

Committee	STRATEGIC PLANNING COMMITTEE	
Report Title	DEPTFORD WHARVES, LAND BOUNDED BY OXESTALLS ROAD, GROVE STREET, DRAGOON ROAD AND EVELYN STREET SE8, BUT EXCLUDING SCOTT HOUSE, 185-195 GROVE STREET (FORMERLY KNOWN AS DIPLOMA WORKS)	
Ward	EVELYN	
Contributors	Helen Milner	
Class	PART 1	29 OCTOBER 2015

Reg. Nos.

(A) DC/15/92295

Application dated

18.05.2015 [as revised on 10.08.15]

Applicant

Quod on behalf of Lend Lease Deptford Ltd (LLD)

Proposal

The comprehensive redevelopment of land bounded by Oxestalls Road, Grove Street, Dragoon Road and Evelyn Street SE8, but excluding Scott House, 185 Grove Street (formerly known as Diploma Works) seeking outline planning permission (Phases 1-3) for the demolition of existing buildings on the site, excluding former Public House on Grove Street to facilitate the phased redevelopment of the site to provide up to 10,413 m<sup>2</sup> (GEA) non-residential floorspace comprising (A1) Shops, (A2) Financial & Professional Services, (A3) Restaurants & Cafés, (A4) Drinking Establishments, (A5) Hot Food Takeaways, (B1) Business, (D1) Non-Residential Institutions and (D2) Assembly & Leisure uses and an energy centre and up to 1132 residential units in buildings ranging from 3 to 24 storeys in height, together with car and cycle parking, associated highway infrastructure, public realm works and provision of open space and detailed planning permission (Phase 1) for up to 568 residential units and up to 5,625 m<sup>2</sup> (GEA) of non-residential floorspace comprising (A1) Shops, (A2) Financial & Professional Services, (A3) Restaurants & Cafés, (A4) Drinking Establishments, (A5) Hot Food Takeaways, (B1) Business, (D1) Non-Residential Institutions and (D2) Assembly & Leisure uses) in buildings ranging from 3 to 24 storeys in height, together with car and cycle parking, associated highway infrastructure, energy centre, public realm works and provision of open space.

Applicant's Plan and other documents submitted with the application

Development Specification (prepared by Quod); Design and Access Statement. Volume 1 Architectural (prepared by Hawkins/Brown Architects); Lighting Assessment (prepared by AECOM); Design and Access Statement. Volume 2 Landscape (prepared by Vogt Landscape Ltd); Statement of Community Involvement (May 2015); Planning Statement (prepared by Quod May 2015); Affordable Housing Statement (prepared by GL Hearn); Delivery Strategy (prepared by Lend Lease); Commercial Strategy (prepared by Lend Lease); Design Code (Volume 1. Architectural and Volume 2. Landscape prepared by Hawkins/Brown and Vogt Landscape Ltd); Transport Assessment (prepared by Vectos); Framework Travel Plan (prepared by Vectos); Framework Delivery and Servicing Management Plan (prepared by Vectos); Parking Management Plan (prepared by Vectos); Draft Construction Environmental Management Plan (CEMP) (prepared by Lend Lease); Framework Construction Traffic Management Plan (prepared by Vectos); Energy Assessment (prepared by Peter Brett Associates LLP); Environmental Sustainability Statement (prepared by AECOM); Ventilation and Extraction Statement (prepared by AECOM); Health Impact Assessment (prepared by Quod); Tree Survey (prepared by CSa Environmental Planning); Environmental Statement (prepared by Quod); Drawings:

HKB-DEPT-EX-06-SIT-001 Rev 00; HKB-DEPT-EX-06-SIT-002 Rev 00; HKB-DEPT-EX-06-SIT-003 Rev 00; HKB-DEPT-EX-06-SIT-004 Rev 00; HKB-DEPT-PA-06-SIT-002 Rev 00; HKB-DEPT-PA-06-SIT-003 Rev 00; HKB-DEPT-PA-06-SIT-004 Rev 00; HKB-DEPT-PA-06-SIT-005 Rev 00; HKB-DEPT-PA-06-SIT-006 Rev 00; HKB-DEPT-PA-06-SIT-007 Rev 00; HKB-DEPT-PA-06-SIT-008 Rev 00; HOK-204829-01-06-ELE-007 REV 1; HOK-204829-01-06-ELE-008 REV 1; HKB-DEPT-02-06-GRD-001 REV 00; HKB-DEPT-02-06-L01-001 REV 00; HKB-DEPT-02-06-L07-001 REV 00; HKB-DEPT-02-06-L08-001 REV 00; HKB-DEPT-02-06-L09-001 REV 00; HKB-DEPT-02-06-L10-001 REV 00; HKB-DEPT-02-06-L11-001 REV 00; HKB-DEPT-02-06-RF-001 REV 00; HKB-DEPT-02-06-ELE-001 REV 00; HKB-DEPT-02-06-ELE-002 REV 00; HKB-DEPT-02-06-ELE-003 REV 00; HKB-DEPT-02-06-ELE-004 REV 00; HKB-DEPT-02-06-ELE-005 REV 00; HKB-DEPT-02-06-ELE-006 REV 00; HKB-DEPT-02-06-ELE-007 REV 00; HKB-DEPT-02-06-ELE-008 REV 00; HKB-DEPT-02-06-ELE-009 REV 00; HKB-DEPT-02-06-SEC-001 REV 00; HKB-DEPT-02-06-SEC-002 REV 00; HKB-DEPT-02-06-SEC-003 REV 00; HKB-DEPT-03-06-GRD-001 REV 00; HKB-DEPT-03-06-L01-001 REV 00; HKB-DEPT-03-06-L02-001 REV 00; HKB-DEPT-03-06-L03-001 REV 00; HKB-DEPT-03-06-L04-001 REV 00; HKB-DEPT-03-06-L05-001 REV 00; HKB-DEPT-03-06-L06-001 REV 00; HKB-DEPT-03-06-L07-001 REV 00; HKB-DEPT-03-06-L08-001 REV 00; HKB-DEPT-03-06-L09-001 REV 00; HKB-DEPT-03-06-L10-001 REV 00; HKB-DEPT-03-06-RF-001 REV 00; HKB-DEPT-03-06-ELE-001 REV 00; HKB-DEPT-03-06-ELE-002 REV 00; HKB-DEPT-03-06-ELE-003 REV 00; HKB-DEPT-03-06-ELE-004 REV 00; HKB-DEPT-03-06-ELE-005 REV 00; HKB-DEPT-03-06-ELE-006 REV 00; HKB-DEPT-03-06-ELE-007 REV 00; HKB-DEPT-03-06-ELE-008 REV 00; HKB-DEPT-03-06-ELE-009 REV 00; HKB-DEPT-03-06-ELE-010 REV 00; VGA-DEPT-02-90-LS-001 REV 00; VGA-DEPT-02-94-LS-001 REV 00; VGA-DEPT-02-94-LS-002 REV 00; VGA-DEPT-02-97-LS-001 REV 00; VGA-DEPT-02-97-LS-002 REV 00; VGA-DEPT-03-90-LS-001 REV 00; VGA-DEPT-03-94-LS-001 REV 00; VGA-DEPT-03-94-LS-002 REV 00; VGA-DEPT-03-97-LS-001 REV 00; VGA-DEPT-03-97-LS-002 REV 00; VGA-DEPT-01-90-SEC-001 REV 00; VGA-DEPT-01-90-SEC-002 REV 00; VGA-DEPT-02-90-SEC-001 REV 02; VGA-DEPT-02-90-SEC-002 REV 02; VGA-DEPT-02-90-SEC-003 REV 00; VGA-DEPT-03-90-SEC-001 REV 00; VGA-DEPT-03-90-SEC-002 REV 00; VGA-DEPT-03-90-SEC-003 REV 00; HOK-204829-01A-06-TYP-001 REV 1; HOK-204829-01A-06-TYP-002

REV 1; HOK-204829-01A-06-TYP-003 REV 1; HOK-204829-01B-06-TYP-004 REV 1; HOK-204829-01B-06-TYP-005 REV 1; HOK-204829-01B-06-TYP-006 REV 1; HKB-DEPT-02-06-TYP-000.1 REV 00; HKB-DEPT-02-06-TYP-000.2 REV 00; HKB-DEPT-02-06-TYP-001 REV 00; HKB-DEPT-02-06-TYP-002 REV 00; HKB-DEPT-02-06-TYP-003 REV 00; HKB-DEPT-02-06-TYP-004 REV 00; HKB-DEPT-02-06-TYP-005 REV 00; HKB-DEPT-02-06-TYP-006 REV 00; HKB-DEPT-02-06-TYP-007 REV 00; HKB-DEPT-02-06-TYP-008 REV 00; HKB-DEPT-02-06-TYP-009 REV 00; HKB-DEPT-02-06-TYP-010 REV 00; HKB-DEPT-02-06-TYP-011 REV 00; HKB-DEPT-02-06-TYP-012 REV 00; HKB-DEPT-02-06-TYP-013 REV 00; HKB-DEPT-02-06-TYP-014 REV 00; HKB-DEPT-02-06-TYP-015 REV 00; HKB-DEPT-02-06-TYP-016 REV 00; HKB-DEPT-02-06-TYP-017 REV 00; HKB-DEPT-02-06-TYP-018 REV 00; HKB-DEPT-02-06-TYP-019 REV 00; HKB-DEPT-02-06-TYP-020 REV 00; HKB-DEPT-02-06-TYP-021 REV 00; HKB-DEPT-02-06-TYP-022 REV 00; HKB-DEPT-02-06-TYP-023 REV 00; HKB-DEPT-02-06-TYP-024 REV 00; HKB-DEPT-02-06-TYP-025 REV 00; HKB-DEPT-02-06-TYP-026 REV 00; HKB-DEPT-02-06-TYP-027 REV 00; HKB-DEPT-02-06-TYP-028 REV 00; HKB-DEPT-02-06-TYP-029 REV 00; HKB-DEPT-02-06-TYP-030 REV 00; HKB-DEPT-02-06-TYP-031 REV 00; HKB-DEPT-02-06-TYP-032 REV 00; HKB-DEPT-02-06-TYP-033 REV 00; HKB-DEPT-02-06-TYP-034 REV 00; HKB-DEPT-02-06-TYP-035 REV 00; HKB-DEPT-02-06-TYP-036 REV 00; HKB-DEPT-02-06-TYP-037 REV 00; HKB-DEPT-02-06-TYP-038 REV 00; HKB-DEPT-02-06-TYP-039 REV 00; HKB-DEPT-02-06-TYP-040 REV 00; HKB-DEPT-03-06-TYP-000 REV 00; HKB-DEPT-03-06-TYP-001 REV 00; HKB-DEPT-03-06-TYP-002 REV 00; HKB-DEPT-03-06-TYP-003 REV 00; HKB-DEPT-03-06-TYP-004 REV 00; HKB-DEPT-03-06-TYP-005 REV 00; HKB-DEPT-03-06-TYP-006 REV 00; HKB-DEPT-03-06-TYP-007 REV 00; HKB-DEPT-03-06-TYP-008 REV 00; HKB-DEPT-03-06-TYP-009 REV 00; HKB-DEPT-03-06-TYP-010 REV 00; HKB-DEPT-03-06-TYP-011 REV 00; HKB-DEPT-03-06-TYP-012 REV 00; HKB-DEPT-03-06-TYP-013 REV 00; HKB-DEPT-03-06-TYP-014 REV 00; HKB-DEPT-03-06-TYP-015 REV 00; HKB-DEPT-03-06-TYP-016 REV 00; HKB-DEPT-03-06-TYP-017 REV 00; HKB-DEPT-03-06-TYP-018 REV 00; HKB-DEPT-03-06-TYP-019 REV 00; HKB-DEPT-03-06-TYP-020 REV 00; HKB-DEPT-03-06-TYP-021 REV 00; HKB-DEPT-03-06-TYP-022 REV 00 Received 18<sup>th</sup> May 2015

HKB-DEPT-EX-06-ELE-001 Rev 02; HKB-DEPT-EX-06-ELE-002 Rev 02; HKB-DEPT-EX-06-ELE-003 Rev 02; HKB-DEPT-EX-06-ELE-004 Rev 02; HKB-DEPT-EX-06-ELE-005 Rev 02; HKB-DEPT-EX-06-ELE-006 Rev 02; HKB-DEPT-PA-06-SIT-001 Rev 02; HOK-204829-01A-06-BAY-007 REV 2; HOK-204829-01AB-06-BAY-008 REV 2; HOK-204829-01B-06-BAY-009 REV 2; HOK-204829-01B-06-BAY-010 REV 2; HKB-DEPT-02-06-L02-001 REV 02; HKB-DEPT-02-06-L03-001 REV 02; HKB-DEPT-02-06-L04-001 REV 02; HKB-DEPT-02-06-L05-001 REV 02; HKB-DEPT-02-06-L06-001 REV 02; HKB-DEPT-02-06-BAY-001 REV 02; HKB-DEPT-02-06-BAY-002 REV 02; HKB-DEPT-02-06-BAY-003 REV 02; HKB-DEPT-02-06-BAY-004 REV 02; HKB-DEPT-02-06-BAY-005 REV 02; HKB-DEPT-03-06-BAY-001 REV 02; HKB-DEPT-03-06-BAY-002 REV 02; HKB-DEPT-03-06-BAY-003 REV 02; Received June 2015

