should not interfere with aviation, navigation or telecommunication, and should avoid a significant detrimental effect on solar energy generation on adjoining buildings</i></p>	<p>Not applicable.</p>
<p>3) Environmental Impact</p>	
<p><i>a) wind, daylight, sunlight penetration and temperature conditions around the building(s) and neighbourhood must be carefully considered and not compromise comfort and the enjoyment of open spaces, including water spaces, around the building</i></p>	<p>The relevant technical assessments to support these environmental impacts have been undertaken as part of the Environmental Impact Assessment. The EIA concludes that the design and layout of the proposed development will not result in adverse wind, daylight, sunlight or temperature conditions for occupiers of the new building or existing residents and occupiers in the surrounding area.</p>
<p><i>b) air movement affected by the building(s) should support the effective dispersion of pollutants, but not adversely affect street-level conditions</i></p>	<p>The Air Quality Assessment is informed by dispersion modelling and concludes that the impacts on pollutant levels as a result of the operational phase of the proposed development is considered to be not significant at all sensitive locations within the vicinity of the Site. Therefore, air quality issues are not considered a constraint to obtaining planning permission.</p>
<p><i>c) noise created by air movements around the building(s), servicing machinery, or building uses, should not detract from the comfort and enjoyment of open spaces around the building</i></p>	<p>The Noise Impact Assessment confirms that no mitigation measures will be required in relation to road traffic noise. Noise emissions generated from building services plant will be controlled by the selection of suitable items of plant and the provision of suitable attenuation packages.</p>
<p>4) Cumulative Impacts</p>	
<p><i>a) the cumulative visual, functional and environmental impacts of proposed, consented and planned tall buildings in an area must be considered when assessing tall building proposals and when developing plans for an area. Mitigation measures should be</i></p>	<p>The proposed development is assessed in the context of the following two cumulative scenarios:</p> <ul style="list-style-type: none"> • Cumulative consented schemes – including Capital House and Becket House; and

<p><i>identified and designed into the building as integral features from the outset to avoid retro-fitting.</i></p>	<ul style="list-style-type: none"> • Cumulative emerging schemes – Bermondsey Snowfields, New City Court and Colechurch House. Further details of these are set out in the accompanying Environmental Statement.
<p>Part D – Public access</p>	
<p><i>Free to enter publicly-accessible areas should be incorporated into tall buildings where appropriate, particularly more prominent tall buildings where they should normally be located at the top of the building to afford wider views across London.</i></p>	<p>Free to enter publicly accessible areas are provided within the flexible retail floorspace featured at ground floor levels of the proposed main building and warehouse. The first floor of the warehouse also comprises a community hall, which will be made available to use by members of the public and local community. Given the proposed office, medical and research & development functions of the proposals, it is not considered appropriate to provide public access to the top of the main building.</p>

- 6.106 Overall, therefore, in accordance with Policy D9 and Saved Policy 3.20, a tall building is considered wholly appropriate as part of this proposed development as it is considered that any harm to the surrounding character of the area attributable to the height of the building would be considerably outweighed by the significant and demonstrable public benefits (including heritage benefits) provided by the scheme as a whole.
- 6.107 Incorporating the highest standards of architecture and materials, the proposed tall building will assist in improving the legibility of the area and emphasis a point of visual significance, in accordance with Policy D9
- 6.108 It is therefore concluded that the principle of a tall building is fully acceptable on the Site and the proposals will not give rise to any unacceptable impacts to townscape or visual receptors.

Design Considerations

- 6.109 Paragraph 124 of the NPPF sets out that planning policies and decisions should support development that makes efficient use of land, taking into account the desirability of maintaining an area’s prevailing character and setting, or of promoting regeneration and change and the importance of securing well-designed, attractive and healthy places.
- 6.110 Paragraph 126 of the NPPF outlines how the creation of high quality buildings and places is a fundamental function of the planning and development process. Good design is a key aspect of sustainable development as it creates better places in which to live and work and helps make development acceptable to communities.
- 6.111 Section 12 of the NPPF relates to “Achieving well-designed places” and sets out that the creation of high quality buildings and places is fundamental to what the planning and development process should achieve. Paragraph 130 states that planning policies and decisions should ensure that developments:
- will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;
 - are visually attractive as a result of good architecture, layout and appropriate and effective landscaping;
 - are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities);
 - establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;
 - optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and
 - create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.
- 6.112 Paragraph 134 outlines that in determining applications, great weight should be given to outstanding or innovative designs which promote high levels of sustainability, or help raise the standard of design more generally in an area, so long as they fit in with the overall form and layout of their surroundings

Adopted Development Plan Policy / Guidance

- 6.113 The London Plan emphasises the importance of enhancing London's environmental value through high quality design. Policy GG1 (Building strong and inclusive communities) outlines that those involved in planning and development must ensure that new buildings and the spaces they create are designed to reinforce or enhance the identity, legibility, permeability, and inclusivity of neighbourhoods, and are resilient and adaptable to changing community requirements.
- 6.114 Policy GG2 (Making the best use of land) re-iterates this, stating that planning and development should understand what is valued about existing places and use this as a catalyst for growth and place-making, thus strengthening London's distinct and varied character.
- 6.115 Policy D1 (London's form and characteristics) states that development design should respond to local context by delivering building and spaces that are positioned and of a scale, appearance and shape that responds successfully to the identity and character of the locality.
- 6.116 Policy D3 (Inclusive Design) states that when dealing with historic buildings and heritage assets, careful consideration should be given to inclusive design, at an early stage. This is essential to securing successful schemes that would enable.
- 6.117 In terms of views, Policy HC4 (London View Management Framework) states that development proposals should seek to make a positive contribution to, the characteristics and composition of strategic views and their landmark elements. They should also preserve and, where possible, enhance viewers' ability to recognise and to appreciate Strategically-Important Landmarks in these views and, where appropriate, protect the silhouette of landmark elements of World Heritage Sites as seen from designated viewing places.
- 6.118 Strategic Policy 1 (Sustainable Development) of the adopted Core Strategy sets out that development needs to make the most of a site's potential. In addition, Strategic Policy 12 (Design and Conservation) states that developments should achieve the highest possible standards of design for buildings and public spaces to help create attractive and distinctive places which are safe, easy to get around and a pleasure to be in.
- 6.119 Saved Policy 3.12 (Quality in Design) of the Southwark Plan states that developments should achieve a high quality of both architectural and urban design, enhancing the quality of the built environment in order to create attractive, high amenity environments people will choose to live in, work in and visit. Alterations to existing buildings should embody a creative and high quality appropriate design, specific to their site's shape, size, location and development opportunities and where applicable, preserving or enhancing the historic environment.
- 6.120 In this regard, Saved Policy 3.13 (Urban Design) sets out that the principles of good design must be taken into account in all developments. New developments should have regard to their local context and ensure they make a positive contribution to the character of the area. Developments should take into account site access and servicing, permeability, safety and ease of movement including vehicular, pedestrians and cyclists. A high quality of design and materials will be required for a street environment. A safe, informative and attractive environment should be created.

Relevant Emerging Policy / Guidance

- 6.121 Emerging Policy P12 (Design quality) of the draft NSP outlines that developments must provide high standards of design with appropriate fabric, function and composition, which responds positively to the context using durable and quality materials.

Conclusions

- 6.122 A **Design and Access Statement** produced by KPF has been submitted as part of this Application. The document sets out the detailed rationale for the design of the proposed development.
- 6.123 The proposals represent the very highest standard of design and will contribute significantly to the street scene of London. From the outset the proposal has been informed by the surrounding context of the surrounding townscape and urban

grain. The proposal will deliver a high quality building, which seeks to improve the existing environmental credentials and provides a high quality design. The design improves the form of the building, maximises the potential of the Site and improves the relationship between the building and streetscape.

- 6.124 The design and appearance of the proposed main building ensures that the prevailing 'industrial' architectural style is retained and the high quality use of materials complements, rather than detracts from, the primacy of The Shard in accordance with the policy objectives of emerging allocation policy NSP51.
- 6.125 The proposals respond to the local context by delivering buildings and spaces that are positioned and of a scale, appearance and shape that responds successfully to the character and identity of the London Bridge area. As a result of ongoing discussions with the GLA, a significant reduction was made to the revised massing of the proposed main building at the south-eastern end. This has resulted in a more gradual cascade of the roof line, principally when viewed from Bermondsey Street, which responds to the existing and emerging surrounding development context.
- 6.126 The proposed elevational treatment of the main building has also evolved, through the implementation of varied brickwork and the creation of new interstitial planted terraces, which assist with providing visual interest.
- 6.127 Emerging allocation NSP51 requires development to contribute towards an active, new high street between Borough High Street and Bermondsey Street. Any redevelopment should provide new public open space, offering spaces for meeting, informal recreation and to allow visitors to explore and enjoy the area.
- 6.128 The warehouse at 9 Fenning Street is to be retained and integrated into the proposed development. The retention of the warehouse includes the creation of a revitalised façade which includes glazed openings at ground floor level, new first floor windows, sympathetic decorative metalwork and a new handmade, architectural roof. The existing external brickwork will also be repaired. The ground floor entrance to the warehouse has been amended slightly to ensure it allows for a continuous west-east pedestrian route along Vinegar Yard.
- 6.129 The proposals will provide a new area of public realm, incorporating a public garden and substantive landscaping and urban greening, achieving a policy compliant Urban Greening Factor of 0.301. The development recognises the importance of the public realm and the contribution it makes to the character of a place, in accordance with London Plan Policy D1.
- 6.130 In accordance with Policy D8, the new public garden also incorporates an innovative and highly space efficient cycle parking system which encourages active travel to and from the Site.
- 6.131 The proposed development also includes a high quality material palette, which relates to the surrounding context and is creative in application. The proposed materiality of the development is contextually-led and reminiscent of the historic warehouses which are situated in this part of London. The development has been informed by the surrounding historic environment and taken forward with a number of local architectural cues. This accords with London Plan Policy HC4 and Saved Policy 3.13 of the Southwark Plan.
- 6.132 The Site in its current form is fragmented and makes a limited contribution to the character, appearance and function of the surrounding townscape. The proposed development will form part of the established context of tall and mid-rise modern development within close proximity to London Bridge Station.
- 6.133 The ground floor includes a number of active frontages which will animate the adjacent streets and assist in transforming a transient thoroughfare into a 'place' for people to spend time and enjoy. This is consistent with the aspirations of Strategic Policy 12 of the Southwark Core Strategy.
- 6.134 Since submission of the application to the GLA in December 2020, the applicant has worked with officers at the GLA and LBS to ensure the proposed east-to-west pedestrian route which runs from Fenning Street to Snowsfields is better aligned, and maximises permeability and legibility across the Site. This is a key objective of emerging site allocation NSP51 and the wider St Thomas Street East Framework, and the proposed successfully development delivers this.

6.135 Overall, it is considered that the proposed development comprises a high quality design with appropriate fabric, function and composition which responds successfully to both the established and emerging identify and character of the London Bridge area and fully accords with the relevant adopted and emerging development plan considerations in respect of design.

Secured By Design

Adopted Development Plan Policy / Guidance

6.136 London Plan Policy D11 (Safety, security and resilience to emergency) requires development proposals to maximise building resilience and minimise potential physical risks. Development should include measures to design out crime that – in proportion to the risk – deter terrorism, assist in the detection of terrorist activity and help mitigate its effects. These measures should be aesthetically integrated into the development and wider area.

6.137 Strategic Policy 12 (Design and Conservation) of the Southwark Core Strategy intends to ensure development schemes achieve the Secured by Design principle.