Addendum to Design and Access Statement Volume 1 – Architect (August 2015 prepared by HOK); Addendum to Design and Access Statement Volume 2- Landscape (August 2015 prepared by VOGT Landscape Ltd); Environmental Statement Addendum (August 2015 prepared by Quod); Drawings: HKB-DEPT-MP-06-SIT-001 Rev 02; HKB-DEPT-MP-06-SIT-002 Rev 02; HKB-DEPT-MP-06-SIT-003 Rev 02; HKB-DEPT-MP-06-SIT-004 Rev 02; HKB-DEPT-MP-06-ELE-001 Rev 03; HKB-DEPT-MP-06-ELE-002 Rev

03; HKB-DEPT-MP-06-ELE-003 Rev 03; HKB-DEPT-MP-06-ELE-004 Rev 03; HOK-204829-01-06-GRD-001 REV 2; HOK-204829-01-06-L01-002 REV 2; HOK-204829-01-06-L02-003 REV 2; HOK-204829-01-06-L03-004 REV 2; HOK-204829-01-06-L04-005 REV 2; HOK-204829-01-06-L05-006 REV 2; HOK-204829-01-06-L06-007 REV 2; HOK-204829-01-06-L07-008 REV 2; HOK-204829-01-06-L08-009 REV 2; HOK-204829-01-06-L09-010 REV 2; HOK-204829-01-06-L10-011 REV 2; HOK-204829-01-06-L11-012 REV 2; HOK-204829-01-06-L12-013 REV 2; HOK-204829-01-06-L13-014 REV 2; HOK-204829-01-06-L14-015 REV 2; HOK-204829-01-06-L15-016 REV 2; HOK-204829-01-06-L16-017 REV 2; HOK-204829-01-06-L17-018 REV 2; HOK-204829-01-06-L18-019 REV 2; HOK-204829-01-06-L19-020 REV 2; HOK-204829-01-06-L20-021 REV 2; HOK-204829-01-06-L21-022 REV 3; HOK-204829-01-06-L22-023 REV 3; HOK-204829-01-06-L23-024 REV 3; HOK-204829-01-06-RF-025 REV 2; HOK-204829-01-06-ELE-001 REV 2; HOK-204829-01-06-ELE-002 REV 2; HOK-204829-01-06-ELE-003 REV 2; HOK-204829-01-06-ELE-004 REV 2; HOK-204829-01-06-ELE-005 REV 2; HOK-204829-01-06-ELE-006 REV 2; HOK-204829-01-06-SEC-001 REV 2; HOK-204829-01-06-SEC-002 REV 2; HOK-204829-01-06-SEC-003 REV 2; HOK-204829-01C-06-BAY-001 REV 3; HOK-204829-01C-06-BAY-002 REV 3; HOK-204829-01C-06-BAY-003 REV 3; HOK-204829-01C-06-BAY-004 REV 3; HOK-204829-01C-06-BAY-005 REV 3; HOK-204829-01C-06-BAY-006 REV 3; VGA-DEPT-XXX-90-LS-001 REV 01; VGA-DEPT-01-90-LS-001 REV 01; VGA-DEPT-01-94-LS-001 REV 01; VGA-DEPT-01-94-LS-002 REV 01; VGA-DEPT-01-97-LS-001 REV 01; VGA-DEPT-01-97-LS-002 REV 01; HOK-204829-01C-06-TYP-007 REV 2; HOK-204829-01C-06-TYP-008 REV 2; HOK-204829-01C-06-TYP-009 REV 2; HOK-204829-01C-06-TYP-010 REV 2  
Received 10<sup>th</sup> August 2015

Environmental Statement Non-Technical Summary (September 2015 prepared by Quod); Environmental Statement Second Addendum (September 2015 prepared by Quod) Received 22<sup>nd</sup> September 2015

Background Papers

- (1) Case File DE/153/U/TP & DC/09/73189
- (2) Core Strategy (2011)
- (3) Development Management Local Plan (2014)
- (4) The London Plan (Consolidated with Further Alterations since 2011) (March 2015)

Designation

Core Strategy - Strategic Site Allocation 4  
Oxestalls Road

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## 1.0 **Introduction**

### 1.1 Background

1.2 In March 2012 the Council granted planning permission, subject to conditions and a s.106 agreement, for the comprehensive redevelopment of land bounded by Oxestalls Road, Grove Street, Dragoon Road and Evelyn Street North Deptford, but excluding Scott House, 185 Grove Street (formerly known as Diploma Works). The development comprised up to 853,218m<sup>2</sup> of residential floorspace (up to 905 residential units) and 17,645m<sup>2</sup> of mixed use non-residential floorspace, an energy centre and open space.

1.3 Subsequent to the grant of planning permission in 2012, the applicant and owners of the majority of the site at that time, City and Provincial PLC, sold their interest to Lend Lease Deptford Ltd (LLD). LLD retained the masterplanners and architectural team (Hawkins Brown) that had worked successfully with the Council in designing the scheme granted planning permission in 2012, and supplemented the team with architects and landscape designers to deal with specific parts of the site. Following formal pre-application discussions with the Council and presentations to the Strategic Planning Committee and Lewisham Design Review Panel, in May 2015 LLD submitted a hybrid planning application, outline in respect of the entire site and details for part, for the comprehensive redevelopment of the site.

1.4 Following submission of the application, amendments have been made and additional information submitted in respect of the proposed development. This report considers the current proposals in the light of the submitted information, relevant planning policy and guidance, representations received and other material considerations, and makes recommendations on the determination of the application.

## 2.0 **Property/Site Description**

### 2.1 **Site Description**

2.1.1 The application site is bounded by Oxestalls Road to the north (an elevated road bridge, built in the late 1960's to cross the (former) Grand Surrey Canal which runs roughly north-south through the site); Grove Street to the east with Pepys Park beyond; Dragoon Road to the south which is closed at its junction with Evelyn Street; and Evelyn Street (A200) to the west which forms part of the Borough Principal Road Network.

2.1.2 The site covers an area of approximately 4.7ha. Existing buildings on the site are in a range of commercial uses and amount to around 18,000m<sup>2</sup>. Current employment on the site is estimated by the applicant at about 250 jobs.

2.1.3 When the Grand Surrey Canal was in active use, the application site included a mix of residential and commercial uses. Other than a single

residential property on Evelyn Street, the site is now occupied solely by commercial activities, principally for a range of storage uses.

- 2.1.4 Currently on site and operational is a petrol filling station with a small retail outlet located on the north western corner of the site (fronting Evelyn Street and Oxestalls Road). To the east and south of this, towards the centre of the site, is a municipal services depot for waste collection vehicles operated by Veolia. There is also a self-storage warehouse (leased to Safestore) located to the south western corner (corner of Evelyn Street and Dragoon Road). The previous uses on site, specifically a scrap yard, car wash, car auction, open storage and public house are now closed. A three storey brick building (Diploma Works) is located at junction of Oxestalls Road and Grove Street although this building does not form part of the application site. Crown Wharf (adjacent to the Diploma Works building) ceased operation in 2014.
- 2.1.5 The petrol filling station remains operational with an open frontage on to the corner of Oxestalls Road and Evelyn Street, although much of the frontage along Grove Street Dragoon Road and Evelyn Street is currently vacant and boarded up. The former public house (The Victoria) on Grove Street remains but has been vacant for a number of years.
- 2.1.6 The buildings remaining on the site comprise a mix of predominately commercial and industrial buildings of no unified form or design, that have been developed independently and on an ad hoc basis over time. There are a few reminders of the former use of the site as a series of wharves along the route of the Grand Surrey Canal including brick boundary walls incorporating the name of the wharf, and Blackhorse Bridge on Evelyn Street which retains its cast iron structure and brick abutments. The canal itself was filled in the 1970's and is not evident on the site, the development since of individual plots on the site having obscured and obliterated much of its history.
- 2.1.7 The site is generally flat although Evelyn Street and Oxestalls Road rise above the level of the site where bridges cross the route of the former canal. The Oxestalls Road/Evelyn Street junction is signal controlled and there are a number of vehicular accesses into the site on each frontage.
- 2.1.8 The applicant owns the freehold of approximately 75% of the application site. There are currently three freehold interests within the application site which fall outside the applicant's ownership. These comprise the petrol filling station, the single house on Evelyn Street and a strip of land along Oxestalls Road owned by the Council.

## 2.2 **The Surrounding Area**

- 2.2.1 To the north and east of the site is the Pepys Estate comprising a number of blocks of flats including Eddystone Tower on the northern side of Oxestalls Road. Deptford Park Primary School lies to the north, fronting onto Oxestalls Road and Evelyn Street, and further to the north are the development sites at Cannon Wharf and Marine Wharf either side of the old

canal route. To the east is Pepys Park and to the south east is Convoys Wharf.

2.2.2 To the south, on the south side of Dragoon Road, are four five-storey blocks forming part of the Trinity Estate. To the west are Victorian terraced housing on Evelyn Street and commercial buildings forming part of the Deptford Trading Estate. Beyond this is Deptford Park, which has an entrance on to Evelyn Street facing on to the north west corner of the application site. The wider area comprises a mix of residential and commercial and other uses including small scale retail, schools and community buildings.

2.2.3 The site is served by the number 47, 188 and N47 buses along Evelyn Street and the 199 bus (and N1 night bus) along Evelyn Street and Oxestalls Road. The nearest bus stops to the application site are located on Oxestalls Road (adjacent to the site) and on Evelyn Street (just to the north of Oxestalls Road and south of Dragoon Road). The nearest London Overground station is Surrey Quays, which is approximately 1km to the north providing rail services towards Dalston to the north and New Cross, Crystal Palace and West Croydon to the south. Underground services are less than a 30 minute walk from the site, situated further to the north at Canada Water on the Jubilee Line. The nearest mainline railway stations are some distance away at South Bermondsey and Deptford providing connections to south and central London and Kent. Commuter river bus services are available from Greenland Pier, approximately 1km to the northeast of the application site, providing connections to central London to the west and Woolwich Arsenal to the east.

2.2.4 The majority of the site has a Public Transport Accessibility Level (PTAL) rating of 2, where 1 is poor and 6 is excellent. The nearest cycle route forming part of the Lewisham Cycle Network runs along the bank of the River Thames via Deptford Wharf and Deptford Strand to the east of the site. Evelyn Street has been identified as part of the future implementation of the London Mayor's Cycle Super Highway.

2.2.5 The nearest district centre within the Borough is Deptford High Street, some 1.6km away. The Surrey Quays Shopping Centre (to the northwest) in LB Southwark is closer, being approximately 1.3km distant.

## 2.3 **Planning History**

### 2.3.1 **Application Site**

2.3.2 Prior to 2009 the planning history for the site consisted of relatively minor applications involving change of use, extensions to buildings and advertisement consents.

2.3.3 In December 2009 an application (DC/09/73189) was submitted for the comprehensive redevelopment of land bounded by Oxestalls Road, Grove Street, Dragoon Road and Evelyn Street SE8, but excluding Scott House, 185 Grove Street (formerly known as Diploma Works).

Outline planning application for the whole site comprising:

- The demolition of existing buildings on the site, excluding former Public House on Grove Street.
- The phased redevelopment of the site to provide a maximum of 1,029,670m<sup>2</sup> (gross external floor area) comprising up to 905 residential units (853,218m<sup>2</sup>) and 17,645m<sup>2</sup> non-residential floorspace comprising A1 Shops, A2 Financial & Professional Services, A3 Restaurants & Cafés, A4 Drinking Establishments, A5 Hot Food Takeaways, B1 Businesses, D1 Non-Residential Institutions and D2 Assembly & Leisure uses.
- Erection of buildings ranging in height from 4 to 18 storeys.
- An energy centre.
- Open space.
- New vehicular access into the site and parking (up to 1,127 cycle and 370 vehicle spaces) and associated works.