6.138 Saved Policy 3.14 (Designing out Crime) of the Southwark Plan states that development should be designed to improve community safety and crime prevention.

Emerging Development Plan Policy / Guidance

6.139 Emerging Policy P15 (Designing out crime) of the draft NSP sets out the design criteria proposed development should accord with. This criteria relates to natural surveillance, pedestrian routes, signage, lighting and public and private boundaries.

Conclusion

6.140 As part of the pre-application process, the proposed development was discussed with the Metropolitan Police and their anti-terrorism unit.

6.141 It was considered that the high level of ground floor permeability through the Site assisted in contributing to the overall security of the development. A number of design recommendations were made which include the following:

- Close off access to office escalators after working hours;
- Provide the ability to close off the pavilion feature staircase at basement level;
- Enclose group cycle parking areas, with ideally no more than 80 stands clustered together; and
- Ensuring all terrace balustrades are a minimum of 1.8m tall.

6.142 These recommendations have since been adopted and are presented within the proposed development, therefore fully meeting the policy requirements described above.

Public Realm and Landscaping

Adopted Development Plan Policy / Guidance

6.143 Policy GG1 (Building strong and inclusive communities) of the London Plan states that to build on the city's tradition of openness, diversity and equality, and help deliver strong and inclusive communities, those involved in planning and development must provide access to good quality community spaces, services, amenities and infrastructure that accommodate, encourage and strengthen communities, increasing active participation and social integration, and addressing social isolation.

- 6.144 Part E of Policy GG1 goes on to state that development must ensure that streets and public spaces are consistently planned for people to move around and spend time in comfort and safety, creating places where everyone is welcome, which foster a sense of belonging, which encourage community buy-in, and where communities can develop and thrive.
- 6.145 Part G of Policy GG1 sets out ensure new buildings and the spaces they create are designed to reinforce or enhance the identity, legibility, permeability, and inclusivity of neighbourhoods, and are resilient and adaptable to changing community requirements.
- 6.146 Part H of Policy GG1 outlines that new development should support and promote the creation of a London where all Londoners can move around with ease and enjoy the opportunities the city provides, creating a welcoming environment that everyone can use confidently, independently, avoiding separation or segregation. Similarly part I of Policy GG1 supports the promotion and creation of an inclusive London where barriers are minimised.
- 6.147 Policy D5 (Inclusive design) sets out that development proposals should achieve the highest standards of accessible and inclusive design by providing high quality people focused spaces that are designed to facilitate social interaction and inclusion and to be convenient and welcoming with no disabling barriers. Development should also be able to be entered, used and exited safely, easily and with dignity for all.
- 6.148 The London Plan recognises the importance of the public realm and the contribution it makes to the character of a place. Policy D8 (Public realm) states development proposals should encourage and explore opportunities to create new public realm where appropriate and ensure the public realm is well-designed, safe, accessible, inclusive, attractive, well-connected, relates to the local and historic context, and easy to understand, service and maintain.
- 6.149 Policy D8 also seeks for development proposals to maximise the contribution that the public realm makes to encourage active travel.
- 6.150 Policy G5 (Urban greening) sets out that major development proposals should contribute to the greening of London by including urban greening as a fundamental element of site and building design, and by incorporating measures such as high-quality landscaping (including trees), green roofs, green walls and nature-based sustainable drainage. A target Urban Greening Factor (UGF) of 0.3 is recommended for predominately commercial development.
- 6.151 The Public London Charter (London Plan Guidance) was adopted by the GLA in September 2021 and aims to ensure that London's public spaces are safe, accessible, inclusive, attractive, well-connected and easy to understand, well maintained and serviced. It promotes public space that is open and offers the highest level of public access. The Charter comprises the following eight key principles:
- Public welcome;
 - Openness;
 - Unrestricted use;
 - Community focus;
 - Free of charge;
 - Privacy;
 - Transparency; and
 - Good stewardship.
- 6.152 At the local level, Strategic Objective 2E of the Southwark Core Strategy seeks to create a liveable public realm which is permeable and benefits from excellent public transport links.

Emerging Development Plan Policy / Guidance

- 6.153 Emerging Policy SP2 (Regeneration that works for all) of the draft NSP sets out the Council's desire to ensure that buildings have a positive relationship with the public realm and the existing place, providing opportunities for new street trees, and designing lower floors to directly relate to the street, with an appropriate transition in scale to create a positive pedestrian experience and developments that link with the existing communities.

- 6.154 Emerging Policy P12 (Design of places) states that development must ensure a high quality public realm that encourages walking and cycling and is safe, legible, and attractive, and eases the movement of pedestrians, cyclists, pushchairs, wheelchairs and mobility scooters and vehicular traffic. Street clutter should be avoided.
- 6.155 Emerging Policy P58 (Green infrastructure) sets out that major development must provide new publically accessible open space and green links. Green infrastructure should be designed to integrate with the wider green infrastructure network and townscape / landscape, increasing access for people and habitat connectivity. It should also be designed to extend and upgrade the walking and cycling networks between spaces to promote a sense of place and ownership for all.
- 6.156 The Site forms part of emerging site specific allocation NSP51 which requires new open space to be provided of at least 15% of the site area.

Conclusions

- 6.157 The proposed development includes a significant area of public realm (1,533 sq.m.) and 190 sq.m. will be delivered as a new public garden, comprising high quality hard and soft landscaping. This significantly improves the surrounding townscape and assists in achieving the urban design strategies set out within the adopted and emerging development plan policies. Details of the proposed landscaping and public realm are set out in Spacehub's **Landscape and Public Realm Strategy** submitted as part of the application.
- 6.158 Following removal of the pavilion and performance venue on the eastern part of the Site, the proposed development will create a new public garden equating to 190 sq.m. of green space. It will be planted with a range of native and wildlife-friendly plants and new tree planting is proposed. The space has the opportunity to offer significant urban greening and has a south-facing aspect to encourage people to stop and dwell here. The intention is to create an inclusive space which can facilitate community interaction, in accordance with Policy GG1 of the London Plan.
- 6.159 The overall public realm provision is 1,533 sq.m. which equates to 51% of the site area. This exceeds the requirements of emerging Policy NSP51 which seeks new open space on at least 15% of site area. In this regard therefore the scheme is considered more than acceptable in planning terms.
- 5.30 The GLA's Public London Charter sets out the rights and responsibilities of owners, managers and users of new public spaces. The eight key principles of the Public London Charter are:
- Public welcome;
 - Openness;
 - Unrestricted use;
 - Community focus;
 - Free of charge;
 - Privacy;
 - Transparency; and
 - Good stewardship.
- 6.160 The proposed development incorporates a generous proportion of new public realm and the applicant will seek to commit to the above principles to ensure the appropriate management of this high quality public space. It is anticipated that this could be addressed via an appropriately worded planning condition.
- 6.161 The proposed setbacks in the massing of the main building create opportunities for the creation of a number of interstitial roof terraces. These terraces will be located on levels 8, 10, 13, 15 and 17 of the main building. They will include 1.8m glass balustrades for safety and wind comfort and all terraces will receive direct sunlight and offer panoramic views. All terraces will be bordered with a perimeter planter which will provide a green edge visible from the ground.
- 6.162 The terraces are to be attractively landscaped with a variety of hard and soft landscaping including integrated seating and lighting. These are intended to assist with contributing to the wellbeing of occupiers of the building. The proposals also incorporate eight smaller terraces distributed around the building and located adjacent to the workspaces.

- 6.163 An overarching landscape design for St Thomas Street East will continue to be developed and a strategy will be devised in accordance with the principles developed for the Framework area and as agreed with the London Borough of Southwark. It is anticipated this landscape provision will be secured through either an appropriately worded planning condition, S106 planning obligation and/or via a S278 highways agreement.
- 6.164 In accordance with Policy G5 of the London Plan in relation to urban greening, the proposed development exceeds the target UGF score of 0.3 for predominately commercial development and achieves a score of 0.301. Such urban greening methods proposed are as follows:
- Intensive green roof or vegetation over structure;
 - Flower-rich perennial planting;
 - Hedges; and
 - Amenity grassland.
- 6.165 This demonstrates that the proposed development is positively contributing to the 'greening' of the existing site through the incorporation of high quality amenity space, new public realm, and measures to enhance biodiversity and the use of SuDS techniques.
- 6.166 The Site boundary incorporates existing roads along St Thomas Street, Fenning Street and Snowsfields which naturally reduces the potential for greening on the Site and distorts the UGF calculation. These roads are depended on by third parties which fall outside of the red line boundary of this application, and therefore the development is unable to amend these to improve the UGF score.
- 6.167 Notwithstanding these constraints identified above, we consider that the UGF performance is still strong and the proposed development presents a significant improvement in the delivery of new public green space and place-making is a clear focus of the development proposals, which comply with the adopted and emerging policy criteria relating to public realm and landscaping.

Heritage, Conservation and Archaeology

- 6.168 Section 72(1) of the Planning (Listed Buildings and Conservation Areas Act) 1990 states that with respect to any buildings or other land in a conservation area, special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.
- 6.169 Section 66(1) of the Planning (Listed Buildings and Conservation Areas Act) 1990 states that in considering whether to grant planning permission for development which affects a listed building or its setting, the decision-maker shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historical interest which it possesses.
- 6.170 Section 16 of the NPPF refers to conserving and enhancing the historic environment. Paragraph 192 sets out that in determining applications, local planning authorities should take account of:
- the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
 - the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
 - the desirability of new development making a positive contribution to local character and distinctiveness.
- 6.171 Paragraph 199 of the NPPF sets out that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.

6.172 Paragraph 202 of the NPPF states that where a development proposal would lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal.

Adopted Development Plan Policy / Guidance

6.173 Part C of Policy HC1 (Heritage conservation and growth) of the London Plan indicates that development proposals affecting heritage assets, and their settings should conserve their significant, by being sympathetic to the assets' significance and appreciation within their surroundings.

6.174 Policy HC2 (World Heritage Sites) outlines that development proposals in World Heritage Sites and their settings should conserve, promote and enhance their Outstanding Universal Value, including the authenticity, integrity and significance of their attributes, and support their management and protection.

6.175 At a local level, Strategic Objective 2F intends to conserve and enhance Southwark's heritage assets and wider historic environment. Strategic Policy 12 (Design and Conservation) of the Southwark Core Strategy states that development will achieve the highest possible standards of design to help create attractive and distinctive places which are safe, easy to get around and a pleasure to be in. The policy seeks development to conserve or enhance the significance of Southwark's heritage assets, their settings and wider historic environment, including archaeological priority zones and scheduled monuments.

6.176 Saved Policy 3.15 (Conservation of Historic Environment) of the Southwark Local Plan states that developments should preserve or enhance the special interest or historic character or appearance of buildings or areas of historical or architectural significance.

6.177 Saved Policy 3.19 (Archaeology) requires applications affecting sites within Archaeological Priority Zones (APZs) to be accompanied by an archaeological assessment and evaluation of the site, including the impact of the proposed development.

Relevant Emerging Policy / Guidance

6.178 Emerging Policy P19 (Conservation areas) of the draft NSP states that development relating to conservation areas will only be granted where:

- The development conserves and enhances the significance of conservation areas, taking into account their local character, appearance and positive characteristics published in Conservation Area Appraisals and Conservation Area Management Plans; and
- The development conserves and enhances the significance of a conservation area's setting, including views to and from the conservation area.

6.179 Emerging Policy P20 (Conservation of the historic environment and natural heritage) states that developments must conserve and enhance the significance of the following heritage assets and their settings.

6.180 Emerging Policy P22 (Archaeology) sets out that development must conserve the archaeological resources commensurate to its significance. Development must preserve archaeological remains of national importance in situ and preserve archaeological remains of local importance in situ unless the public benefits of the development outweigh the loss of archaeological remains.

6.181 Emerging Policy P21 (World heritage sites) outlines that development will only be permitted when the significance of the Outstanding Universal Vale of World Heritage Sites and their settings are sustained and enhanced.

Conclusions

6.182 A **Heritage, Townscape and Visual Impact Assessment (HTVIA)** and **Heritage Impact Assessment** have been prepared by Montagu Evans and submitted with this application. They provide an assessment of the impact of the

proposed development on heritage, townscape and visual receptors. There are no statutorily listed or locally listed buildings within the site boundary. Part of the Site, comprising the existing warehouse does form part of the designated Bermondsey Street Conservation Area.

6.183 As a whole these Assessments identify that the proposed development generates a low level of 'less than substantial harm' to the significance of the Bermondsey Street Conservation Area, using the terminology of paragraph 202 of the NPPF at the lower end of the less than substantial harm category. The decision maker is required to give considerable importance and weight to such heritage harm when taking into account the public benefits of the proposed development. Such public benefits include:

- The delivery of a high quality mixed use development on brownfield land which is currently under-utilised for employment, and in a highly sustainable location, consistent with the draft allocation in the emerging NSP;
- The delivery of more than 8,000 sq.m. (GIA) of high quality and modern office floorspace;
- The creation of more than 12,000 sq.m. (GIA) of high specification and adaptable medical and research & development floorspace, which supports the SC1 Life Science and Innovation District global life sciences hub' within the South East London Innovation Quarter and has potential to meet outpatient need for Guys and St Thomas's NHS Trust;
- The creation of between approximately 677 and 894 jobs, subject to the implementation of Option 1 (D1) and Option 2 (B1(b));
- The provision of affordable, flexible workspace that exceeds policy requirements and will cater for SMEs and businesses within the local proximity. Southwark Studios would be offered affordable floorspace at a market discount of circa 70%, which is far in excess of a typical affordable workspace discount offered in LBS;
- The retention and refurbishment of the existing warehouse at 9 Fenning Street to create 180 sq.m. (GIA) of new community and cultural floorspace at first floor level;
- The delivery of a mix of flexible, active retail uses at street level along St Thomas Street and the ground floor of the warehouse, enhancing the vitality of the area through the creation of new active frontages;
- The creation of a new public garden on the eastern part of the Site which assists with the development achieving an Urban Greening Factor of 0.301, in line with policy targets;
- The delivery of significant landscaping and high quality public realm enhancements;
- Improvements to permeability within and through the Site for pedestrians and cyclists through the creation of a new and enhanced east-to-west route providing enhanced connectivity within the St Thomas Street East Framework area;
- Contributions toward sustainable transport modes through the provision of 290 long-stay cycle parking spaces and 173 short-stay cycle parking spaces;
- The creation of an underground automated cycle system which both improves accessibility to the Site by sustainable modes of transport and also maximises the above ground space for landscaping and public realm improvements;
- The creation of roof terraces at different levels of the building, providing break-out space for staff and catering for the wellbeing of occupants;
- Providing the following regulated carbon dioxide savings for the two flexible development options:
- Option 1 (medical – Use Class D1): 57% relative to a New-Build Part L2A 2013 compliant development, using SAP10 carbon factors; and
- Option 2 (research & development – Use Class B1(b)): 55% relative to a New-Build Part L2A 2013 compliant development, using SAP10 carbon factors.
- Creation of an 'Air Quality Positive' development;
- Achieving a BREEAM rating of 'Excellent', as assessed under the BREEAM 2018 New Construction 'Shell and Core';
- Commitment to CIL payments of between £4 million and £8 million, as a local finance consideration, which is a relevant material consideration under Section 70(4) of the Town and Country Planning Act 1990; and
- Ensuring the best use of the Site, delivering a sustainable form of development in accordance with current adopted and emerging planning policy.

- 6.184 The proposed development also creates heritage benefits to the Bermondsey Street Conservation Area which paragraph 18a-020-20190723 of the Planning Practice Guidance confirms should be taken into account as part of the public benefits package. In particular, the proposed development includes the refurbishment of the existing warehouse building, which is complementary to the historic industrial character of the Conservation Area and its retention is seen by the London Borough of Southwark as important to protect its character and appearance.
- 6.185 At ground floor, the proposed development would comprise significant urban design benefits, including opening up views of the Horseshoe Inn public house along Melior Street, animation of the ground floor through active frontages and creation of new public garden and permeable routes through the application site towards St Thomas Street, which are envisaged by the St Thomas Street East Framework and emerging site allocation NSP51.
- 6.186 The **HTVIA** and **Heritage Impact Assessment** have also considered the contribution that setting makes towards the significance of heritage assets in the wider area. AVRs of the proposed development contained in the **HTVIA** have informed the assessment of visual impact to the setting of heritage assets. In all cases, the assessment finds the proposed development would have a neutral effect upon setting and thus would preserve their significance.
- 6.187 In accordance with Policy HC2 and emerging Policy P21, the proposed development reduced in height during the pre-application process and in response to views from within and across the Tower of London World Heritage Site, the proposed massing has continued to stagger down towards Bermondsey Street and Tanner Lane. The proposed development is therefore not considered to impact the Outstanding Universal Value of the Tower of London WHS, as demonstrated by a series of views at Section 10.0 of the **HTVIA**.
- 6.188 In terms of archaeology, a desk based **Archaeological Assessment and Written Scheme of Investigation (WSI)** have been prepared by Mills Whipp and submitted with this application. These confirm that the Site lies within an Archaeological Priority Area but does not contain any Scheduled Ancient Monuments.
- 6.189 The WSI sets out that a series of excavation works are recommended, through trenching and auguring. On completion of these works, each trench will be backfilled with the excavated material and compressed to ensure the trenches are left level with the ground.
- 6.190 In agreement with LBS, a subsequent Archaeological Evaluation Report was prepared by Mills Whipp and submitted with this application. The evaluation consisted of four trenches between 10m and 20m in length, completed in accordance with the approved WSI. The project was also monitored by Gillian King, Senior Archaeology Officer for the London Borough of Southwark.
- 6.191 In accordance with Saved Policy 3.19 of the Southwark Plan and emerging Policy P22 of the draft NSP, the proposed development has made provision for the protection of archaeological resources and is therefore considered fully acceptable in planning terms.
- 6.192 The significance of Southwark's heritage assets, including archaeological priority zones, their settings and historic environment have been considered as part of this application and therefore complies with Strategic Policy 12 of the Southwark Core Strategy.
- 6.193 We conclude therefore that the heritage and public benefits of proposed development clearly outweigh any heritage, townscape and visual impact harm identified and therefore, and in all other respects, accords with relevant adopted Development Plan policy and emerging plan policy.

Traffic and Transport

- 6.194 Section 9 of the NPPF relates to promoting sustainable transport. Paragraph 108 sets out that in assessing specific applications for development, it should be ensured that:
- Appropriate opportunities to promote sustainable transport modes can be – or have been – taken up, given the type of development and its location;

- Safe and suitable access to the site can be achieved for all users; and
- Any significant impacts from the development on the transport network (in terms of capacity and congestion), or on highway safety, can be cost effectively mitigated to an acceptable degree.

6.195 Paragraph 111 of the NPPF outlines that development should only be refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.

6.196 Paragraph 112 of the NPPF states that applications for development should:

- give priority first to pedestrian and cycle movements, both within the scheme and with neighbouring areas; and second – so far as possible – to facilitating access to high quality public transport, with layouts that maximise the catchment area for bus or other public transport services, and appropriate facilities that encourage public transport use;
- address the needs of people with disabilities and reduced mobility in relation to all modes of transport;
- create places that are safe, secure and attractive – which minimise the scope for conflicts between pedestrians, cyclists and vehicles, avoid unnecessary street clutter, and respond to local character and design standards;
- allow for the efficient delivery of goods, and access by service and emergency vehicles; and
- be designed to enable charging of plug-in and other ultra-low emission vehicles in safe, accessible and convenient locations.

Adopted Development Plan Policy / Guidance

6.197 Policy GG2 (Making the best use of land) of the London Plan requires development to plan for good local walking, cycling and public transport connections to support a strategic target of 80% of all journeys using sustainable travel, enabling car-free lifestyles that allow an efficient use of land, as well as using new and enhanced public transport links to unlock growth.

6.198 Policy GG3 (Creating a healthy city) states that development should use the Healthy Streets Approach to prioritise health in all planning decisions.

6.199 Policy T1 (Strategic approach to transport) states that all developments should make the most of effective use of land, reflecting its connectivity and accessibility by existing and future public transport, walking and cycling routes, and ensure that any impact on London's transport networks and supporting infrastructure are mitigated.

6.200 Policy T2 (Healthy Streets) states that development proposals should deliver patterns of land use that facilitate residents making shorter, regular trips by walking or cycling. Development proposals should:

- Demonstrate how they will deliver improvements that support the ten Healthy Streets Indicators with TfL guidance;
- Reduce the dominance of vehicles on London's streets whether stationary or moving; and
- Be permeable by foot and cycle and connect to local walking and cycling networks as well as public transport.

6.201 Policy T5 (Cycling) sets out that development proposals should remove barriers to cycling and create a healthy environment in which people chose to cycle. Development proposals should secure the provision of appropriate levels of cycle parking which should be fit for purpose, secure and well-located. Cycle parking should be designed and laid out in accordance with the guidance contained in the London Cycling Design Standards.

6.202 Policy T6 (Car Parking) states that car parking should be restricted in line with levels of existing and future public transport accessibility and connectivity. Car-free development should be the starting point for all development in places that are well-connected by public transport. It goes on to set out that car-free development should still provide disabled persons parking.

- 6.203 Strategic Policy 2 (Sustainable Transport) of the Core Strategy states that the Council will encourage walking, cycling and the use of public transport rather than travel by car. This will be achieved through developments prioritising walking and cycling and encouraging maximum use of public transport and minimum use of cars.
- 6.204 Saved Policy 5.2 (Transport Impacts) of the Southwark Local Plan sets out that planning permission will not be granted for development if it results in an adverse impact on transport networks, for example through significant increases in traffic or pollution.
- 6.205 In addition, Saved Policy 5.3 (Walking and Cycling) highlights that planning permission will be granted for developments provided that they provide adequate provision for pedestrians and cyclist.

Relevant Emerging Policy / Guidance

- 6.206 Emerging Policy P49 (Highways impacts) of the draft NSP sets out that development must minimise the demand for private car journeys and demonstrate that the road network has sufficient capacity to support any increase in the number of the journeys by the users of the development, taking into account the cumulative impact of adjoining or nearby development. Development is also expected to ensure safe and efficient operation of the local road network, the bus network and the Transport for London Road Network.
- 6.207 Emerging Policy P49 also sets out that development must incorporate delivery and servicing and demonstrate how the construction phase of the development that needs to use the public highway can be safely accomplished.
- 6.208 In terms of cycle parking, emerging Policy P52 (Cycling) requires development to provide cycle parking that is secure, weatherproof, conveniently located, well-lit and accessible. For commercial uses it will be necessary to provide associated showers and changing facilities that are proportionate to the number of cycle parking spaces provided.