Detailed planning application for Phases 1 & 2 only (covering the southern  $\frac{2}{3}$  of the site)

- Redevelopment of land fronting Evelyn Street, Dragoon Road and Grove Street for 591 residential units and 9,424 m<sup>2</sup> of non residential floorspace (comprising A1 Shops, A2 Financial & Professional Services, A3 Restaurants & Cafés, A4 Drinking Establishments, A5 Hot Food Takeaways, B1 Businesses, D1 Non-Residential Institutions and D2 Assembly & Leisure uses) in buildings ranging from 4 to 18 storeys in height.
- An energy centre.
- Car and cycle parking.
- New access into the site and associated highway infrastructure.
- Public realm works, landscaping and amenity / open space including water feature.

2.3.4 Planning permission was granted for the development, subject to conditions and a s.106 agreement, on 30<sup>th</sup> March 2012.

2.3.5 Between 2010 and 2013 three applications were received in connection with the metal and waste recycling use operational on Crown Wharf at the time, which has since ceased use following acquisition of the site by LLD.

2.3.6 In August 2014 an application (DC/14/88903) was submitted under Section 96a of the Town and Country Planning Act 1990 to vary the wording of a number of conditions. The application sought to allow the implementation of the 2012 planning permission (without discharging certain other pre-commencement conditions in respect of the wider development of the site) through demolition of a building located in the south east corner of the development site at the corner of Dragoon and Grove Street. This application was approved under delegated powers in November 2014.

- 2.3.7 In parallel and in association with this application, in August 2014 an application (DC/14/88904) was submitted to discharge details in partial compliance with Conditions 21 Part B (Waste Management) and 34 (Construction and Environmental Management Plan) specially relating to the demolition of the building in the south east corner of the site.
- 2.3.8 In June 2015 an application (DC/15/92728) was submitted in partial compliance with Conditions 21 Part A (Earthworks mass balance calculations), 21 Part B (Waste Management Plan), 32 (Archaeology), 34 (Construction and Environmental Management Plan) and 37 (Contaminated Land) of the planning permission DC/09/73189. The details relate specifically to the demolition and remediation of a number of specified buildings and area of land to the south of the site. This application is yet to be determined
- 2.3.9 In July 2015 an application (DC/15/92855) was submitted under Section 96a of the Town and Country Planning Act 1990 in order to allow a variation to the wording of a number of conditions in order to allow the demolition existing buildings on site without discharging other pre-commencement conditions. This application was approved under delegated powers in August 2015.

#### **2.3.10 Adjoining Sites**

- 2.3.11 In recent years there have been a number of major planning applications in the local area, which reflect the regeneration that is underway in North Deptford.
- 2.3.12 In July 2001 planning permission was granted for the conversion of the Diploma Works building, a former industrial building which stands at the corner of Oxestalls Road and Grove Street (to the north east and directly adjoining the application site) to 19 live/work units together with minor alterations to the side elevation. This permission has been implemented and the building is occupied.
- 2.3.13 In September 2011 detailed planning permission was granted for the development of the Marine Wharf West site. The permission was for the construction of new buildings between 1 and 8 storeys in height at Marine Wharf West (land formerly occupied by Jet Stationery), Plough Way SE16 to accommodate 4,126m<sup>2</sup> of commercial floorspace (Use Classes A1/A2/A3/B1/B1c), 532 residential units (including 78 units provided as an "Extra Care" facility), car parking, pedestrian and vehicular access, landscaping, new public open space along the route of the former Grand Surrey Canal, and other associated works.
- 2.3.14 In March 2012 planning permission for the development of the adjacent Cannon Wharf site was granted for the demolition of existing buildings and construction of buildings 3 to 8 storeys plus two buildings 20 and 23 storeys in height, comprising 6,588m<sup>2</sup> commercial units (Use Classes B1, A1, A2, A3, A5 & D1) and 679 residential units with on-site energy centre, 401 car parking spaces, cycle parking, and associated landscaping. A Section 73

application to add height on to two of the blocks to provide an additional 18 units remains to be determined.

2.3.15 Both of these schemes are under construction and part occupied

2.3.16 In March 2012 outline planning permission was granted for the redevelopment of the Surrey Canal Triangle site to the west. However other than some minor works the scheme is yet to commence. The outline permission approved the comprehensive phased mixed-use development of the site for up to 240,000 m<sup>2</sup> of development. Including up to 2400 homes, up to 6,300 m<sup>2</sup> of Class A1/A2/A3/A4/A5, 15,000 m<sup>2</sup> of Class B1, 10,000 m<sup>2</sup> of Class C1 (Hotels), 10,000m<sup>2</sup> of Class D1 (Non-Residential Institutions) and 4,260m<sup>2</sup> (maximum floorspace) of Class D2 (Leisure and Assembly). The permission also involves the upgrade of Millwall FC Stadium and alterations and extensions to several existing building as well as infrastructure improvements. A Section 73 application to reconfigure certain uses within the scheme remains to be determined.

2.3.17 In March 2012 the Council granted planning permission for Neptune Works on Grinstead Road. The permission authorises the demolition of the existing buildings and the phased redevelopment of the site to provide 6 blocks and 10 mews houses between 3 and 12 storeys, providing 199 residential units; 1,973 m<sup>2</sup> of non-residential floorspace, and public realm, which links Deptford Park and Folkestone Gardens by the opening up the existing railway viaducts on the western edge of the site. Works of demolition and remediation have commenced.

2.3.18 In March 2015, the Mayor of London granted outline planning permission for the redevelopment of Convoys Wharf, to provide a mixed-use development of up to 419,100m<sup>2</sup> comprising up to 3,500 residential units (Use Class C3), up to 15,500m<sup>2</sup> employment floorspace (Class B1/Live/Work units), wharf with associated vessel moorings and up to 32,200m<sup>2</sup> of employment floorspace (Sui Generis & Class B2), up to 5,810m<sup>2</sup> of Classes A1 & A2, up to 4,520m<sup>2</sup> of Classes A3 & A4, up to 13,000m<sup>2</sup> of Class D1 and Class D2 up to 27,070m<sup>2</sup> of Class C1, river bus jetty and the retention and refurbishment of the Olympia Building and demolition of all remaining non-listed structures on site

### 3.0 **Current Planning Application**

#### 3.1 **Introduction**

3.1.1 The application is for the comprehensive redevelopment of land bounded by Oxestalls Road, Grove Street, Dragoon Road and Evelyn Street SE8, but excluding Scott House, 185 Grove Street (formerly known as Diploma Works). It is a hybrid planning application, comprising an outline planning application for the whole site with details submitted for Phase 1. The location of vehicular access points has been provided for Phases 2 and 3 but details of layout, scale, appearance and landscaping are matters reserved for future applications.

3.1.2 The application site is divided into 6 plots, split into 3 broad phases of development. Phase 1 comprises Plots 1, 2 and 3; Phase 2 Plot 4; and Phase 3 Plots 5 and 6.



#### Outline (entire site)

3.1.3 The demolition of existing buildings on the site, excluding former Public House on Grove Street to facilitate the phased redevelopment of the site to provide up to 10,413 square meters (GEA) non-residential floorspace comprising (A1) Shops, (A2) Financial & Professional Services, (A3) Restaurants & Cafés, (A4) Drinking Establishments, (A5) Hot Food Takeaways, (B1) Business, (D1) Non-Residential Institutions and (D2) Assembly & Leisure uses and an energy centre and up to 1132 residential units in buildings ranging from 3 to 24 storeys in height, together with car and cycle parking, associated highway infrastructure, public realm works and provision of open space.

#### Detailed (Phase 1)

3.1.4 For up to 562 residential units and up to 5,692 m<sup>2</sup> (GEA) of non-residential floorspace comprising (A1) Shops, (A2) Financial & Professional Services, (A3) Restaurants & Cafés, (A4) Drinking Establishments, (A5) Hot Food Takeaways, (B1) Business, (D1) Non-Residential Institutions and (D2) Assembly & Leisure uses) in buildings ranging from 3 to 24 storeys in height, together with car and cycle parking, associated highway infrastructure, energy centre, public realm works and provision of open space.

3.1.5 Information has been submitted in relation to the outline Phase 2 and 3, including;

- Scale of buildings (including upper and lower parameters for height, width and length)
- Type and quantum of different uses (indicative for each plot based on maximum quantum's for the Phase as a whole)
- Public realm and landscaping (including the extent and location of the public realm and landscape) .
- Vehicle Access and Circulation parameter plans and illustrative access arrangements across Phases 2 and 3.
- Precedent images of the type of architecture/materials anticipated for each plot/building as appropriate with a Design Code providing a series of controls to be applied to the reserved matters stage
- The planning application is also supported by a Design and Access Statement and Design Code which provides further details for the master planning and design of the public realm and landscape

### **Amendments**

3.1.6 Following consultation and negotiations, amendments to the application were submitted in August 2015 comprising alterations to the massing and external appearance of the tall building in Phase 1, Block C within Plot 1. The amendments include changes to the core layout, relocation of external balconies and changes to the building massing from the 21<sup>st</sup> floor, resulting in a loss of 6 residential units. The scope of the outline application was also amended to accommodate the 6 units from Plot 1 in Phases 2 or 3. Amendments to the Environmental Statement which accompanied the application were also made.

3.1.7 In September 2015 the applicant voluntarily submitted further information in support of the Environmental Statement which is outline below .

### **3.2 Supporting Documents**

3.2.1 The application is supported by a full schedule of plans for the Outline and Detailed Phases of the development. For the detailed Phase 1 all elevation, layout and section drawings have been provided to fully detail the proposal for Plots 1, 2 and 3. For the Outline element of the proposal 8 parameter plans have been submitted and whilst the application seeks outline with all matters reserved for Plots 4, 5 and 6 the parameter plans fixed a number of development criteria, which are;

- Limits of deviation for the building envelopes including minimum distances between buildings on site and to the pavement edge;
- Access into and through the site for private and commercial vehicles (including for refuse and delivery) and for pedestrian and cycle movements;

- Areas to be allocated for public/private amenity space, residential street and areas of landscaping and indicative location of non-residential floorspace, and;
- Proposed ground levels, maximum building heights and phasing.

3.2.2 To sit alongside the drawings a number of descriptive, analytical and technical documents have also been provided, these are;

- Planning Statement
- Design and Access statement (Architecture and Landscaping)
- Design Code (Architecture and Landscaping)
- Development Specification
- Planning Obligations Statement
- Statement of Community Involvement
- Affordable Housing Statement
- Delivery Strategy
- Commercial Strategy
- Transport Assessment
- Framework Travel Plan
- Delivery and Servicing Parking Management Plan
- Draft Construction Environmental Management Plan
- Framework Construction Traffic Management Plan
- Energy Assessment
- Environmental Sustainability Statement
- Ventilation and Extraction Statement
- Health Impact Assessment
- Tree Survey
- Environmental Statement

3.2.3 Whilst all documents have been considered in the assessment of the application, the supporting documents providing an overarching review of the scheme have been summarised below.

#### Design and Access Statement

3.2.4 This document sets out the Masterplan for the site covering both the detailed and outline elements. It describes the design process leading to the proposed scheme including the site layout, urban design strategy, architectural approach, and landscape strategy and environmental considerations. The document outlines the physical, social, economic and policy context, the design brief, the design process including the conceptual design and consultations and then details the design response outlining the details of the present scheme. The statement also includes the Lighting Assessment, Materials Statement; Photographs and CGIs and a Accessibility Statement.

#### Landscape Design and Access Statement

- 3.2.5 This statement outlines how the landscaping arrangement will create important links across the site providing increased permeability and connections to the surrounding areas in the form of north to south corridors and east to west linking spaces. The scheme involves the creation of a range of distinct public spaces, including a new square, community space and waterside landscape together with private residential courtyard gardens and spaces.

#### Planning Statement

- 3.2.6 The statement sets out the applicant's view on the relevant planning history and national, regional and local planning policy context. It goes on to address the planning considerations and merits of the proposals against the identified planning policy context.

#### Statement of Community Involvement

- 3.2.7 The statement outlines the work carried out by the applicant between August 2014 and March 2015 to work with and inform the local community of the proposal. The pre-application consultation process was lead by Soundings, a communication consultancy, but also involved the applicant and their architects. The pre-application consultation consisted of engaging with the local community and community groups and submitted statement details the methods of consultation, which included newsletters, a website, group sessions, drop-in exhibitions, a site visit and presentation from the applicant's team. There are also details of the feedback received and ideas on how to improve on the existing consent and incorporate the ideas of the local community.

#### Sustainability Statement

- 3.2.8 This Energy Assessment illustrates how The Wharves, Deptford aims to achieve the Greater London Authority (GLA) 35% carbon reduction target over Part L of the Building Regulations 2013 baseline. The approach adopted follows the energy hierarchy of "Be Lean, Be Clean and Be Green".