Conclusions

- 6.209 The Site is located within a highly sustainable location and can be successfully accommodated by the local transport network and existing public transport facilities. It has a PTAL rating of 6b demonstrating an 'excellent' level of accessibility to public transport and the highest possible rating.
- 6.210 Strategic Policy 2 and Policy GG2 and T1 encourage walking, cycling and the use of public transport rather than the car. A new east to west pedestrian route is proposed along the southern boundary of the Site which would deliver the St Thomas Street East Framework Area aspiration of creating a secondary route running parallel to St Thomas Street. This will enhance the overall connectivity of the Site and given the proximity to London Bridge station it will assist with encouraging maximum use of public transport.
- 6.211 A Pedestrian Environment Review System (PERS) Audit has also been undertaken as part of the submitted **Transport Assessment**, which establishes that the pedestrian environment around the Site is generally of a high standard. The proposed development offers the opportunity to significantly improve the public realm within the Site and thus work to increase the number of pedestrians accessing the Site. This accords with Saved Policy 3.5 of the Southwark Local Plan and also Policy T2 which relates to the creation of Healthy Streets.
- 6.212 The proposed development will be car-free with the exception of two disabled parking bays. It has been agreed with officers at GLA and TfL that both of these spaces will be provided on-street on Snowfields. This complies with both the GLA's and London Borough of Southwark's preference for car-free development within Central London.
- 6.213 In relation to cycle parking, the cycle parking requirement for the medical (D1) scenario (Option 1) and research and development (B1(b) scenario (Option 2), with reference to the London Plan standards, are set out in the two tables below:

Table 6.2 Option 1 – London Play Cycle Parking Requirements.

Use	Unit	London Plan 2021 Standards		Requirements		TOTAL
		Long-Stay	Short-Stay	Long-Stay	Short-Stay	
B1(a) Offices / AWS	16,061sqm GEA	1 space per 75sqm	First 5,000sqm: 1 space per 500sqm; thereafter: 1 space per 5,000sqm	216	12	226
D1 Outpatient / Health Centre	350 Staff (17,066sqm GEA)	1 space per 5 FTE staff	1 space per 3 FTE staff	70	117	187
A1, A2-A5 Retail / Restaurant	812sqm GEA	1 space per 175sqm	1 space per 20sqm	5	41	46
D1 Community Use	253sqm GEA	1 space per 8 FTE staff	1 space per 100sqm	1	3	4
TOTAL				292	173	465

Table 6.3 – Option 2 – London Plan Cycle Parking Requirements.

Use	Unit	London Plan 2021 Standards		Requirements		TOTAL
		Long-Stay	Short-Stay	Long-Stay	Short-Stay	
B1(a) Offices / AWS	15,841sqm GEA	1 space per 75sqm	First 5,000sqm: 1 space per 500sqm; thereafter: 1 space per 5,000sqm	213	12	223
B1(b) Research and Development	17,260sqm GEA	1 space per 250 sqm (GEA)	1 space per 1,000 sqm (GEA)	69	17	86
A1, A2-A5 Retail / Restaurant	840sqm GEA	1 space per 175sqm	1 space per 20sqm	5	42	47
D1 Community Use	249sqm GEA	1 space per 8 FTE staff	1 space per 100sqm	1	2	3
TOTAL				288	73	361

- 6.214 The tables above show that Option 1 generates a cycle parking requirement of 465 spaces (292 long-stay spaces and 173 short-stay spaces) while Option 2 generates a cycle parking requirement of 361 spaces (288 long-stay spaces and 73 short-stay spaces).
- 6.215 Given the above, it is proposed that 292 long-stay spaces and 173 short-stay spaces (465 spaces in total) will be provided for both development options.
- 6.216 The proposed cycle parking provisions are therefore in accordance with London Plan standards for Option 1 and in excess of the London Plan standards for Option 2. Given the standards are minimum requirements, the proposals are in accordance with local policy requirements.
- 6.217 An innovative element of the proposals is to provide automated parking in an underground silo, located to the east of the Site. This system has been discussed in detail with officers at the GLA and TfL and is supported. It provides a total of 204 cycle parking spaces, which comprises 44% of the total cycle parking provision. Further details of this provision are set out in the **Design and Access Statement**.
- 6.218 In addition to the automated parking there are 64 Sheffield stands located around the Site at ground floor level, including accessible Sheffield spaces. The remainder of the parking spaces, in the form of double stacked racks and Brompton lockers housed in a store at basement level 1 and accessed via a stepped ramp and lift from St Thomas Street. The secure storage of the bicycles accords with the requirements of Policy T5 and emerging Policy P52.
- 6.219 The proposed development also promotes sustainable transport modes and is supported by a **Framework Travel Plan**, prepared by Caneparo Associates, which will encourage trips to be undertaken by sustainable modes of travel. The overriding objective of the Travel Plan is to engage with and encourage employees to use more sustainable ways of travelling to / from the development site through more effective promotion of active modes. This will minimise the impact of the development on the surrounding public transport network.
- 6.220 The Travel Plan will be reviewed annually, for five years, and it is anticipated that the creation of a Framework Employee Travel Plan can be secured via an appropriately worded planning condition or planning obligation as part of the Section 106 Agreement.

- 6.221 In accordance with Policy T1 of the London Plan, the proposed development makes the most effective use of land by reflecting on its connectivity and accessibility by sustainable modes of transport and ensuring that any impact on London's transport networks and supporting infrastructure are mitigated.
- 6.222 It is concluded therefore that the proposals are suitable for this location from a traffic and transport perspective and they accord with transport policy objectives at the national, regional and local levels. As required by paragraph 111 of the NPPF, the proposed development will not create an unacceptable impact on highway safety, nor will the residual cumulative impact on the road network be severe. As such, we consider the proposals are wholly acceptable on highways grounds.

Deliveries, Servicing and Refuse Management

Adopted Development Plan Policy / Guidance

- 6.223 Policy T6 of the London Plan sets out that adequate provision should be made for efficient deliveries and servicing and emergency access.
- 6.224 Policy T7 (Deliveries, servicing and construction) sets out that development proposals should facilitate safe, clean, and efficient deliveries and servicing. Provision of adequate space for servicing, storage and deliveries should be made off-street, with on-street loading bays only used where this is not possible.
- 6.225 Strategic Policy 13 (High environmental standards) of the Southwark Core Strategy states the Council will require developers to demonstrate how they will avoid waste and minimise landfill from construction and use of a development.
- 6.226 Saved Policy 3.7 (Waste Reduction) of the Southwark Plan states that all developments are required to ensure adequate provision of recycling, composting and residual waste disposal, collection and storage facilities. The design of waste and recycling facilities must be easily and safely accessible, improving local amenity.
- 6.227 Saved Policy 3.11 (Efficient Use of Land) of the Southwark Plan sets out that all developments should ensure that they maximise the efficient use of land whilst making adequate provision for servicing, circulation and access to, from and through the site.

Emerging Development Plan Policy / Guidance

- 6.228 Emerging Policy P49 of the draft NSP sets out that development must incorporate delivery and servicing and demonstrate how the construction phase of the development that needs to use the public highway can be safely accomplished.

Conclusions

- 6.229 **A Draft Delivery and Servicing Management Plan** has been prepared by Caneparo Associates and is appended to the **Transport Assessment**.
- 6.230 The proposed development incorporates a flexible D1 and B1(b) use at levels one to ten of the proposed main building, and therefore, it has been necessary to revisit the servicing strategy since submission of the application to LBS in December 2018. As a result of discussions with officers at the GLA and TfL, it has been determined that servicing on-street via Fenning Street is no longer appropriate. Servicing will take place on-site via a loading bay, located to the south east of the building, which is accessed via a re-routed Vinegar Yard leading from Snowfields. This route will be a shared surface that will act as high quality public realm during peak hours when deliveries will be excluded from the space.
- 6.231 A consolidation strategy will be secured to ensure the number of deliveries to the Site are reduced, with organised delivery times and managed loading and unloading arrangements. This strategy will ensure the hours in which the adjacent new public realm can be fully utilised are maximised.

- 6.232 Through discussions with the GLA, TfL and LBS, the extent of the loading bay has been reduced to the minimum, with space being provided for two 3.5 tonne panel vans. The access route for servicing vehicles, from Vinegar Yard, has also been reduced to the minimum acceptable width, to ensure the shared public realm can be maximised.
- 6.233 This servicing route has also been changed to support the wider ambitions of TfL for the Site and the masterplan to implement the 'Healthy Streets' cycle lane and traffic calming in St Thomas Street, in accordance with Policy T2 of the London Plan.
- 6.234 Therefore, it is evident that the proposed development complies with Saved Policy 3.11 of the Southwark Plan and Policy T7 of the London Plan from a delivery and servicing perspective.
- 6.235 In terms of waste, general waste from the office, medical and research & development and ground floor retail will be combined and compacted in a dedicated refuse room at basement level 2. Specialist medical waste will be separated at source into different bins on the medical floors, and stored in a separate room, also at basement level 2. The warehouse retail unit has a small dedicated refuse store, from which rubbish can be collected from Fenning Street.
- 6.236 It is anticipated that the delivery and servicing operational strategy would be secured via a suitably worded planning condition attached to the planning permission, which will ensure the Site operates under the terms of a site specific Delivery and Servicing Management Plan.

Energy and Sustainability

- 6.237 Section 14 of the NPPF relates to "Meeting the challenge of climate change, flooding and coastal change" and states that the planning system should help to shape places in ways that contribute to radical reductions in greenhouse gas emissions, minimise vulnerability and improve resilience; encourage the reuse of existing resources including the conversion of existing buildings; and support renewable and low carbon energy and associated infrastructure.
- 6.238 Paragraph 154 of the NPPF states that new development should be planned for in ways that can help to reduce greenhouse gas emissions, such as through its location, orientation and design. Paragraph 157 requires new development to take account of landform, layout, building orientation, massing and landscaping to minimise energy consumption.

Adopted Development Plan Policy / Guidance

- 6.239 The London Plan places emphasis on the importance of energy efficiency and sustainability within all development proposals. Policy SI2 (Minimising greenhouse gas emissions) outlines that major developments should be net zero-carbon, which means reducing carbon dioxide emissions in operation and minimising both annual and peak energy demand in accordance with the following energy hierarchy:
- be lean: use less energy and manage demand during operation;
 - be clean: exploit local energy resources (such as secondary heat) and supply energy efficiently and cleanly
 - be green: maximise opportunities for renewable energy by producing, storing and using renewable energy on-site; and
 - be seen: monitor, verify and report on energy performance.
- 6.240 Policy SI2 also sets out that a minimum on-site reduction of at least 35% beyond Building Regulations is required for major development. Non-residential development should achieve 15% through energy efficient measures.
- 6.241 Policy SI2 outlines that development proposals referable to the Mayor should calculate whole life-cycle carbon emissions through a nationally recognised Whole Life-Cycle Carbon Assessment and demonstrate actions taken to reduce life-cycle carbon emissions.
- 6.242 Policy SI4 (Managing heat risk) outlines that major development proposals should demonstrate through an energy strategy how they will reduce the potential for internal overheating and reliance on air conditioning systems in accordance with the cooling hierarchy.

- 6.243 Policy SI7 (Reducing waste and supporting the circular economy) sets out that resource conservation, waste reduction, increases in material re-use and recycling, and reductions in waste going for disposal will be achieved by promoting a more circular economy that improves resource efficiency and innovation to keep products and materials at their highest use for as long as possible. Developments should encourage waste minimisation and waste prevention through the reuse of materials and using fewer resources in the production and distribution of products.
- 6.244 The GLA have also adopted a Sustainable Design and Construction SPD (2014) which provides guidance on achieving an energy efficient design, meeting the carbon reduction targets, using decentralised energy sources, and support for monitoring energy use during occupation.
- 6.245 At a local level, strategic Policy 13 (High Environmental Standards) of the Southwark Core Strategy sets out that development is required to meet the highest possible environmental standards. All new development is required to be designed and built to minimise greenhouse gas emissions across its lifetime. All developments should be designed so that they require as little energy as possible to build and use. Developments should use low and zero carbon sources of energy.
- 6.246 Saved Policy 3.4 (Energy Efficiency) states that all development must be designed to maximise energy efficiency and to minimise and reduce energy consumption and carbon dioxide emissions. Major development will be required to provide an assessment of the energy demand of the proposed development and should demonstrate how the Mayor's energy hierarchy will be applied.
- 6.247 LBS have adopted a Sustainable Design and Construction SPD (2009) which makes reference to the energy hierarchy which encourages development to take account of the following:
- Choose materials and fittings carefully;
 - Install efficient energy systems (including CHP);
 - Consider renewable energy choices; and
 - Demonstrate adaptation to climate change.

Emerging Development Plan Policy / Guidance

- 6.248 Emerging Policy P68 (Sustainability standards) of the draft NSP states that development must achieve a BREEAM rating of 'Excellent' for non-residential development. Development must reduce the risk of overheating, taking into account climate change predictions over the life time of the building, in accordance with prioritised measures set out in the following cooling hierarchy:
- Minimise internal heat generation through energy efficient design; then
 - Reduce the amount of heat entering a building through the orientation, shading, albedo, fenestration, insulation and green roofs and walls; then
 - Manage the heat within the building through exposed internal thermal mass and high ceilings; then
 - Passive ventilation; then
 - Mechanical ventilation; then
 - Active cooling systems (ensuring they are the lowest carbon options).
- 6.249 Emerging Policy P69 (Energy) sets out that development must minimise carbon emissions on site in accordance with the following energy hierarchy:
- Be lean (energy efficient design and construction); then
 - Be clean (low carbon energy supply); then
 - Be green (on site renewable energy generation and storage).
- 6.250 Emerging Policy P69 goes on to state that major development must reduce carbon dioxide emissions on site by:
- 100% on 2013 Building Regulations Part L standards for residential development;

- A minimum of 40% on site reduction on 2013 Buildings Regulations Part L and zero carbon (100%) for non-residential developments; and
- Any shortfall against carbon emissions reduction requirements must be secured off site through planning obligations or as a financial contribution.

6.251 Major development must be designed to incorporate decentralised energy in accordance with the following hierarchy:

- Connect to an existing decentralised energy network; then
- Be future-proofed to connect to a planned decentralised energy network; or
- Implement a site-wide low carbon communal heating system; and
- Explore and evaluate the potential to oversize the communal heating system for connection and supply to adjacent sites and, where feasible be implemented.

Conclusions

6.252 An **Energy and Sustainability Statement** has been prepared by Sweco and submitted with this application. It combines the two flexible use class options for the medical (Use Class D1) and research and development (Use Class B1(b)) floorspace.

6.253 The proposed development originally incorporated gas-fired CHP equipment, however following discussions with officers at the GLA over the course of 2020 it was agreed to replace this strategy with Air Source Heat Pumps (ASHP).

6.254 The Energy and Sustainability Statement concludes that the proposed development will provide the following regulated carbon dioxide savings for the medical (Use Class D1) and research and development (Use Class B1(b)) floorspace scenarios :

- Option 1 (medical – Use Class D1): 57% relative to a New-Build Part L2A 2013 compliant development, using SAP10 carbon factors; and
- Option 2 (research & development – Use Class B1(b)): 55% relative to a New-Build Part L2A 2013 compliant development, using SAP10 carbon factors.

6.255 These figures are a significant improvement from the original scheme submitted in 2018 and fully accord with the requirements of Policy SI2 of the London Plan and emerging Policy P69 of the draft NSP.

6.256 The majority of these savings will be achieved through the adoption of an ASHP system, however carbon reduction through renewable sources will also be secured through the use of roof mounted photovoltaic panels which accords with Policy SI2 of the London Plan.

6.257 The proposed development incorporates passive design measures to reduce energy consumption on site, including:

- Suitable glazing ration and glass g-ratio to balance heat losses, gains and daylight ingress;
- New fabric insulation levels achieving improvements over Building Regulations Part L (2013); and
- Improvements to the façade resulting in improved fabric air permeability in new and existing areas.

6.258 Other energy efficiency measures proposed include the following:

- Installation of roof mounted PVs;
- Application of low drainage for flushing toilets.
- Efficient space heating systems;
- Low energy lighting controlled by sensors;
- Efficient mechanical ventilation with heat recovery;
- Appropriately insulated pipework and ductwork; and
- Variable speed pumps and fans to minimise energy consumption for distribution of services.

- 6.259 In terms of BREEAM and in accordance with emerging Policy P68, the Energy and Sustainability Statement demonstrates that the proposed development will achieve a rating of 'Excellent', as assessed under the BREEAM 2018 New Construction 'Shell and Core'.
- 6.260 A **Circular Economy Statement** has also been prepared by Sweco and submitted with this application. In accordance with Policy SI7 of the London Plan, the proposed development has been designed with circular economy principles in mind from the outset and seeks to maximise the use of reused, upcycled or recycled materials wherever possible. A Sustainable Procurement Plan will be set out to source and deliver low carbon materials to the Site and the intention is to aim for a 95% diversion of construction and demolition from landfill.
- 6.261 In accordance with Policy SI2 of the London Plan, a **Whole Life-Cycle Carbon Assessment** has been included as part of the development process and in order to reduce the carbon impact of the proposed materials a two-fold approach has been adopted:
- Maximising the opportunity to reuse materials; and
 - Engaging with the supply chain to look at alternative and innovative materials with lower embodied carbon.
- 6.262 On the above basis, it is considered that the proposed development is designed to maximise energy efficiency and to minimise energy consumption and carbon dioxide emissions. The proposals therefore are fully compliant with the London Plan and LBS' adopted and emerging energy policies and guidance.

Air Quality

Adopted Development Plan Policy / Guidance

- 6.263 Policy GG3 (Creating a healthy city) of the London Plan states that development must seek to improve London's air quality, reduce public exposure to poor air quality and minimise inequalities in levels of exposure to air pollution.
- 6.264 Policy SI1 (Improving Air Quality) states that development should not lead to further deterioration of existing poor air quality. Development proposals must be at least Air Quality Neutral. In addition, development proposals should use design solutions to prevent or minimise increased exposure to existing air pollution and make provision to address local problems of air quality.
- 6.265 Strategic Policy 13 (High environmental standards) of the Southwark Core Strategy identifies the requirements for developments to use measures to reduce air, land, water, noise and light pollution and avoid amenity and environmental problems. This includes making sure developments are designed to cope with climate conditions as they change during the development's lifetime.
- 6.266 In addition, Saved Policy 3.6 (Air Quality) states that planning permission will not be granted for development that would lead to a reduction in air quality.

Emerging Development Plan Policy / Guidance

- 6.267 Emerging Policy P64 (Improving Air Quality) of the draft NSP outlines that developments must achieve or exceed air quality neutral standards. Where air quality neutral standards are not met for buildings, measures to offset any shortfall will be required.

Conclusions

- 6.268 The LBS has declared the entire northern part of the Borough as an Air Quality Management Area (AQMA). An **Air Quality Assessment** has been prepared by Air Quality Consultants Ltd and submitted as part of the Environmental Statement. The Assessment explains that the proposed development does not incorporate any centralised combustion plant, as the energy strategy relies on ASHP technology.

- 6.269 The Assessment sets out that nine receptor locations have been identified within the proposed development, which represent potential exposure to existing and proposed sources. Five of the identified receptors are located on the façades of the proposed development which may house commercial uses at the ground floor, whilst the other four are located at the location of the air inlets to the ventilation system for the proposed outpatients area. These receptors are considered to be of high sensitivity.
- 6.270 With regard to the highways and railway impacts from the proposed development, it is considered that the impact on air quality for future users of the proposed development can be judged to be 'not significant'. Similarly the operational air quality effects (without mitigation) for the Site are judged to be 'not significant', and as a result the predicted NO₂ concentrations within the proposed development will be well below the relevant air quality objective and future users of the proposed development will experience acceptable air quality.
- 6.271 It is proposed that a Dust Management Plan (DMP) will be integrated into a Code of Construction Practice in relation to the construction phase. Further embedded mitigation measures are proposed which include the following:
- Running of all generator flues to 1 m above the highest roof level within the proposed development, to ensure the best possible dispersion environment; and
 - Use of exhaust flues for the generator plant that discharge vertically upwards.
- 6.272 The **Air Quality Assessment** demonstrates that the proposed development will perform better than air quality neutral in terms of building emissions, in accordance with Policy SI1 and emerging Policy P64. The proposed development has taken into account the principles of the 'air quality positive' as follows:
- Adoption of a Construction Management Plan which:
 - specifies arrangements for freight movements to and from site;
 - sets out the approaches for managing construction vehicle activity to encourage the use of sustainable freight modes, and the most efficient use of construction freight vehicles; and
 - sets out the measures to be introduced during demolition and construction activities to reduce dust and pollutant emissions, and the persons responsible for their implementation.
 - Sourcing construction materials locally, where possible, to minimise transport impacts; and
 - Provision of just one on-site blue badge car parking space, to encourage the use of sustainable transport modes to access the Site.
- 6.273 In light of the conclusions of the **Air Quality Assessment**, it is therefore considered that the proposed development will not cause any exceedances of the air quality policy objectives and that the overall operational air quality effect of the proposed development will be 'not significant'. The proposed development will minimise increased exposure to existing poor air quality and promote sustainable design and construction, in accordance with London Plan Policy SI 1 and Strategic Policy 13 (High environmental standards) of the Southwark Core Strategy.

Amenity, Sunlight and Daylight and Noise

- 6.274 Paragraph 185 of the NPPF states that planning policies and decisions should also ensure that new development is appropriate for its location taking into account the likely effects (including cumulative effects) of pollution on health, living conditions and the natural environment, as well as the potential sensitivity of the site or the wider area to impacts that could arise from the development. In doing so they should mitigate and reduce to a minimum potential adverse impacts resulting from noise from new development – and avoid noise giving rise to significant adverse impacts on health and the quality of life.

Adopted Development Plan Policy / Guidance

- 6.275 Policy D1 (London's form, character and capacity for growth) of the London Plan states that the Council will encourage the delivery of development which seek to deliver appropriate outlook, privacy and amenity levels.

- 6.276 Policy D9 (Tall Buildings) outlines that wind, daylight, sunlight penetration and temperature conditions around the building(s) and neighbourhood must be carefully considered and not compromise comfort and the enjoyment of open spaces around the building.
- 6.277 Policy D9 goes on to explain that air movement affected by the building should support the effective dispersion of pollutants, but not adversely affect street-level conditions. Equally noise created by air movements around the building, servicing machinery, or building uses, should not detract from the comfort and enjoyment of open spaces around the building.
- 6.278 Strategic Policy 13 (High environmental standards) of the Southwark Core Strategy states that new development will be expected to use measures to reduce air, land, water, noise and light pollution and avoid amenity and environmental problems that affect how people enjoy the environment in which they live and work.
- 6.279 The provisions of Southwark Saved Policy 3.2 (Protection of Amenity) also establishes the requirement that development proposals consider fully the impact of developments on their occupiers and neighbours.
- 6.280 Saved Policy 3.11 (Efficient Use of Land) requires developments to maximise the efficient use of land whilst protecting the amenity of neighbouring occupiers or users and to ensure a satisfactory standard of amenity for future occupiers of the site.

Emerging Development Plan Policy / Guidance

- 6.281 Emerging Policy P55 (Protection of amenity) of the draft NSP states that developments should be permitted when it does not cause an unacceptable loss of amenity to present or future occupiers of users.
- 6.282 Emerging Policy P65 (Reducing noise pollution and enhancing soundscapes) outlines that development must:
- Avoid significant adverse impacts on health and quality of life; and
 - Mitigate any adverse impacts caused by noise on health and quality of life; and
 - Mitigate and manage noise by separating noise sensitive developments from major noise sources by distance, screening or internal layout, in preference to sound insulation.