### **3.3 General Layout and Uses**

- 3.3.1 The Masterplan for the site includes 6 Plots defined by two east-west streets (referred to as New Baltic Street (to the north) and Victoria Street (to the south) both referencing the historic wharves on the site) and a north-south pedestrian/cycle route along the alignment of the former Grand Surrey Canal.

#### Plot 1

- 3.3.2 Located to the south eastern corner of the site and fronting on to Dragon Road and Grove Street, Plot 1 will provide 653m<sup>2</sup> (GIA) of non-residential floorspace made up of A1/A2/A3/A4/A5/D1/B1 Use Classes and 210 residential units in 3 blocks. The Plot comprises 3 principal buildings accommodating 85 one bedroom flats, 14 two bedroom 3 person flats, 101

two bedroom 4 person flats, 2 three bedroom 5 person flats and 8 three bedroom 6 person flats. All units will have a private balcony or terrace area and access to a communal podium or roof garden.

- 3.3.3 Plot 1 comprises 3 blocks (Blocks A, B and C) all of which are connected by the podium level and share the communal amenity space provide on the podium. Block A faces on to Dragoon Road and Block B Victoria Road. Both are 7 storeys (26.2m AOD) high and will be constructed from varied grey/black bricks. Both will have flat roofs which will mainly covered by green roofs, with photo-voltaic panels also included on Block A.
- 3.3.4 Block C is the focal block of Plot 1. It is also the tallest building within the overall development and will be the most prominent building on site with a maximum height of 24 storeys (81.4m AOD). Block C will be constructed from a lightweight concrete panels, metal cladding and clear and opaque glazing panels.
- 3.3.5 In August 2015, following discussions with Council Officers amendments were submitted in relation to the design of Plot 1 Block C. The amendments to the design reduced the massing of the block at the upper levels reducing the number of units by 6 as the floorplate of the top 4 floors was reduced.
- 3.3.6 At ground and first floor there is a two deck car park, accessed from Dragoon Road, which will be located below the podium amenity space. This will provide 80 car parking spaces, 34 of which being accessible for disabled people, 372 cycle parking spaces and 10 motorcycle parking spaces. The ground floor of Blocks of B and C will be occupied by commercial uses and servicing facilities for the Blocks. Block A has 3 residential units at ground floor all of which face on to Dragoon Road with amenity terraces to the front of the units.

## Plot 2

- 3.3.7 Situated north of Plot 1 and south of Plot 6, Plot 2 is centrally located with the development facing on to Grove Street to the east and on to the canal path to the west. The Plot will provide a total of 203 residential units with a mix of 68 one bed/2 persons, 28 two beds/3 person, 58 two bed/4 person, 27 three beds/5 person, 14 three/bed 6 person, 6 four bed/6 person, 1 four bed/7 person and 1 four bed/8 person units.
- 3.3.8 Plot 2 is a residential plot with the exception of the energy centre located on the north-western corner of the Plot on the corner of the east-west route (referred to as New Baltic Street) and the north-south route of the former canal. The Plot also contains the retained and refurbished Victoria pub. This will be remodelled to remove later extensions and reinstated to pub use. Centrally located within the ground floor level below the communal podium amenity area is a car park, which is accessed from New Baltic Street and contains 55 car parking spaces and 378 cycle storage spaces.
- 3.3.9 Plot 2 is predominantly brick and comprises 7 blocks, ranging from 3 to 12 storeys and a maximum height of 43.8m AOD. Along Grove Street, at the

corner of the proposed New Baltic Street is the retained 'The Victoria' pub, which at 3 storeys is one of the lower blocks, although it retains many of its ornate features. Sitting alongside the pub is a 4 storey block which is then increased up to 10 storeys, a height that is maintained until the corner with Victoria Street. Facing on to Victoria Street the block decreases back to 7 storeys and then a non-adjointing block of 7 storeys turns the corner to front on to the canal path adjacent to which is a block of 12 storeys. Back on to New Baltic Street there is a break in the building form before a building of 3 storeys is situated around the corner from the pub building to complete the block.

- 3.3.10 Along the canal path there are two blocks, both constructed from London Stock Brick with shallow pitched roofs referencing older warehouse buildings. The remaining blocks in the plot (except The Victoria pub) will have flat roofs, with photo-voltaic panels installed on the pitched roofs and green and brown roofs installed on all other blocks except the 3 storey building and the pub.

### Plot 3

- 3.3.11 Facing Evelyn Street to the west and Dragoon Road to the south, Plot 3 is located to the south western corner of the site and adjoins Plot 1 to the east. It is the only plot not in a podium formation. Consisting of two linear blocks, a corner block and a stand-alone uniquely designed 'Y' shaped building, Plot 3 provides a visual reference to the line of the old canal with the linear and corner blocks representing the turning of the canal along its historic route.
- 3.3.12 Plot 3 provides a greater mix of commercial and residential buildings with a total of 3,830m<sup>2</sup> of commercial space and 149 residential units. The residential provision consists of 71 one bed/2 persons, 20 two bed/3 person, 35 two bed/4 person, 5 three bed/5 person, 6 four bed/6 person and 12 four bed/7 person units.
- 3.3.13 Within the detailed application for Phase 1, Plot 3 is the only block that does not include ground floor residential accommodation, having a significantly greater amount of commercial floorspace than Plots 1 and 2. Plot 3 also contains a dedicated commercial building. In the form of a 'Y', the building provides 4 floors of commercial space situated in an area of public realm referred to as 'The Yard', which will provide space for commercial units facing on to the Yard to utilise and also space for residents and local businesses to congregate. It is within the Yard area that a piece of public art will be situated, with the intention that the art would reference the industrial past of the site.
- 3.3.14 Along with the 'Y' building, the linear blocks in Plot 3 will also have commercial units at ground floor, with residential accommodation above. At 4 storeys the 'Y' building is of the lowest scale in the plot, with the other blocks at 7, 10 and 11 storeys in height. Whilst of a lower scale than the other blocks, the 'Y' building is distinct and provides a presence on the plot by its unique massing, design and use of materials. Unlike the other blocks

in Plot 3, which will be of a brick construction, it is proposed that the 'Y' building will have a brick plinth at ground floor with the upper three storeys faced in metal cladding and perforated metal cladding around the windows.

3.3.15 The two higher blocks within Plot 3, of 10 and 11 storeys will utilise the shallow pitched roof design used throughout the development, with the upper 3 and 4 storeys being faced in the same metal cladding used on these roofs, which is a reference to the historic uses of the site. The 7 storey block will have a flat roof, which provides communal amenity space for the residential units in the block. The 'Y' building will also have a flat roof, but without any living roof installed or use taking place on it.

#### Plot 4

3.3.16 Plot 4 is located on the western side of the site fronting Evelyn Street, with New Baltic Street to the north and Victoria Street to the south and the canal path to the east. Plot 4 will be a perimeter plot with a central podium providing 19,000m<sup>2</sup> of residential floorspace and 527m<sup>2</sup> of mixed commercial floorspace in blocks with a maximum height of 30.05m AOD with blocks of 6 and 7 storeys. Within a ground floor car park there are 76 car parking spaces (18 to be wheelchair accessible) and 311 cycle storage spaces. The building line along Evelyn Street will be set back to provide a wider pedestrian route along this edge of the site.

#### Plot 5

3.3.17 Situated in the north west corner of the site fronting onto Evelyn Street and Oxestalls Road with Plot 4 to the south and Plot 6 to the east, Plot 5 will contain the second highest building on the development with a 20 storey block of a maximum height of 71.40m AOD and surrounding blocks of 7 and 12 storeys. Plot 5 will provide 31,364m<sup>2</sup> of residential floorspace and 671m<sup>2</sup> of mixed commercial floorspace with off road parking for 88 cars (32 to be wheelchair accessible) and 530 cycle storage spaces.

#### Plot 6

3.3.18 Plot 6 sits at the north eastern corner of the site on the corner of Oxestalls Road and Grove Street and wraps around the Diploma Works (which is not included in the application). Plot 6, like Plot 3 in the detailed Phase, provides the majority of the commercial floorspace in the outline part of the development with 3444m<sup>2</sup> of B1 floorspace in blocks to a maximum height of 29.10m with blocks of 4, 5 and 7 storeys. The Plot will also provide 7,500m<sup>2</sup> of residential floorspace and also 41 car parking spaces (6 to be wheelchair accessible) and 154 cycle storage spaces.

3.3.19 As Plots 4, 5 and 6 are in outline and yet to be designed in detail, the application documents provide only indicative residential dwelling sizes and tenure mix.

3.3.20 Plots 4, 5 and 6 are defined by a series of parameter plans that prescribe a maximum building envelope for these Plots and conditions will be imposed

to ensure the development remains within those parameters. The detailed siting, massing, and appearance of Plots 4, 5 and 6 will be submitted for approval in future reserved matters applications. A Design Code is submitted for approval with the application which covers both the detailed and outline phases. The Design Code provides the overview of the design ethos, considering both the layout of the blocks and materials to be used. In relation to the outline phases the Design Code specifies that design and materials will be a continuation of the character established by Phase 1, with the use of brickwork and cladding for the taller building and roof types referencing the site's historic use.

### 3.4 Residential Accommodation

3.4.1 The application proposes up to 1132 residential units, of which a minimum of 189 units or 16.7% are proposed as affordable homes (128 shared ownership and 61 affordable rent). The Affordable Housing Statement submitted with the applicant's planning application referenced 21% affordable housing. This was based on the extant planning permission for the site and was described as being subject to viability. A Financial Viability Assessment prepared by GL Hearn was also submitted at the same time as the planning application, which proposed 13.5% (153 dwellings). The Council appointed specialist consultants Urban Delivery to advise on viability and following negotiations the applicant's proposal of 13.5% has been increased to 16.7% affordable homes across the development as whole, with 21% (119) being delivered within Phase 1. This is examined further in Section 7.4 below.

3.4.2 The breakdown of the proposed housing by unit size is summarised in the tables below;

<b>Flats</b>	<b>Total Units Phase 1</b>	
	Units	Habitable Rooms
1-bed/2 person	224	448
2-bed/3 person	62	768
2-bed/4 person	194	
3-bed/5 person	34	224
3-bed/6 person	22	
4-bed/ 6 person	12	130
4-bed/ 7 person	13	
4-bed/ 8 person	1	

<b>Flats</b>	<b>Total Units Outline Phase 2 and 3</b>
	Units
1-bed	169
2-bed	298
3-bed	99
4-bed	4

### 3.4.3 The affordable housing comprises:

Flats	Affordable Rent	Intermediate
	Units	Flats
1-bed	25	33
2-bed	28	37
3-bed	2	45
4-bed	6	13
<b>Total</b>	<b>61</b>	<b>128</b>

## 3.5 Non-Residential Uses

3.5.1 The application includes a mix of non-residential space including B1 (business) A1, A2, A3, A4, A5 (retail, professional services, restaurant/café, pub and takeaway), D1 (non-residential institutions e.g. surgery, nursery, hall, church) and D2 (assembly and leisure e.g. cinema, gym). The non-residential space is distributed across the site, with all Plots including an element of non-residential floorspace and Plots 3 and 6 providing dedicated B1 space as well as, potentially, other B1 space as part of mixed-use buildings in Plot 1, 2, 4 and 5. The applicant is seeking significant flexibility in the range of non-residential uses that could be provided on the site and this is discussed further in Section 7.3 of this report.

## 3.6 Open Space, Playspace and Landscaping

3.6.1 The application site boundary includes part of the route of the former Grand Surrey Canal which bisects the site roughly north-south. The application proposes that the line of the old canal is transformed into a public linear park providing access and amenity space through the site. It is proposed to have a water feature running along most of the length of this space which references the old canal but does not dominate the landscaping. It is also proposed that at the north of the site a landscaped connection would be made under the Oxestalls Road bridge to connect with the route of the former canal to the north. This would allow a continuous pedestrian/cycle route through to Plough Way. Two tree lined streets will cross the site providing an east-west connection across the site, but with no through vehicle access onto Evelyn Street, contributing to the areas of amenity space within the development.

3.6.2 Raised private communal podium gardens are proposed within the courtyard blocks. These areas would feature hard and soft landscaping with roof level communal space proposed within Plot 3. A variety of smaller private amenity spaces are proposed comprising roof terraces and private balconies and terraces to flats within the development. Shared surfaces, street trees and limited on-street parking are proposed within the site.

3.6.3 Living roofs are proposed on a number of the buildings amounting to around 4,130m<sup>2</sup> of roofspace.

### 3.7 Parking and Movement

3.7.1 380 car parking spaces are proposed on site, 340 within the perimeter blocks and 40 on-street spaces. Of this total, 340 spaces (i.e. 0.3 spaces per residential unit) are to be provided for the residential units, plus 40 non-residential spaces for commercial users/visitors across the site. A total of 116 blue badge spaces are to be provided, 108 in enclosed car parks and 8 on-street.

3.7.2 A total of 10 motorcycle parking spaces are proposed for the residential units. No dedicated spaces have been identified for the commercial space. 2,095 cycle parking spaces are proposed with 2,021 within the plots and 74 on-street. On the basis that the in-plot cycle spaces are for residential use this provides a ratio of 1.7 per flat, to be provided in dedicated storage spaces.

3.7.3 Vehicle access into the site would be from Oxestalls Road, Grove Street and Dragoon Road, with the existing access points from Evelyn Street being removed.

### 3.8 Servicing and Refuse

3.8.1 All deliveries for the development will take place at street level from the loading bays provided on Dragoon Road, New Baltic Street and Victoria Street. Refuse collection for both the commercial and residential waste will take place from temporary storage holds at ground level within the development. Each residential plot will have a number of refuse storage areas where refuse will be stored during the week but there will also be a bin collection point within 10m of either the main southern or northern access road. It is proposed that the estate management company to be set up in respect of the development will ensure that all bins are moved to bin collection points on the required days, and then returned following collection.

3.8.2 Commercial and retail units will also be provided with suitable bin stores. As the end occupier of these units is currently unknown, the full details of bin stores will be required under a planning condition.

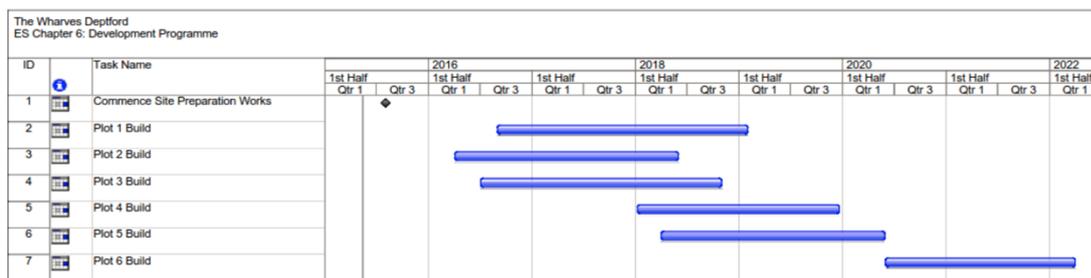
### 3.9 Highways Works

3.9.1 The application proposes the rationalisation of and amendments to site access points including minor alterations to the public highway, the provision of a signal-controlled (Toucan) pedestrian crossing of Evelyn Street (south of Grinstead Road), raised table crossings on the east side of the site connecting Pepys Park and works to the footpaths around the perimeter of the site and to Dragoon Road.

### 3.10 Implementation and Phasing

3.10.1 Section 6 of the Environmental Statement submitted with the application sets out a construction programme for the development which comprises the 3 principal Phases to be developed over a 6-7 year period with each main Phase comprising a number of sub-phases, essentially equating to the 'Plots' within each Phase: Phase 1 (Plots 1 2 and 3); Phase 2 (Plot 4) ; and Phase 3 (Plots 5 and 6).

3.10.2 Following initial site preparation, works development would start in Plot 2 followed shortly after by Plots 1 and 3, the latter being dependent on the acquisition of those parts of the site not owned by the applicant. Construction of Phases 2 and 3 would commence approximately 2 years after commencement of Phase 1. The table below shows the proposed construction programme.



#### 4.0 Environmental Impact Assessment (EIA)

##### 4.1 Introduction

4.1.1 As Members will be aware, certain development proposals are required to be subject to environmental impact assessment before planning permission can be granted. The relevant regulations in relation to the application are the Town & Country Planning (Environmental Impact Assessment) (England & Wales) Regulations 2011 as amended (the EIA Regulations).

4.1.2 The EIA Regulations identify certain development projects – Schedule 1 and Schedule 2 development – which must or may require EIA. Projects of a type listed in Schedule 1 to the Regulations must be subject to EIA before permission can be granted. Projects of a type listed in Schedule 2 will require EIA before permission is granted if any part of the development is in a sensitive area or certain prescribed threshold/criteria are exceeded/met and in either case the proposed development is likely to have significant effects on the environment by virtue of factors such as its nature, size or location. The application scheme constitutes an urban development project comprising more than 150 dwellings and therefore it falls within paragraph 10 (b) of Schedule 2 to the EIA Regulations.

4.1.3 Where EIA is required, the EIA Regulations require submission of an Environmental Statement (ES) to assess the likely significant environmental effects of a proposed development. The applicant has acknowledged EIA is required in respect of the development and has submitted an ES with the application. In dealing with the effects of the scheme, the ES must identify the baseline situation, the nature of the impact both direct and indirect,

whether it is temporary (demolition and construction) or permanent (operation) and measures to mitigate the likely adverse impacts in each case. It must also identify the residual effects after assumed mitigation as well as the cumulative effects of such a scheme in relation to other committed development in the area. Where alternatives have been considered it must set these out with reasons for selecting the proposed development site.

- 4.1.4 Prior to submission of the planning application, the applicant requested a Scoping Opinion from the Council on the scope of issues and methodology that the ES should cover. Following consultation with statutory consultees, the Council issued a Scoping Opinion in October 2014. The submitted ES responds to the Scoping Opinion.
- 4.1.5 Land Use Consultants, independent EIA consultants, were appointed to advise the Council on EIA issues arising from the scheme and to help officers scrutinise technical material prepared by the applicant.
- 4.1.6 Following submission of the application, the applicant submitted revised application drawings in respect of buildings in Plot 1. During the initial assessment of the application, the Council formed the view that certain aspects of the ES were deficient, such that the ES was not a complete ES, and indicated to the applicant its intention to serve a request under Regulation 22 of the EIA Regulations requiring the applicant to submit further information. In addition, (although not a Regulation 22 matter) aspects of the ES required clarification/correction. Prior to service of any Regulation 22 request, however, the applicant submitted additional information on a voluntary basis covering the deficiencies in the ES and clarifying and correcting certain information. The additional ES material included information on: the proposed development; air quality; archaeology and built heritage; flood risk and drainage; ecology; electronic interference; ground conditions, hydrogeology and contamination; noise and vibration; socio economics; daylight and sunlight; transport; and townscape and visual; microclimate.
- 4.1.7 This information was submitted in August 2015 in the form of a revised ES (Revised ES). As the information encompassed 'other information' for the purpose of the EIA Regulations it was required to be subject to the same publicity/consultation requirements in Regulation 22. The information was therefore publicised and consulted upon in accordance with the requirements of Regulation 22. The amendments to the scheme were also publicised and consulted upon at the same time.

#### 4.2 Restriction on grant of planning permission for EIA development

- 4.2.1 By virtue of Regulation 3 of the EIA Regulations, the Council cannot grant planning permission in respect of the application unless it has first taken the environmental information into consideration. The environmental information means the ES, any further or other information received, any representations made by any consultation bodies and any representations

made by any other person about the environmental effects of the proposed development.

### 4.3 ES Documents

4.3.1 The ES comprises the following documents:

- Non Technical Summary
- Volume 1a – Main Report
- Volume 1b – Townscape and Visual Assessment
- Volume 2 – Appendices including Application drawings
- Additional Environmental Information

#### Environmental Statement Non Technical Summary (NTS)

4.3.2 The NTS sets out a brief summary of the findings and content of the main ES. The document provides a description of the site and of the pre-amendment proposals. Following a brief summary of the process of scoping and preparing of the ES, the NTS sets out 12 main topic chapters under which the environmental effects of the proposed development are summarised. Following amendments to the application and submission of further information the applicant has submitted an updated NTS.

#### Environmental Statement Volume 1a: Main Report

4.3.3 The Main Report sets out the findings of the environmental impact assessment under the following chapter headings:

1. Introduction
2. EIA Methodology
3. Site Location and Description
4. The Proposed Development
5. Alternatives and Design Evolution
6. Development Programme
7. Air Quality
8. Archaeology and Built Heritage
9. Flood Risk and Drainage
10. Ecology
11. Electronic Interference
12. Ground Conditions, Hydrogeology and Contamination
13. Noise and Vibration
14. Socio Economics
15. Daylight and Sunlight
16. Transport
17. Wind
18. Cumulative Effects
19. Residual Effects

#### Environmental Statement Volume 2: Appendices

- 4.3.4 In addition to the Scoping Opinion Request made by the applicant and response from the Council, the appendices include the application drawings and provide the detailed survey data, figures and other information referred to in the main ES report including Air Quality, Archaeology, Flood Risk, Ecology, Ground Conditions, Noise, Daylight and Sunlight and Wind.

#### Consideration of ES

- 4.3.5 Section 10 of this report reviews the ES and other information received and considers the assessment of environmental effects and proposed mitigation. The responses to consultations and other representations are also considered elsewhere in this report. The environmental information forms an integral part of the Council's consideration of the proposed development and must be taken into account in the decision on the application.

### **5.0 Consultation**

#### **5.1 Introduction**

- 5.1.1 This section outlines the consultation carried out by the applicant prior to submission of the application and by the Council following submission and summarises the responses received.

#### **5.2 Pre-application**

- 5.2.1 Between August 2014 and March 2015 the applicant, through their consultation/communication consultant Surroundings carried out a series of consultations with the local community through a range of engagement methods. As well as sending out newsletters and having updated website specifically for the emerging scheme the applicant sought to engaged with the community.

- 5.2.2 The applicant meet with a number of local groups and organisations, some on a one-to-one basis and others through group discussions. They also liaised with the Community Reference Group, which had been established during the 2009 consultation for the previous application. Sessions were held with the group in September and November 2014 to understand how the group wished to be involved as the project moved forward but also to understand their thoughts on the methods of consultation and also to discuss the proposed scheme.

- 5.2.3 A series of exhibitions, discussion sessions and focus sessions were also held providing information on the new scheme, answering questions from the community, gathering thoughts on the scheme and ideas for development and also reviewing the site and looking at other projects for comparison. Following the findings of the consultation session with the community and with Lewisham Council Officers the applicant carried out a presentation of their final Masterplan and discussed how it sought to respond to the key issues raised by the community.

#### **Application consultation**

- 5.2.4 The Council's consultation exceeded the minimum statutory requirements and those required by the Council's adopted Statement of Community Involvement.
- 5.2.5 The application has been advertised in the local paper as an EIA application, with site notices also being displayed and letters sent to approximately 5000 local residents and businesses. The application and associated documents have also been posted on the Council's website in the usual way.
- 5.2.6 The subsequent information received from the applicant in August and September 2015 in respect of the scheme amendments and ES has also been publicised in accordance with the requirements of the EIA Regulations on both occasions.

#### Local Societies, Groups and Organisations

- 5.2.7 The following local societies and groups were consulted:

- Pepys Community Forum
- Riverside Youth Centre
- Deptford Park Primary School
- Lewisham People Before Profit
- Canada Water Consultative Forum

#### Statutory Agencies and Organisations

- 5.2.8 The following statutory agencies and organisations were consulted:

- Government Office for London
- Greater London Authority
- Environment Agency
- Natural England
- Historic England
- Historic England – Archaeology
- London Cycling Network
- Transport for London
- Lewisham Primary Care Trust
- London Wildlife Trust
- Met Police Crime Prevention Unit
- National Grid
- Thames Water
- Health and Safety Executive
- Fire Prevention Group
- London Buses
- London Wildlife Trust
- London Fire & Emergency Planning Authority
- London Borough of Southwark

- 5.2.9 Residents and Neighbour Action Group Consultation Responses

5.2.10 Responses to consultation in May, August and September 2015 resulted in a total of with 8 letters of objection and 1 letter of support. Some of the objectors submitted their letters more than once, but only count as one objection. The address details are given as Flat 6, 20 Deptford Wharf, Deptford; 17 Harmon House, Bowditch, Deptford, 1 Creek Road, Deptford, Colonnade & Terrace Resident's Association, 7 The Colonnade, Grove Street, Deptford; 14 Crandley Court, Rainsborough Avenue, Deptford; 55 Alloa Road, Deptford; 11 Hurlington Business Park, Sullivan Road, Fulham; Shell Petrol filling station Deptford (objection submitted via Tim Hancock Associates Ltd, 4 Audley Road, Chelmsford) The letter of supported was received from 30 Acacia Close, Deptford.