Assessments

Neighbour Privacy, Overlooking and Outlook

- 6.283 The Daylight, Sunlight, Overshadowing, Solar Glare and Light Pollution chapter of the Environmental Statement demonstrates that the proposed development is a sufficient distance from the nearest residential properties to ensure that there will be no adverse impact on overlooking, loss of outlook or loss of privacy. This accords with the requirements of Saved Policy 3.11 and Policy D1 and D9 of the London Plan.
- 6.284 A separating distance of 18m from the proposed development to the nearest residential properties located along Snowfields is proposed to ensure a satisfactory level of neighbourhood privacy is maintained.

Daylight and Sunlight

- 6.285 The **Daylight and Sunlight Assessment**, prepared by GIA and submitted as part of the Environmental Statement, concludes that the majority of nearby residential properties will remain fully compliant with all daylight and sunlight target value criteria.
- 6.286 The Assessment concludes that of the 18 properties assessed in the vicinity, ten of these will experience no or little alterations below 20% for both VSC and NSL, and the effect on daylight to these properties is considered to be Negligible (not significant).

- 6.287 The Assessment demonstrates that the effect to daylight on three properties as a result of the proposed development will be Major Adverse. However, these adverse impacts should be considered in the context, firstly, of the assessment assessing the 'percentage change' from an unrepresentative existing condition (i.e. that the Site is currently cleared, but allocated for development) and, secondly, that the sensitive surrounding properties in question are constrained due to overhanging balconies or walkways. It is therefore important to consider the retained levels of daylight within rooms/windows that have a reasonable expectation of good daylight conditions. In any event it is considered that that the isolated adverse daylight and sunlight impacts are substantially outweighed by the significant public benefits that would be delivered by the proposed development.
- 6.288 With regard to solar glare, the ES chapter demonstrates that for the 19 locations assessed, the proposed development is not visible from 11 of them and the effects on these locations are considered Negligible (not significant). Of the remaining eight locations, seven are considered Minor Adverse, one is considered Moderate Adverse. However, given the urban context of the Site it is considered that these effects are inevitable and would be experienced with any development proposal. Therefore no mitigation measures are proposed.
- 6.289 In terms of light pollution, the ES chapter demonstrates that the proposed development will result in all residual negligible effects, and therefore is not significant.

Noise

- 6.290 In relation to noise, a **Noise Assessment** has been prepared by Sandy Brown which demonstrates that no mitigation measures will be required in relation to road traffic noise. Noise emissions generated from building services plant will be controlled by the selection of suitable items of plant and the provision of suitable attenuation packages.
- 6.291 The development proposed in 2018 incorporated a performance venue and therefore the removal of this feature further ensures that the proposed development will have no detrimental noise impact on surrounding occupiers or residential receptors, in accordance with emerging Policy P65 of the draft NSP.

Conclusions

- 6.292 The design of the proposed development has at all stages considered any impacts on the amenity of nearby residents.
- 6.293 The Site is located in an already highly-developed and thus constrained location, and therefore it is considered that the design of the proposals ensure that there is no unacceptable level of harm to the amenity of surrounding properties in relation to privacy, in accordance with saved Policies 3.2 and 3.11 of the Southwark Local Plan and Policy D1 of the London Plan. This is achieved through the placement and design of windows and the orientation of buildings.
- 6.294 Overall, it is considered that the daylight and sunlight impacts caused by the proposed development are minor in the majority of instances and where they are more significant, they result in retained levels of daylight that could be reasonably expected given constraints such as balconies, and material considerations such as LBS's NSP51 Site Allocation policy objectives and the dense urban location. It is therefore considered that the proposals therefore accord with London Plan Policy D9.

Flood Risk and Drainage

- 6.295 Section 14 of the NPPF relates to meeting the challenge of climate change, flooding and coastal change. Paragraph 167 states that development should only be allowed in areas at risk of flooding where it can be demonstrated that:
- Within the site, the most vulnerable development is located in areas of lowest flood risk, unless there are overriding reasons to prefer a different location;
 - The development is appropriately flood resistant and resilient;
 - It incorporates sustainable drainage systems, unless there is clear evidence that this would be inappropriate;
 - Any residual risk can be safely managed; and
 - Safe access and escape routes are included where appropriate, as part of an agreed emergency plan.

Adopted Development Plan Policy / Guidance

- 6.296 Policy SI 12 (Flood risk management) of the London Plan sets out that development proposals should ensure that flood risk is minimised and mitigated, and that residual risk is addressed.
- 6.297 Policy SI 13 (Sustainable drainage) outlines that development proposals should aim to achieve greenfield run-off rates and ensure that surface water run-off is managed as close to its source as possible. There should also be a preference for green over grey features, in line with the following drainage hierarchy:
- rainwater use as a resource (for example rainwater harvesting, blue roofs for irrigation);
 - rainwater infiltration to ground at or close to source;
 - rainwater attenuation in green infrastructure features for gradual release (for example green roofs, rain gardens);
 - rainwater discharge direct to a watercourse (unless not appropriate);
 - controlled rainwater discharge to a surface water sewer or drain; and
 - controlled rainwater discharge to a combined sewer.
- 6.298 Policy SI 13 goes on to state that drainage should be designed and implemented in ways that promote multiple benefits including increased water use efficiency, improved water quality, and enhanced biodiversity, urban greening, amenity and recreation.
- 6.299 Strategic Policy 13 (High environmental standards) of the Southwark Core Strategy states that development will be allowed in the protected Thames Flood Zone as long as it is designed to be safe and resilient to flooding and meets the Exceptions Test. Southwark's Strategic Flood Risk Assessment makes recommendations for how development can be made safe in flood risk areas.
- 6.300 Saved Policy 3.9 (Water) of the Southwark Local Plan indicates that new developments should not result in an increase in surface run-off, which would result in an increase in flood risk.

Emerging Development Plan Policy / Guidance

- 6.301 Emerging Policy P67 (Reducing flood risk) of the draft NSP states that developments must not increase flood on or off site, by ensuring that developments are designed to be safe and resilient to flood. Major development is expected to reduce surface water run-off to greenfield run-off rates. This must be through the application of water sensitive urban design and Sustainable Urban Drainage Systems (SUDS).

Conclusions

- 6.302 A **Flood Risk Assessment** has been prepared by AKT II and submitted with this application. The Assessment demonstrates the site is located within Flood Zone 3a and therefore has a 1 in 100 or greater annual probability of river flooding. The Site benefits from the presence of well-maintained flood defences along the River Thames, and therefore has been assessed as being at low risk of flooding from rivers or tidal sources.
- 6.303 In accordance with the NPPF and London Plan Policy SI 12, the proposed office and retail uses are classified as "less vulnerable" uses and the medical and research & development uses would be classed as "more vulnerable" uses. The configuration of the proposed land-uses are considered acceptable within Flood Zone 3a and pass the Exception Test. The Exception Test is required when it is not possible for development to be located in zones with a lower risk of flooding and when vulnerable uses will be located in areas at risk of flooding. Within the proposed development there are no vulnerable uses located at basement level and the proposals do not incorporate any habitable areas at any level of the building.
- 6.304 The **Flood Risk Assessment** states that the Site has a low probability of flooding from sewers and the local drainage network

6.305 The areas of the Site considered to be at most risk of surface water flooding are St Thomas Street and Vinegar Yard. The Flood Risk Assessment recommends that a series of mitigation measures are adopted during the next design stage. These mitigation measures include the following:

- The introduction of flood defences;
- The creation of safe access and escape routes from the basement to the ground level via internal staircases;
- The implementation of an appropriate EA Flood Warning System and Evacuation Plan; and
- The setting of finished ground floor levels to above breach levels.

6.306 A **Drainage Assessment** has also been prepared by AKT II and submitted with this application. It concludes that the Site has been assessed as being at low risk from surcharging sewers and flooding from groundwater sources. The proposed drainage network will incorporate the most suitable elements of Sustainable Urban Drainage applicable to the development and by following the drainage hierarchy set out in Policy SI 13 of the London Plan.

6.307 In accordance with Policy SI 13, the following sustainable drainage methods are proposed:

- Rainwater harvesting;
- Incorporation of blue roofs; and
- Installation of geo-cellular tanks below ground level.

6.308 The intention is to accommodate the majority of the required attenuation volume for the main building at roof, utilising blue roof systems.

6.309 The proposed development will achieve a restricted discharge rate of 2.65 litres/second into the public sewer, which is considered acceptable by Thames Water and in accordance with Policy SI 13 of the London Plan.

6.310 The proposed development will separate foul and surface water systems and will reuse existing below ground drainage connections. The proposed development has taken a full account of the flood risk context and is safe and resilient to flooding. It does not result in an increase in surface water run-off and does not increase flooding elsewhere.

6.311 On this basis it is considered the proposed development is acceptable in flood risk and drainage terms in relation to the relevant requirements of the NPPF, London Plan and LBS policy.

Wind Microclimate

Adopted Development Plan Policy / Guidance

6.312 Policy D8 of the London Plan relates to the public realm and sets out that consideration should be given to the local microclimate created by buildings.

6.313 Strategic Policy 12 (Design and Conservation) of the Southwark Core Strategy sets out that developments should be well designed to ensure they do not cause overshadowing, block views or create wind tunnels.

Emerging Development Plan Policy / Guidance

6.314 Emerging Policy P14 (Tall Buildings) of the draft NSP outlines that the design of tall buildings will be required to avoid harmful and uncomfortable environmental impacts wind shear, overshadowing and solar glare.

Conclusions

6.315 The submitted Environmental Statement contains a Wind Microclimate chapter. The assessment of the wind microclimate is based on the results from a series of tests of physical models within the wind tunnel to provide a detailed, quantitative assessment. The six configurations tested within the wind tunnel include:

- Configuration 1: The Existing Site with Existing Surrounding Buildings (the Baseline Condition);
- Configuration 2: Proposed Development with Existing Surrounding Buildings;
- Configuration 3: Proposed Development with Existing Surrounding Buildings and Capital House;
- Configuration 4: Proposed Development with Existing Surrounding Buildings, Capital House, The Edge, and Sellar Scheme;
- Configuration 5: Proposed Development with Cumulative Surrounding Buildings, Capital House, The Edge, and Sellar Scheme; and
- Configuration 6: Proposed Development with Existing Surrounding Buildings, Capital House, The Edge, and Sellar Scheme, with developed Mitigation and Proposed Landscaping.

6.316 For Configuration 1, within the baseline scenario wind conditions at the site and within the surrounding area are suitable for sitting to standing use during the windiest season. The existing site is currently occupied by a temporary market and therefore the conditions are not considered unsuitable for a working construction site or pedestrian thoroughfares, therefore the likely effect is expected to be negligible.

6.317 For Configuration 2, the wind conditions for the completed proposed development would be windier than in Configuration 1 and range from suitable for sitting use to walking use at ground floor level during the windiest season. All other physical scenarios would have a likely negligible effect, with the exception of conditions at site-entrances, which would represent a minor beneficial effect.

6.318 For Configuration 3, the wind conditions for the completed proposed development with Capital House in place would be largely consistent with those in Configuration 2, ranging from suitable for sitting use to walking use at ground floor level during the windiest season. One minor adverse effect is likely to be felt on-site thoroughfares and another minor adverse effect would be felt at off-site entrances, however the remainder of scenarios would experience negligible to moderate beneficial effects.