5.2.11 The written objections raise the following issues, which are grouped in terms of the topic (numbers in brackets are the number of times each individual issue has been raised):

**Transport and Traffic**

- Congestion on local bus services
- Congestion on local highway network
- Increased pressure on local parking
- Access points on to Grove street will require all traffic to go past the school on Oxestalls Road
- Concern on the highway network from other development in the area
- Parking proposed opposite school will increase congestion

**Social Infrastructure**

- Increased pressure on education and health facilities, which are already at capacity
- Object that the scheme does not provide health or education facilities
- Loss of the garage/petrol filling station
- Loss of community assets in the form of the Pepys Community Forum offices

**Contamination and Pollution**

- Noise and general pollution from construction
- Site contamination and effects of contamination on local area from construction
- Increased traffic will cause air pollution bad for people's health

**Impact on amenity**

- Noise and general pollution from construction
- Site contamination and effects of contamination on local area from construction
- The tall building on the corner of Oxestalls Rd and Evelyn St will adversely affect the residential amenity of houses, causing overlooking and loss of open aspect.

- Significant increase in noise as tall building will ‘bounce’ the noise off the road back onto houses
- The tall building is overbearing and out of scale to the current buildings on Evelyn St.
- The size of the development will significantly change the character of the neighbourhood
- Increased traffic will cause air pollution which is bad for people’s health

### **Design**

- The tall building is overbearing and out of scale to the current buildings on Evelyn St.
- The size of the development will significantly change the character of the neighbourhood.
- The tall buildings are not acceptable in the area given the impact other tall buildings have had in the area
- A tower block is not what this area needs considering all the other developments currently in progress within in the SE8 area.
- The density of population needs to be looked at as high density environments tend to encourage social disengagement.
- The tall buildings should not increase in height from the approved scheme
- The design of the new buildings does not show clearly evident reference to the history of Deptford and the maritime inheritance in the local area
- The two towers proposed are adjacent to low rise building in form of Trinity Estate and Deptford Park School. Also adjacent to listed Deptford Dockyard entrance to Convoys Wharf

### **Affordable housing**

- Not meeting required affordable housing targets or policy tenure split and too many private units, policies not worth having if not implemented
- Too many private market units excluding Lewisham residents
- Higher housing targets and planning obligations reducing supply of affordable housing
- Why is there no social rented units?
- Inadequacies of shared ownership
- Where are Shared Ownership and Affordable Rent properties placed in this scheme? Do they have equal access to aspects and facilities? Do they have a common or a separate entrance?

### **Policy**

- Increase in residential on site

- Loss of a Mixed Use Employment Locations (MEL's) being redeveloped for private apartments and low proportion of affordable or social homes
- The scheme is too dense for the PTAL rating

#### **Other**

- Lack of professionalism in the way the planning proposals have been handled
- Will the local community be kept informed
- Object to the procedure of the application being part outline/part full
- Uncertainty over the scheme detail, specially
  - s106 details;
  - Who will be the affordable housing provider;
  - Use of the Victoria Pub and long term future;
  - Will an archaeological survey be undertaken before work commences;
  - The applicants descriptions of the site can be misleading;
  - Pepys Community Forum goes unmentioned in most of the documentation;
  - Existing local community assets have been lost, and are being not replaced.
- The site can be redeveloped without the petrol filling station plot being included. It serves the local community and there is no justification for the granting of any planning permission beyond the existing use
- The petrol filling station owner has now been blighted by these proposals leading to substantial losses since the proposals first emerged.

5.2.12 One letter of support was received stating that the site was run down and is in need of redevelopment for the local community and creation of jobs for the young.

5.2.13 Following the receipt of application in May 2015 officers carried out a review of the plans and documents submitted and noticed a number of mis-prints on several of the drawings and also requested further detail be added to several of the site wide plans. As these amendments did not change the content of the application it was considered that re-consultation was necessary.

### 5.3 Local Meeting

5.3.1 The Council did not receive 10 or more objections to the application and therefore the requirement to hold a public meeting was not triggered under the Council's adopted Statement of Community Involvement. However given the significance of the development a drop-in session was held on Tuesday 28<sup>th</sup> July 2015 providing those who had commented on the application to review the latest plans and discuss the scheme with the case officer and

applicant. The meeting was attended by 6 people. No further written comments were received.

#### 5.4 Further consultation in August and September 2015

5.4.1 Following the receipt of additional information in August and September the application was re-advertised in the paper, site notices displayed and consultation letters sent to those who had previously commented. This resulted in one letter of objection being received from the Pepys Community Forum, how had objected as part of the initial round of consultation. Their revised letter built upon their initial objection but did not introduce any news objections for consideration.

#### 5.5 **Statutory Agencies and Organisations**

##### Environment Agency

5.5.1 Although raise no objection to the scheme commented that the key issues for them at this site relate to flood risk management, groundwater protection and contaminated land. The site lies within Flood Zone 3, at high risk of flooding. It benefits from the protection of the Thames tidal defences but remains at residual risk of a breach in the flood defence at this location and also lies over principal and secondary aquifers.

5.5.2 Previous industrial land use at this location would indicate that contamination may be present. Therefore the Environment Agency considers that planning permission could be granted for the proposed development subject to a number of conditions being imposed relating to compliance with the submitted Flood Risk Assessment (FRA), submission of a remediation strategy and subsequent verification report for land contamination and also that details of piling are first approved so as to protect ground water.

##### Environmental Health

5.5.3 Raise no objection to the scheme but have requested conditions to protect the local environment and residents (existing and future occupiers of the development), which include further details required in relation to contamination, noise insulation, and external lighting.

##### Ecological Regeneration Manager

5.5.4 Considers that the application that has the potential to deliver multiple benefits to residents, business and wildlife with the ecology reports and Ecology Chapter for the Environmental statement identifying issues and opportunities. Supportive of tree lined connective spaces around the periphery and across the site. Encouraged by the extent of the living roofs throughout the development and that all appear to be on a suitable depth of growing medium [substrate]. Also supportive of the other biodiversity enhancements included within the submission.

- 5.5.5 Requests conditions to secure enhancements including further details for living roofs, external lighting assessments, an Ecological Management Plan including a post development, land management and performance review to be prepared and submitted to the Local Authority.

#### Highways

- 5.5.6 Lewisham Highways comments have been incorporated within the report.

#### Strategic Housing

- 5.5.7 The policy position for affordable housing is 50% of a development to be affordable, with a 70/30 split on rent/intermediate depending on local circumstances. In areas where there is a high concentration of social/affordable rented housing, the Council may accept a slightly higher percentage of intermediate housing. In terms of policy compliance, subject to viability, they would like to see an increase on the 21% affordable specified in the application. Traditionally, Deptford has been an area of high social housing, but this has started to be rebalanced over the last few years. The split 19/81 rent/intermediate should be addressed with some of the intermediate units becoming rented. As a minimum, would like to see 30/70, although do acknowledge that 18 of the 22 affordable units are 3+ beds which are of benefit to the Council. In regards to the shared ownership units, there does need to be some careful consideration of the income thresholds. This is a high value development in a high value area, but would not want to see local residents being priced out as a result of this.

- 5.5.8 No further consultation has taken place with Strategic Housing following the review of the viability assessment.

- 5.5.9 Internal consultees also included Occupation Therapy, Environmental Sustainability and Economic Development with no responses received.

#### Lewisham Design Review Panel

- 5.5.10 The LDRP ('the Panel') have reviewed the scheme 5 times, 4 prior to submission (in July, October and November 2014 and March 2015) and then once post submission (and following receipt of amended drawings). The Panel acknowledge that this is a large, complex scheme that raises many issues, some of which will need to be reviewed further as the project is progressed through the reserved matters stages.

- 5.5.11 Overall the Panel are supportive of the basic masterplan and massing strategy. However, they do not support the 2 towers or the detailed development of the Y building and the Yard as well as certain aspects of the ground floor treatment.

- 5.5.12 Masterplan and tall buildings - the Panel were encouraged by the applicant's amendments to refine the massing strategy for the lower buildings, and endorsed the moves to add further material/elevational richness to the higher levels of the taller blocks. Whilst the reduction in

height from 30 storeys (discussed at pre-application stage) to 24 (as now proposed) was seen as a positive move, the Panel is unconvinced by the scale and height of the tall buildings. They consider the principle has not been convincingly justified in townscape terms and that in detail the tower at the junction of Grove Street and Dragoon Road has a heavy and inelegant appearance. They consider the elevational composition and the choice of materials, seems overly complex.

5.5.13 'Y' building and ground floor frontages - the Panel are supportive of the 'Y' building in principle but they do not consider that it yet has the architectural quality of an object focal building as intended, nor does it engage positively with the three public spaces that result from its plan form. The Panel have also raised concern over the activity of the Victoria and Baltic Streets (including the Energy Centre), and interface between the ground floor residential and public realm along the canal path and Evelyn Street. They consider the location of the 3 residential units on Dragoon Road, adjacent to the entrance to the podium car park seems very poor planning.

5.5.14 Public realm - the Panel support the reintroduction of water along the former canal route and the canal towpath edge but question its generosity and integrity. The Panel consider the introduction of the sculptural linear bench a positive feature and also support the extension of the central park to echo more precisely the route of the former canal and potential for linking under the bridge at the junction of Evelyn Street and Blackhorse Road in the future.

Thames Water

5.5.15 Thames Water do not object to this application but have requested conditions requiring further studies into site drainage and impact studies of the existing water supply infrastructure. Also given that the site crosses over the Thames Tideway Tunnel conditions regarding piling, ground floor foundation and structures have also been requested.

Historic England

5.5.16 Raise no objection and consider that the application should be determined in accordance with national and local policy guidance, and on the basis of the Council's specialist conservation advice.

Historic England – Archaeology

5.5.17 Have no objections to the scheme but have recommended that a Level 1 survey of the site is conducted with the objective of identifying which areas require a higher level of record and therefore at what level as defined within the guidance document Understanding Historic Buildings: a guide to good recording practice, 2006, English Heritage.

GLA

5.5.18 The application is referable to the GLA under Article 5 categories 1A, 1B, 1C) of the Town and Country Planning (Mayor of London) Order 2008. The GLA's Stage 1 Report of 29<sup>th</sup> July 2015 concludes that whilst the application is generally acceptable in strategic planning terms, the application does not comply with the London Plan. It highlights the following deficiencies and suggests changes that might remedy the deficiencies and possibly lead to the application becoming compliant with the London Plan. The main issues raised by the GLA are:

- Land Use: Further details of the uses vacating the site should be provided and the Council should carry out a review of the commercial viability report. A Cultural Strategy should be prepared and secured by condition.
- Housing: Further discussion is required on the affordable housing provisions and review of the viability assessment.
- Urban design: The design of the proposals is supported. However the Council will need to monitor the choice of materials and detailing. The applicant is encouraged to retain the architects during construction.
- Sustainable development: Further information is required on overheating modelling and mitigation and further details relating to district heating options.
- Transport: Discussion to be held with TfL regarding bus contribution. A PERS audit is required for the surrounding streets and space should be identified for a cycle hire docking station along with a financial contribution. Electric vehicle points to be in line with London Plan and shower and storage facilities provided for cyclists. Plans relating to construction, servicing and travel planning should also be secured.

5.5.19 The comments received from the GLA offer overall support for the scheme, although they do request a Cultural Strategy, which in this case LBL Officers do not consider necessary. Whilst Officers seek to encourage a development that will strengthen the character of the area the GLA have highlighted the need for a Cultural Strategy in specific relation to creative industries on the site. Whilst a number of sites in Deptford offer a base to local artists and creative industries the Wharves site has been more industrial in nature.

5.5.20 Officers have worked to secure new employment opportunities on the site to support the community and also consider that opening up the canal path link under Oxestalls Road bridge to connect with the Pepys Estate and on to Cannon Wharf and Marine Wharf West provides a key link to the history of the area and will assist in fostering a more integrated community. These two key initiatives are to be secured via the s.106 and therefore a specific Cultural Strategy is not considered necessary for this site.

5.5.21 In relation to the comments on overheating and modelling for district heating officers consider that conditions attached to the consent will enable further details to be submitted and the quality of systems to be installed to be monitored.

TfL

5.5.22 TfL initial comments raised concern over the TA figure of the number of people using the buses to link journeys by public transport. They also reiterated a number of the GLA's issues/requests in relation to the provision of electric vehicle charging points, showers and lockers for cyclists, land for a 30 docking point cycle hire station together with a financial contribution, a PERS audit and conditions to secure a construction management plan, a travel plan and a deliveries and servicing plan. They also requested that the TA should be reviewed with particular attention to the bus network and potential bus capacity issues.

5.5.23 Further comments were subsequently received again commenting on bus usage and stating that the development will impact the bus network and increase peak bus usage by more than 25%. TfL therefore consider the scheme to be unacceptable in transport terms and require financial contributions to mitigate the impact of the development in relation to bus service enhancements and bus infrastructure was agreed to deem the application acceptable in planning terms, therefore TfL would wish to seek a contribution in line with the previous s106 agreement.

London Metropolitan Police

5.5.24 Raise no objection but request a condition requiring the development to achieve Secured by Design Certification.

## 6.0 **Policy Context**

### 6.1 Introduction

6.1.1 Section 70(2) of the Town and Country Planning Act 1990 (as amended) sets out that in considering and determining applications for planning permission the local planning authority must have regard to:-

- (a) the provisions of the development plan, so far as material to the application,
- (b) any local finance considerations, so far as material to the application, and
- (c) any other material considerations.

A local finance consideration means:

- (a) a grant or other financial assistance that has been, or will or could be, provided to a relevant authority by a Minister of the Crown, or

- (b) sums that a relevant authority has received, or will or could receive, in payment of Community Infrastructure Levy (CIL)

6.1.2 Section 38(6) of the Planning and Compulsory Purchase Act (2004) makes it clear that 'if regard is to be had to the development plan for the purpose of any determination to be made under the planning Acts the determination must be made in accordance with the plan unless material considerations indicate otherwise'. The development plan for Lewisham comprises the Lewisham Core Strategy, the Lewisham Development Management Local Plan, the Lewisham Site Allocations Local Plan and the Lewisham Town Centre Local Plan, and the London Plan (Consolidated with Alterations since 2011) (**London Plan**). The NPPF does not change the legal status of the development plan.

#### National Planning Policy Framework

6.1.3 The NPPF was published on 27 March 2012 and is a material consideration in the determination of planning applications. It contains at paragraph 14, a 'presumption in favour of sustainable development'. Annex 1 of the NPPF provides guidance on implementation of the NPPF. In summary, this states in paragraph 211, that policies in the development plan should not be considered out of date just because they were adopted prior to the publication of the NPPF. At paragraphs 214 and 215 guidance is given on the weight to be given to policies in the development plan. Paragraph 215 states in part that '...due weight should be given to relevant policies in existing plans according to their degree of consistency with this framework (the closer the policies in the plan to the policies in the Framework, the greater the weight that may be given)'.

6.1.4 Officers have reviewed the Core Strategy for consistency with the NPPF and consider there is no issue of significant conflict. As such, it is considered that full weight can be given to these policies in the decision making process in accordance with paragraphs 211, and 215 of the NPPF.

#### Other National Guidance

6.1.5 On 6 March 2014, DCLG launched the National Planning Practice Guidance (NPPG) resource. This replaced a number of planning practice guidance documents.

#### London Plan (March 2015)

6.1.6 On 10 March 2015 the London Plan (Consolidated with Alterations since 2011) was adopted. The policies relevant to this application are:

- Policy 1.1 Delivering the strategic vision and objectives for London
- Policy 2.3 Growth areas and coordination corridors
- Policy 2.13 Opportunity areas and intensification areas
- Policy 2.14 Areas for regeneration
- Policy 2.18 Green infrastructure: the multi-functional network of green and open spaces

Policy 3.1 Ensuring equal life chances for all  
Policy 3.2 Improving health and addressing health inequalities  
Policy 3.3 Increasing housing supply  
Policy 3.4 Optimising housing potential  
Policy 3.5 Quality and design of housing developments  
Policy 3.6 Children and young people's play and informal recreation facilities  
Policy 3.7 Large residential developments  
Policy 3.8 Housing choice  
Policy 3.9 Mixed and balanced communities  
Policy 3.11 Affordable housing targets  
Policy 3.12 Negotiating affordable housing on individual private residential and mixed use schemes  
Policy 3.14 Existing housing  
Policy 3.16 Protection and enhancement of social infrastructure  
Policy 3.17 Health and social care facilities  
Policy 3.18 Education facilities  
Policy 3.19 Sports facilities  
Policy 4.1 Developing London's economy  
Policy 4.3 Mixed use development and offices  
Policy 4.4 Managing industrial land and premises  
Policy 4.5 London's visitor infrastructure  
Policy 4.6 Support for and enhancement of arts, culture, sport and entertainment provision  
Policy 4.7 Retail and town centre development  
Policy 4.8 Supporting a successful and diverse retail sector and related facilities and services  
Policy 4.9 Small shops  
Policy 4.12 Improving opportunities for all  
Policy 5.1 Climate change mitigation  
Policy 5.2 Minimising carbon dioxide emissions  
Policy 5.3 Sustainable design and construction  
Policy 5.4 Retrofitting  
Policy 5.4 Electricity and Gas Supply  
Policy 5.5 Decentralised energy networks  
Policy 5.6 Decentralised energy in development proposals  
Policy 5.7 Renewable energy  
Policy 5.8 Innovative energy technologies  
Policy 5.9 Overheating and cooling  
Policy 5.10 Urban greening  
Policy 5.11 Green roofs and development site environs  
Policy 5.12 Flood risk management  
Policy 5.13 Sustainable drainage  
Policy 5.14 Water quality and wastewater Infrastructure  
Policy 5.15 Water use and supplies  
Policy 5.16 Waste net self-sufficiency  
Policy 5.17 Waste capacity  
Policy 5.18 Construction, excavation and demolition waste  
Policy 5.21 Contaminated land  
Policy 6.1 Strategic approach

- Policy 6.2 Providing public transport capacity and safeguarding land for transport
- Policy 6.3 Assessing effects of development on transport capacity
- Policy 6.4 Enhancing London's transport connectivity
- Policy 6.7 Better streets and surface transport
- Policy 6.9 Cycling
- Policy 6.10 Walking
- Policy 6.11 Smoothing traffic flow and tackling congestion
- Policy 6.12 Road network capacity
- Policy 6.13 Parking
- Policy 7.1 Lifetime neighbourhoods
- Policy 7.2 An inclusive environment
- Policy 7.3 Designing out crime
- Policy 7.4 Local character
- Policy 7.5 Public realm
- Policy 7.6 Architecture
- Policy 7.7 Location and design of tall and large buildings
- Policy 7.8 Heritage assets and archaeology
- Policy 7.10 World Heritage Sites
- Policy 7.11 London View Management Framework
- Policy 7.13 Safety, security and resilience to emergency
- Policy 7.14 Improving air quality
- Policy 7.15 Reducing and managing noise, improving and enhancing the acoustic environment and promoting appropriate soundscapes
- Policy 7.18 Protecting open space and addressing deficiency
- Policy 7.19 Biodiversity and access to nature
- Policy 8.1 Implementation
- Policy 8.2 Planning obligations
- Policy 8.3 Community infrastructure levy

#### London Plan Supplementary Planning Guidance (SPG)

The Mayor of London's SPG's/SPD's relevant to this application are:

Accessible London: Achieving an Inclusive Environment (2014)

Housing (2012)

Sustainable Design and Construction (2014)

Land for Industry and Transport (2012)

Planning for Equality and Diversity in London (2007)

East London Green Grid Framework (2008)

Shaping Neighbourhoods: Play and Informal Recreation (2012)

London View Management Framework (2012)

#### London Plan Best Practice Guidance

The London Plan Best Practice Guidance's relevant to this application are:

Development Plan Policies for Biodiversity (2005)  
Control of dust and emissions from construction and demolition (2006)  
Wheelchair Accessible Housing (2007)  
Health Issues in Planning (2007)  
Managing the Night Time Economy (2007)

### Lewisham Core Strategy

6.1.7 The Core Strategy was adopted by the Council at its meeting on 29 June 2011. The Core Strategy, together with the Site Allocations, the Lewisham Town Centre Local Plan, the Development Management Local Plan and the London Plan is the Borough's statutory development plan. The following lists the relevant strategic objectives, spatial policies and cross cutting policies from the Core Strategy as they relate to this application:

Spatial Policy 1 Lewisham Spatial Strategy  
Spatial Policy 2 Regeneration and Growth Areas  
Core Strategy Policy 1 Housing provision, mix and affordability  
Core Strategy Policy 3 Strategic Industrial Locations and Local  
Employment Locations  
Core Strategy Policy 4 Mixed Use Employment Locations  
Core Strategy Policy 5 Other employment locations  
Core Strategy Policy 6 Retail hierarchy and location of retail  
development  
Core Strategy Policy 7 Climate change and adapting to the effects  
Core Strategy Policy 8 Sustainable design and construction and energy  
efficiency  
Core Strategy Policy 9 Improving local air quality  
Core Strategy Policy 10 Managing and reducing the risk of flooding  
Core Strategy Policy 12 Open space and environmental assets  
Core Strategy Policy 13 Addressing Lewisham's waste management  
requirements  
Core Strategy Policy 14 Sustainable movement and transport  
Core Strategy Policy 15 High quality design for Lewisham  
Core Strategy Policy 17 The protected vistas, the London panorama and  
local views, landmarks and panoramas  
Core Strategy Policy 18 The location and design of tall buildings  
Core Strategy Policy 19 Provision and maintenance of community and  
recreational facilities  
Core Strategy Policy 20 Delivering educational achievements,  
healthcare provision and promoting  
healthy lifestyles  
Core Strategy Policy 21 Planning obligations  
Strategic Site Allocation 1 Requirements for strategic site allocations  
Strategic Site Allocation 4 Oxestalls Road

## Development Management Local Plan

6.1.8 The Development Management Local Plan was adopted by the Council at its meeting on 26 November 2014. The following policies are considered to be relevant to this application:

DM Policy 1	Presumption in favour of sustainable development
DM Policy 2	Prevention of loss of existing housing
DM Policy 7	Affordable rented housing
DM Policy 9	Mixed use employment locations
DM Policy 10	Local Employment Locations (LEL)
DM Policy 11	Other employment locations
DM Policy 17	Restaurants and cafés (A3 uses) and drinking establishments (A4 uses)
DM Policy 18	Hot food take-away shops (A5 uses)
DM Policy 19	Shopfronts, signs and hoardings
DM Policy 20	Public houses
DM Policy 22	Sustainable design and construction
DM Policy 23	Air quality
DM Policy 24	Biodiversity, living roofs and artificial playing pitches
DM Policy 25	Landscaping and trees
DM Policy 26	Noise and vibration
DM Policy 27	Lighting
DM Policy 28	Contaminated land
DM Policy 29	Car parking
DM Policy 30	Urban design and local character
DM Policy 31	Alterations/extensions to existing buildings
DM Policy 32	Housing design, layout and space standards
DM Policy 33	Development on infill sites, backland sites, back gardens and amenity areas
DM Policy 35	Public realm
DM Policy 37	Non designated heritage assets including locally listed buildings, areas of special local character and areas of archaeological interest
DM Policy 40	Public conveniences
DM Policy 41	Innovative community facility provision
DM Policy 42	Nurseries and childcare
DM Policy 43	Art, culture and entertainment facilities

## Residential Standards Supplementary Planning Document (August 2006)

6.1.9 This document sets out guidance and standards relating to design, sustainable development, renewable energy, flood risk, sustainable drainage, dwelling mix, density, layout, neighbour amenity, the amenities of

the future occupants of developments, safety and security, refuse, affordable housing, self-containment, noise and room positioning, room and dwelling sizes, storage, recycling facilities and bin storage, noise insulation, parking, cycle parking and storage, gardens and amenity space, landscaping, play space, Lifetime Homes and accessibility, and materials.

Planning Obligations Supplementary Planning Document (January 2011)

6.1.10 This document sets out guidance and standards relating to the provision of affordable housing within the Borough and provides detailed guidance on the likely type and quantum of financial obligations necessary to mitigate the impacts of different types of development.

## 7.0 **Planning Considerations**

### 7.1 Introduction

7.1.1 The planning application for the comprehensive redevelopment of the Oxestalls Road site raises a number of issues against which the proposals have been assessed in terms of development plan policy and other material considerations. These can be summarised as follows:

- a) Principle of Mixed Use Development: Oxestalls Road Strategic Site
- b) Land Use: Employment
- c) Land Use: Housing
- d) Land Use: Retail
- e) Design
- f) Consideration of objectors
- g) Highways and Traffic Issues
- h) Sustainability and Energy

7.1.2 Each of the topics is assessed below in relation to policies set out in the development plan and other material considerations together with the information set out in the ES (2015) and Revised ES (August and September 2015). The following discussion refers to the proposed development as amended by the drawings and documents (August 2015).

7.1.3 Environmental impacts and mitigation identified in the applicant's ES are assessed at Section 10 of this report. Financial viability and deliverability are considered in Section 11.

### 7.2 **Principle of Mixed Use Development: Oxestalls Road Strategic Site**

7.2.1 The Oxestalls Road site lies within the Deptford Creek/Greenwich Riverside Opportunity Area identified in Policy 2.13 of the London Plan 2015 where development proposals should seek to optimise residential and non-residential output and densities, provide necessary social and other infrastructure to sustain growth, and, where appropriate, contain a mix of uses.