6.319 For Configuration 4, the wind conditions for the completed proposed development with Capital House, The Edge and the Sellar Scheme in place would be windier than those in Configurations 2 and 3, ranging from suitable for sitting use to uncomfortable for all uses at ground floor level during the windiest season. One moderate adverse and one minor adverse effect are likely to be felt at one of the on-site thoroughfares and on an off-site roadway location, respectively. The remainder of locations are considered to experience, negligible, minor beneficial and moderate beneficial effects. The Environmental Statement sets out that a series of mitigation measures can be implemented to improve these conditions, including the planting of large trees.

6.320 For Configuration 5, the wind conditions for the completed Proposed Development with Capital House, The Edge and the Sellar Scheme in place with developed mitigation and proposed landscaping would range from suitable for sitting use to walking use at ground floor level during the windiest season. No adverse effects are anticipated to be on site, with all effects considered to be negligible or minor beneficial.

6.321 The residual effects resulting from the proposed development are as follows:

- Demolition and construction site – negligible.

On-site

- Pedestrian thoroughfares (windiest) – negligible to moderate beneficial;
- Entrances (windiest) – minor beneficial; and
- Upper level amenity (summer) – negligible.

Off-site

- Pedestrian thoroughfares (windiest) – negligible;
- Crossings (windiest) – negligible;

- Entrances (windiest) – negligible;
- Ground floor amenity (summer) – negligible; and
- Roadway (windiest) – negligible.

6.322 All necessary wind mitigation measures are set out in Chapter 10 of the Environmental Statement. In summary, it is proposed that façade fins, tree planting and soft landscaping will be incorporated into the development to be secured and implemented by suitably worded planning conditions / S106 obligations and / or Section 278 agreement(s) as necessary.

6.323 In accordance with London Plan Policy D8, the structure of the proposed development will not cause harm to the amenity of surrounding land and buildings in relation to wind and microclimate. The design of the proposed buildings ensure they do not create wind tunnels, complying with Strategic Policy 12 of the Southwark Core Strategy.

Biodiversity

6.324 Paragraph 174 of the NPPF states that planning policies and decisions should contribute to and enhance the natural and local environment by minimising impacts on and providing net gains for biodiversity, including by establishing coherent ecological networks that are more resilient to current and future pressures.

Adopted Development Plan Policy / Guidance

6.325 Policy G1 (Green Infrastructure) of the London Plan sets out that development proposals should incorporate appropriate elements of green infrastructure.

6.326 Policy G6 (Biodiversity and access to nature) states that development proposals should manage impacts on biodiversity and aim to secure net biodiversity gain

6.327 Strategic Policy 11 (Open spaces and wildlife) of the Southwark Core Strategy seeks to protect and improve habitats for a variety of wildlife. New development will be expected to contribute to enhancing the local environment and helping to improve access to nature.

6.328 Saved Policy 3.28 (Biodiversity) of the Southwark Local Plan states that the LPA will encourage inclusion of features which enhance biodiversity, requiring an ecological assessment where relevant. Development will not be permitted which would damage the nature conservation value of protected sites, and/or damage habitats, populations of protected species or priority habitats / species.

Emerging Development Plan Policy / Guidance

6.329 Emerging Policy P59 (Biodiversity) of the draft NSP states that development must contribute to net gains in biodiversity through including features such as green and brown roofs, green walls, soft landscaping, nest boxes, habitat restoration and expansion, improved green links and buffering of existing habitats.

Conclusions

6.330 The **Preliminary Ecological Appraisal** prepared by Wardell Armstrong and submitted with this application concludes that there are no sensitive ecological receptors located on the Site, or within proximity, which would be subject to potential adverse effects from the proposed development.

6.331 In accordance with Policy G6 of the London Plan and Strategic Policy 11 of Southwark's Core Strategy, a series of ecological enhancement measures have been suggested which include the installation of bird boxes, planting of small native tree species and installation of sensitive lighting to avoid deterring wildlife such as bats. The proposed development incorporates soft landscaping through the inclusion of a new public garden and will assist with local habitat restoration, complying with emerging Policy P59 of the draft NSP.

- 6.332 The Appraisal concludes that no further surveys or mitigation measures are considered necessary in light of the development proposals.

Arboriculture

- 6.333 Paragraph 174 of the NPPF states that planning policies and decisions should contribute to and enhance the natural and local environment by recognising the wider benefits from natural capital and ecosystem services – including the economic and other benefits of trees and woodland.

Adopted Development Plan Policy / Guidance

- 6.334 Policy G7 (Trees and woodlands) of the London Plan states that development proposals should ensure that, wherever possible, existing trees of value are retained. The planting of additional trees should generally be included in new developments.
- 6.335 Strategic Policy 11 (Open spaces and wildlife) of the Southwark Core Strategy requires new development in the Borough to help improve the quality of and access to open spaces and trees. This Policy also encourages development to protect woodland and trees.

Emerging Development Plan Policy / Guidance

- 6.336 Emerging Policy P60 (Trees) of the draft NSP outlines that development will be permitted if trees are planted as part of landscaping and public realm schemes, commensurate to the scale and type of development, and the character of the neighbourhood.

Conclusions

- 6.337 The red line boundary of the application site does not contain any trees; however, there are a number of trees located outside and immediately adjacent the Site which require consideration in relation to the proposed development.
- 6.338 An **Arboricultural Constraints and Opportunities Report** has been prepared by Wardell Armstrong and submitted with this application. This demonstrates there are no Tree Preservation Orders ('TPOs') within or immediately adjacent to the Site, however a conservation area (CA) is located to the south of the Site. This CA protects three trees (T1, T2 and T6) which were surveyed through preparing this Report.
- 6.339 The report concludes that any arboricultural impacts from developing the Site will have little impact upon the identified adjacent trees, thus complying with the requirements of Strategic Policy 11.
- 6.340 It is recommended that the trees which will be retained are safeguarded with tree protection fencing, as per the standards set out in BS5837:2012. This can be accommodated for by an appropriately worded planning condition imposed on the grant of permission.
- 6.341 The **Landscape and Public Realm Strategy** prepared by Spacehub and submitted with the application illustrate that the new public garden will be filled with dense vegetation and the planting of large trees. Specific tree species have been selected for their suitability to the microclimate, their aesthetic qualities, their potential to support wildlife and their ability to alleviate pollution. A total of 25 large trees are intended to be planted on Site, including eight new trees along St Thomas Street.
- 6.342 Accordingly, it is considered that the proposed development accords with Policy G7 of the London Plan and emerging Policy P60 of the draft NSP which encourage the planting of additional trees to enhance the public realm and character of the neighbourhood.

Contamination

Adopted Development Plan Policy / Guidance

- 6.343 London Plan Policy SD1 (Opportunity Areas) states that Boroughs, through Development Plans and decisions, should take appropriate measures to deal with contamination that may exist.
- 6.344 Strategic Policy 13 (High environmental standards) of the Southwark Core Strategy sets out that new development will be expected to use measures to reduce air, land, water, noise and light pollution and avoid amenity and environmental problems that affect how people enjoy the environment in which they live and work.

Emerging Development Plan Policy / Guidance

- 6.345 Emerging policy P63 (Contaminated land and hazardous substances) of the draft NSP states that development will be permitted when it mitigates any contaminated land within the development site and land outside of, but related to, the development site.

Conclusions

- 6.346 A **Land Quality Risk Assessment** has been prepared by Marshall Environmental Consulting Limited and submitted with this application. The Assessment concludes that no further land quality checks are considered necessary to evaluate contamination risks as comprehensive land quality investigations were completed in 1998 and 2012, and extensive visual assessment of archaeological trenches was undertaken in 2018.
- 6.347 The Assessment reveals there is no evidence of contamination within the soils and therefore mitigation measures are not considered necessary in light of the proposed development. The proposals will therefore use measures to reduce land pollution, in accordance with Strategic Policy 13 and emerging Policy P63, and demonstrates that the scheme is acceptable from a land quality perspective.

Basement Impact

Adopted Development Plan Policies / Guidance

- 6.348 Policy D10 (Basement development) of the London Plan recognises that smaller-scale basement excavations, where they are appropriately designed and constructed, can contribute to the efficient use of land.

Relevant Emerging Policy / Guidance

- 6.349 Emerging Policy P13 (Design quality) of the draft NSP sets out that development should provide basements that do not have adverse archaeological, amenity or environmental impacts.

Conclusions

- 6.350 The 2018 scheme included a three storey basement which intended to occupy the entire footprint of the Site. The basement depth was 13.5m below ground level, providing space for retail, entertainment facilities, general storage, cycle storage and plant equipment.
- 6.351 As a result of removing the performance venue the basement footprint has been reduced such that it does not extend under the public realm / urban garden as previously proposed. Three basement levels remain but basement levels 2 and 3 are wholly used for plant and back of house spaces. These are designed to meet the requirements of the Guys and St Thomas's Adaptable Estates Strategy which requires 25% additional capacity for key plant rooms.
- 6.352 Basement level 1 will be occupied by affordable workspace and is intended to be primarily used by Southwark Studios (Use Class B1). Flexible medical (D1) and bio-science (B1(b)) uses are also proposed within basement level 1.

- 6.353 In accordance with paragraph 159 of the NPPF, the proposed land-uses are considered acceptable within Flood Zone 3a. There are no vulnerable uses located at basement level and the proposals do not incorporate any habitable areas at any level of the building.
- 6.354 In the event of flooding, the design of the proposed development ensures the creation of safe access and escape routes from the basement to the ground level via a set of internal staircases.
- 6.355 A **Basement Impact Assessment** has been prepared by AKT II and is submitted with this application to assess the anticipated substructure construction.
- 6.356 The Assessment demonstrates there are a number of utilities which will be affected by the proposed development which include electrical and telephonic cables, Southern gas network low pressure mains, Thames Water sewer assets and UK Power Network assets. It is recommended that a detailed ground movement analysis is undertaken to assess the impact of the proposed development on this subterranean asset.
- 6.357 It is recommended that prior to the commencement of any basement works, a detailed desktop survey is undertaken to define any risk associated with Unexploded Ordnance on site.
- 6.358 Therefore the following investigations are recommended:
- CCTV drainage surveys;
 - Condition surveys of the Thames Water sewers below the surrounding highways; and
 - Condition survey of the immediate adjacent structures.
- 6.359 It is considered the above items can be dealt with via an appropriately worded planning condition attached to the planning permission.
- 6.360 LBS's adopted development plan does not make explicit reference to basement development; however, in accordance with their guidance on basements and subsequent flood risk, it is considered that the proposed land-uses within the basement are acceptable and satisfactory evacuation procedures are in place to ensure safe access and escape routes to the upper levels in the event of a flood.
- 6.361 In accordance with emerging Policy P13 of the draft NSP, the proposed basement provision is not considered to have any adverse archaeological, amenity or environmental impacts, and accordingly the proposed development is considered acceptable in this regard.

Construction Management Plan

- 6.362 A draft **Construction Management Plan** (CMP) has been submitted in support of this application, prepared by Mace to be agreed with LBS. It details the protection and control measures that will be implemented to ensure that measures are taken to manage all potential construction phase environmental risks.
- 6.363 The key topics the CMP covers are as follows:
- Proposed start and end dates of construction;
 - Standard construction working hours for the site;
 - Standard hours for deliveries and servicing;
 - Details of delivery logistics;
 - Details of hoarding requirements;
 - Details of temporary highways/parking impacts;
 - Details of site traffic management;
 - Details of local consultation on the draft CMP; and
 - Evidence of consideration for cumulative impacts of construction activity in the local area.

- 6.364 In accordance with Strategic Policy 13 of the Southwark Core Strategy, the draft CMP sets out how the proposed development will ensure high environmental standards are maintained during the course of construction.
- 6.365 The CMP considers the construction activities referred to within LBS's Sustainable Design and Construction SPD and is formulated using the Council's designated template. Therefore, it is considered that the principles of the proposed construction management arrangements are acceptable and compliant with LBS's adopted policy and guidance.

Fire Safety Strategy

Adopted Development Plan Policy / Guidance

- 6.366 Policy D12 (Fire Safety) of the London Plan sets out that in the interests of fire safety and to ensure the safety of all building users, all development proposals must achieve the highest standards of fire safety and ensure that they:
- identify suitably positioned unobstructed outside space;
 - are designed to incorporate appropriate features which reduce the risk to life and the risk of serious injury in the event of a fire, including appropriate fire alarm systems and passive and active fire safety measures;
 - are constructed in an appropriate way to minimise the risk of fire spread;
 - provide suitable and convenient means of escape, and associated evacuation strategy for all building users;
 - develop a robust strategy for evacuation which can be periodically updated and published, and which all building users can have confidence in; and
 - provide suitable access and equipment for firefighting which is appropriate for the size and use of the development.

Conclusion

- 6.367 A **Fire Safety Strategy** has been prepared by Sweco and submitted with this application. In accordance with Policy Policy D12, the proposed development has been designed to minimise the potential for fire risk. The following fire protection measures are proposed:
- Escape strategy;
 - Minimum escape widths;
 - Fire detection and alarm;
 - Emergency voice communication;
 - Sprinkler protection;
 - Emergency lighting;
 - Fire escape signage;
 - Emergency power supply;
 - Structural fire protection;
 - Compartmentation;
 - Access and provisions for the fire service; and
 - Smoke ventilation.
- 6.368 External fire protection features are also proposed, including the specification of external cladding and external wall insulation. Fire safety measures are also proposed for the roof terrace spaces, and in line with Policy D12, suitable and convenient means of escape will be provided for all building users.
- 6.369 As the height of the building exceeds 18m two fire-fighting shafts are proposed and an evacuation lift is also included in the design of the building.
- 6.370 Overall, it is considered that the proposed fire strategy meets the functional requirements of the Building Regulations 2010 and accords with the relevant policies in the adopted and emerging development plan.

7.0 PLANNING OBLIGATIONS

Community Infrastructure Levy

- 7.1 Mayoral Community Infrastructure Levy (CIL) applies to developments across all London Borough which propose new build floorspace above 100 sqm or where a new dwelling is created. This formally came into effect on 1 April 2012. For the London Borough of Southwark this was set at £35 per sqm.
- 7.2 The London Borough of Southwark adopted a local CIL on 1st April 2015 (updated January 2017). For office floorspace in the Site's location, CIL is charged at £76 per sqm.
- 7.3 The Mayor requires a planning obligation from new commercial developments in the Central Activities Zone (CAZ) and northern Isle of Dogs area, which are above a 500 sqm (GIA) threshold. The proposal results in a requirement for a Crossrail Contribution. The Mayor's Crossrail Funding SPG (updated March 2016) states that new office development is charged at £140 per sqm. New retail development is charged at £90 per sqm.
- 7.4 From 1 April 2019 MCIL2 superseded the current Mayor's CIL and the associated planning obligation/S106 charge scheme applicable in central London and the northern part of the Isle of Dogs. MCIL2 is being used to contribute to the funding for Crossrail 2.
- 7.5 The MCIL Charging Schedule allocates the Borough of Southwark into Band 2 whereby the MCIL2 rate is £60 per sq.m.
- 7.6 The MCIL2 charging rate for office development within Central London and the Isle of Dogs is £185 per sqm. The proposed charging rate for retail development is £165 per sqm.
- 7.7 The proposed development provides an increase of gross internal floorspace of 29,827 sq.m. (GIA).

Planning Obligations

- 7.8 Under Section 106 of the Town and Country Planning Act 1990, as amended, local planning authorities have the power to enter into planning obligations with any person interested in their land for the purpose of restricting or regulating the development or use of the land. In accordance with Regulation 122 of the CIL regulations and paragraph 57 of the NPPF, a planning obligation must be:
- Necessary to make the proposed development acceptable in planning terms;
 - Directly related to the proposed development; and
 - Fairly and reasonably related in scale and kind to the proposed development.
- 7.9 Paragraph 55 of the NPPF states that local planning authorities should consider whether otherwise unacceptable development could be made acceptable through the use of conditions or planning obligations. Planning obligations should only be used where it is not possible to address unacceptable impacts through a planning condition.
- 7.10 Paragraph 56 states that planning conditions should be kept to a minimum and only imposed where they are necessary, relevant to planning and to the development to be permitted, enforceable, precise and reasonable in all other respects.
- 7.11 Southwark Council adopted its SPD: Section 106 Planning Obligations and Community Infrastructure Levy (CIL) in 2015 and this provides guidance on the use of planning obligations in LBS.
- 7.12 In accordance with the SPD and the tests for planning obligations set out in the CIL Regulations and the NPPF it is anticipated that the planning obligations are likely to include the following Heads of Terms. Detailed provisions will be agreed with both the GLA and LBS following submission, with the aim of having an agreed draft Section 106 agreement in advance of the Mayoral Representation Hearing:

- Payment of legal fees;
- Monitoring charges;
- Cascade mechanism for regulating the provision of the flexible medical and research and development floorspace;
- Affordable Workspace provisions, including approval of detailed specification and marketing strategy;
- Community and cultural space provisions, including approval of a community and cultural space strategy to regulate the provision and monitoring of the community and cultural space;
- Compliance with agreed carbon targets and Energy Strategy;
- Archaeology contribution;
- Construction Environmental Management Plan;
- Construction employment and training targets (with Construction Workplace Coordinator and shortfall contribution);
- Employment in End Use targets and shortfall contribution;
- Local Procurement provisions;
- Connection to District CHP if feasible and economically viable in future;
- Public realm improvements (including tree planting, surface treatment, street furniture and outdoor lighting) to surrounding areas including obligation to enter into S278 highways agreement and provide a bond to secure cost of the works;
- Highways improvements including stopping-up of the northern section of Vinegar Yard to facilitate the development;
- Obligation to keep open space (including the new public park) open to the public at all times other than specified temporary closures;
- Travel Plan; and
- Contributions to be index linked in accordance with RPIX or BCIS as applicable.

8.0 PLANNING BALANCE

- 8.1 This section of the Planning Statement provides a planning balance assessment taking account of the NPPF, the adopted London Plan, and the relevant policies of the adopted and emerging Development Plan for the London Borough of Southwark and section 38(6) of the 2004 Act.
- 8.2 The proposed development accords with the adopted and emerging development plan as whole and relevant material considerations. In particular, the proposals seek to satisfy the policy objectives and requirements of emerging site allocation NSP51.
- 8.3 The Heritage Statement identifies some overall, low level, less than substantial harm to the Bermondsey Conservation Area. Having regard to the assessment undertaken within this Statement and supporting application assessments, we consider that the very considerable planning / public benefits arising from the proposed development, as summarised below, for either the medical (D1) scenario (Option 1) or research and development (B1(b)) scenario (Option 2), significantly and demonstrably outweigh that low level of less than substantial heritage harm. As such, and affording such heritage harm considerable importance and weight in the planning balance, the proposals are acceptable in planning terms.
- 8.4 The very considerable public benefits delivered by the proposals include:
- The delivery of a high quality mixed use development on brownfield land which is currently under-utilised for employment, and in a highly sustainable location, consistent with the draft allocation in the emerging NSP;
 - The delivery of more than 8,000 sq.m. (GIA) of high quality and modern office floorspace;
 - The creation of more than 12,000 sq.m. (GIA) of high specification and adaptable medical and research & development floorspace, which supports the SC1 Life Science and Innovation District global life sciences hub' within the South East London Innovation Quarter and has potential to meet outpatient need for Guys and St Thomas's NHS Trust;
 - The creation of between approximately 677 and 894 jobs, subject to the implementation of Option 1 (D1) and Option 2 (B1(b));
 - The provision of affordable, flexible workspace that exceeds policy requirements and will cater for SMEs and businesses within the local proximity. Southwark Studios would be offered affordable floorspace at a market discount of circa 70%, which is far in excess of a typical affordable workspace discount offered in LBS;
 - The retention and refurbishment of the existing warehouse at 9 Fenning Street to create 180 sq.m. (GIA) of new community and cultural floorspace at first floor level;
 - The delivery of a mix of flexible, active retail uses at street level along St Thomas Street and the ground floor of the warehouse, enhancing the vitality of the area through the creation of new active frontages;
 - The creation of a new public garden on the eastern part of the Site which assists with the development achieving an Urban Greening Factor of 0.301, in line with policy targets;
 - The delivery of significant landscaping and high quality public realm enhancements;
 - Improvements to permeability within and through the Site for pedestrians and cyclists through the creation of a new and enhanced east-to-west route providing enhanced connectivity within the St Thomas Street East Framework area;
 - Contributions toward sustainable transport modes through the provision of 290 long-stay cycle parking spaces and 173 short-stay cycle parking spaces;
 - The creation of an underground automated cycle system which both improves accessibility to the Site by sustainable modes of transport and also maximises the above ground space for landscaping and public realm improvements;
 - The creation of roof terraces at different levels of the building, providing break-out space for staff and catering for the wellbeing of occupants;
 - Providing the following regulated carbon dioxide savings for the two flexible development options:
 - Option 1 (medical – Use Class D1): 57% relative to a New-Build Part L2A 2013 compliant development, using SAP10 carbon factors; and

- Option 2 (research & development – Use Class B1(b)): 55% relative to a New-Build Part L2A 2013 compliant development, using SAP10 carbon factors.
- Creation of an ‘Air Quality Positive’ development;
- Achieving a BREEAM rating of ‘Excellent’, as assessed under the BREEAM 2018 New Construction ‘Shell and Core’;
- Commitment to CIL payments of between £4 million and £8 million, as a local finance consideration, which is a relevant material consideration under Section 70(4) of the Town and Country Planning Act 1990; and
- Ensuring the best use of the Site, delivering a sustainable form of development in accordance with current adopted and emerging planning policy.

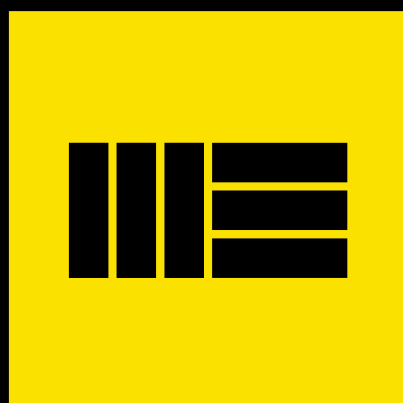
8.5 Overall, whilst the proposals result in some low level less than substantial harm to the Bermondsey Street Conservation Area (as assessed in detail in the accompanying **HTVIA** and **Heritage Impact Assessment**) and a degree of adverse sunlight and daylight impacts (as assessed in detail in the **Design and Access Statement** and relevant chapter of the **Environmental Statement**), the very considerable public benefits of the proposed development summarised in paragraph 8.2 above under either the medical (D1) scenario (Option 1) or research and development (B1(b) scenario (Option 2), significantly and demonstrably outweigh these disbenefits such that we consider planning permission for the proposed development should be granted without delay.

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WE CONSIDER OUR CREDENTIALS, HOW WE HAVE STRUCTURED OUR BID AND OUR PROPOSED CHARGING RATES TO BE COMMERCIALY SENSITIVE INFORMATION.
WE REQUEST THAT THESE BE TREATED AS CONFIDENTIAL.