- 7.2.2 Policy 3.7 of the London Plan (Large residential developments) in respect of sites of over 5 hectares or capable of accommodating more than 500 dwellings states that proposals for large residential developments including complementary non-residential uses are encouraged in areas of high public transport accessibility and should be progressed through an appropriately plan-led process to co-ordinate, where necessary, provision of social, environmental and other infrastructure and to create neighbourhoods with a distinctive character, sense of local pride and civic identity.
- 7.2.3 The Core Strategy (Spatial Policy 2) sets out a vision for the Borough up to 2026 and seeks to focus new development within the Regeneration and Growth areas of Deptford New Cross, Lewisham and Catford. The Deptford and New Cross area (Evelyn and New Cross wards and part of Telegraph Hill Ward, north of New Cross Road) is expected to accommodate up to 2,300 additional new homes by 2016 and a further additional 8,325 new homes by 2026, with an increase in population of around 24,600 together with significant amounts of new business and other employment generating floorspace over this period. Core Strategy Policy 4 sets out the objectives for Mixed Use Employment Locations which are existing industrial sites identified for redevelopment for mixed-use purposes. The Core Strategy (para. 6.34) notes that collectively redevelopment of Mixed Use Employment Locations will provide major regeneration benefits by making the best use of available land, attracting further investment, by providing a sense of place, by addressing severance issues and by increasing connectivity by visual and physical links.
- 7.2.4 Within the Regeneration and Growth areas Strategic Site Allocation 1 identifies 'strategic sites' that are of such a scale and significance that individually and collectively they are considered central to the achievement of the Lewisham Spatial Strategy and will act as catalysts for regeneration. Four strategic sites have been identified in the Deptford and New Cross area: Convoys Wharf, Surrey Canal Triangle, Oxestalls Road and Plough Way (Marine Wharf and Cannon Wharf). All these sites now have planning permission for large scale redevelopments aligned to the policy requirements. Whilst large scale redevelopment is being focused on these strategic sites there are also other Mixed Use Locations (Grinstead Road, Arklow Road and Kent and Sun Wharf) and other sites (including Creekside Village East, Giffin Street masterplan area, New Cross Station sites and the New Cross Gate NDC Centre) which have seen developments coming forward with approvals and new proposals coming forward for/within these sites.
- 7.2.5 Redevelopment of the strategic sites can deliver a comprehensive range of regeneration outcomes in the borough's most deprived areas focused on the provision of housing, jobs, accessibility improvements (public transport, pedestrian and cycle), public realm improvements and infrastructure provision (physical, social and green) that collectively can transform the physical environment and achieve place-making objectives.
- 7.2.6 Strategic Site Allocation 4 relates specifically to the Oxestalls Road site and identifies it as a major regeneration opportunity, with comprehensive

redevelopment providing for a mix of uses and improvements to the environmental quality of the site and the surrounding area, as well as improvements to accessibility, connectivity and legibility between Deptford Park, the Pepys estate, the River Thames and Convoys Wharf. The policy sets out both land use objectives and urban design principles to guide redevelopment of the site.

- 7.2.7 In view of the importance and complexity of the strategic sites, Core Strategy Policy 4 states that specific proposals will need to be progressed in the context of a site-wide masterplan to be submitted as part of a planning application. Details of the approach are set out in Strategic Site Allocation 1 (SSA1), the supporting text to which states that: "... to ensure a comprehensive approach to their development and enable local communities to help further shape the proposals, specific proposals will need to be progressed in the context of a site-wide masterplan. The masterplan will need to be prepared by the prospective applicant and will be based on an analysis of the site and its context and set out an overall development strategy that will form the basis of a planning application for the site."
- 7.2.8 The Core Strategy also states that the masterplan will need to include a delivery strategy that will identify how the development will be implemented and managed once occupied (including housing stock and publicly accessible space), any matters to be resolved such as land assembly and preparation, infrastructure requirements and delivery, development phasing and likely need for planning obligations (including financial contributions) and/or conditions. It will also identify the likely need for public sector intervention, by which agency and when.
- 7.2.9 The Masterplan for the site has been prepared in general accordance with the process set out in Policy SSA1, with a new masterplan prepared for the site following the grant of the previous planning permission. The Masterplan for the site has been developed and refined in consultation with the Council, local residents and other organisations. This provides a coherent and comprehensive basis for development of the site and has been incorporated into the planning application submission. The hybrid nature of the application (outline for the entire site with details for Phase 1) is also in accordance with this policy. Subject to the development being able to mitigate on and off-site impacts either through works in kind or financial contributions the spatial strategy and site specific policies set out in the Core Strategy are therefore supportive of the principle of mixed use development of the site.
- 7.2.10 The Victoria Public House building though much altered and currently in a poor state of repair is considered to be an important reminder of the site's history. Development Management Local Plan Policy 37 notes that non-designated heritage assets may be identified during the development management process, and this is the case with the former pub. Policy 37 seeks to protect the local distinctiveness of the borough by sustaining and enhancing the significance of non-designated heritage assets and the current application proposes the retention and refurbishment of the building.

This approach is welcomed and meets the objectives of this policy. There may be parts of the former canal such as the canal edge and towpath that are currently obscured or buried and it is appropriate that, where feasible, these are recovered and integrated into the new development. A condition is proposed to secure this objective. Designated heritage assets in the vicinity include the listed building and gate posts and boundary and river wall on Convoys Wharf as well as the Scheduled Ancient Monument within the site. Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 places a duty on the Council to have special regard to the desirability of preserving the setting of listed buildings. Other than the gate posts these heritage assets will not be affected by the proposed development. The gate posts will be incorporated into the Convoys Wharf redevelopment for which planning permission has been granted and it is considered that due to their separation from the application site and intervening development the impact of the Oxestalls Road development will be neutral and their setting preserved. In the circumstances Officers conclude that relevant policies, guidance in the NPPF and requirements of the legislation have been appropriately addressed and satisfied.

7.2.11 For the reasons set out elsewhere in this report, officers consider that the analysis of the site and its context is based on an appropriate understanding of the issues, constraints and opportunities of this part of the Borough and that the proposals provide a coherent basis within which the Oxestalls Road site can come forward. The masterplan for the site has been prepared without reference to land ownership boundaries and demonstrates that, with control of the entire site, the proposals could deliver a comprehensive development of the Oxestalls Road Strategic Site and would deliver the general and site specific objectives set out in the Core Strategy. This is discussed further in Section 11 below.

### **7.3 Land Use: Employment**

7.3.1 In assessing the characteristics, constraints and opportunities of the Oxestalls Road site paragraphs 8.27 and 8.28 of the Core Strategy note amongst other matters that the site is open and visible and occupied by a mix of more modern warehouses, older commercial and warehousing buildings, open sites and environmentally unfriendly uses, that the adjacent high density housing in the Pepys Estate is adversely affected by the car breaking and scrap metal recycling activities which blight the site's overall quality and that the current industrial and business uses do not reflect the importance of the site.

7.3.2 The majority of uses have now ceased on the site, including the car breaking and scrap metal recycling yards, resulting in a less anti-social environment.

7.3.3 In this context the Core Strategy proposes that as a large cohesive site, redevelopment presents a major regeneration opportunity, with good access and critical mass potential. Accordingly redevelopment should provide for a mix of uses to improve the environmental quality of both the site and the

surrounding area. In respect of future employment uses on the site the Core Strategy notes that:

- The site has sufficient scale to allow a distinct 'business quarter' that could be adjacent rather than integral to residential buildings as part of an intensive mixed use development.
- Opportunities should be taken to provide residential uses, quality business and light industrial uses providing higher density employment, and contribute towards public realm up-grade.
- The site offers a good opportunity for new employment space within a mix of uses that should be less focused on its current un-neighbourly uses.

### Commercial Floorspace

7.3.4 Since acquiring Capital and Provincial's interest the applicant has purchased additional interests within the site (freehold and leasehold). A number of businesses previously on the site have vacated as their leases have expired, although the petrol filling station, self-storage warehouse and open parking for Veolia refuse vehicles still occupy parts of the site. The application places current on-site employment at some 250 jobs, although this is considered to represent the potential rather than actual numbers given the diminishing occupation of the site.

7.3.5 Policy SSA4 in the Core Strategy requires a comprehensive approach to redevelopment that delivers, amongst other priorities, at least 20% of the built floorspace on the site for a mix of B1(c), B2, B8 business space as appropriate to the site and its wider context. The planning application proposes a mix of employment uses across the site the majority of which is accommodated on Plots 3 and 6. In total this amounts to 9,629m<sup>2</sup> (gross internal area) of floorspace on the site, comprising retail (A1-A5), business (B1a-B1c), non-residential institutions e.g. surgery, nursery, hall, church (D1), and assembly and leisure e.g. cinema, gym (D2) as follows:

Plot	Use Class	m <sup>2</sup> (Gross Internal Area)
1	A1/A2/A3/A4/A5/D1/D2/B1	765
	Dedicated B1	0
2	A1/A2/A3/A4/A5/D1/D2/B1	453
	Dedicated B1	0
	Energy Centre (Sui Generis)	326
3	A1/A2/A3/A4/A5/D1/D2/B1	1,297
	Dedicated B1	2,622
4	A1/A2/A3/A4/A5/D1/D2/B1	501
	Dedicated B1	0

5	A1/A2/A3/A4/A5/D1/D2/B1	555
	Dedicated B1	0
6	A1/A2/A3/A4/A5/D1/D2/B1	0
	Dedicated B1	3,437
<b>Total</b>	A1/A2/A3/A4/A5/D1/D2/B1	<b>3,496</b>
	Dedicated B1	<b>6,103</b>

7.3.6 The 9,600m<sup>2</sup> of non-residential space (excluding the Energy Centre) represents approximately 7% of the total proposed built floorspace on the site. In terms of B1 use, this would amount to at least 4.3% of the built floorspace (provided as dedicated B1 space in Plots 3 and 6) and potentially more if other non-residential floorspace permitted for B1 use was used for this purpose.

7.3.7 In the case of Plot 3 it is proposed that this would include a dedicated B1 building (the 'Y' building), which goes some way to meeting the policy objective of having stand alone, purpose designed B1 employment space rather than being provided as the ground floor space in predominately residential buildings. The submitted Commercial Strategy also seeks the possible use of the ground floor of the 'Y' building for A Class uses. However Officers have through discussions with the applicant emphasised the importance of this building as the flagship B1 building proposing that as part of the marketing of the space, first occupancy of the space should be for B1 purposes. This will be secured via a Section 106 obligation.

7.3.8 The absence of B2 and B8 uses from the application proposals is considered appropriate given the potential impact of such uses on adjoining residential properties. However the B Class commercial floorspace proposed is significantly below that set out in policy SSA4. This is also lower than the floorspace approved for the site in 2012, although a significant proportion of that space (approximately 5,500m<sup>2</sup> of the total 16,400m<sup>2</sup> of non-residential space) was purpose designed space for Ascott Cabs, who were an existing tenant. However, in 2013 Ascott Cabs vacated their premises and relocated to Deptford Trading Estate. Following their departure no new anchor tenant has been identified to occupy such a large area of B1 space. The applicant has therefore had to re-think the marketing and letting strategy for the site and the current proposals seek to provide B1 space aimed at smaller businesses, with the 'Y' building and space in Plot 6 offering flexible space in standalone buildings. Officers support this approach.

7.3.9 The financial appraisal of the scheme undertaken for the Council by consultants Urban Delivery highlights that given the costs of providing the space and the rents and yields achievable on the B1 floorspace (as well as other non-residential uses) this space provides a limited contribution to the overall gross development value of the scheme, and not in proportion to the floorspace it occupies. The consequence of this is that the provision of this B1 space is cross-subsidised in part by the residential content of the

development. In the circumstances, increasing the commercial floorspace would have a negative impact on scheme viability. Given that the scheme is already a high-density development, increasing commercial space whilst maintaining the number of housing units is not considered appropriate on this site. The alternative of replacing residential with commercial space would have a disproportionate and negative impact on scheme viability. In the circumstances, and taken with the other aspects of the proposed development it is considered that the proposed amount of commercial floorspace is acceptable in this case.

7.3.10 Businesses on the site currently support around 250 full time equivalent (FTE) jobs. The proposal for 9,600m<sup>2</sup> (GIA) of non-residential floorspace is estimated to support between 460 and 630 FTEs due to the nature of the space and more intensive use of B1 space compared to the low density storage and other uses previously on the site. Whilst the number of jobs on site will depend on the final mix of uses and levels of occupation the proposed development has the potential to increase job opportunities as well as replace the existing 'bad neighbour' uses with activities that are more compatible with a mixed use residential area.

7.3.11 Given the importance of securing a mixed use development on the strategic sites and the low level of commercial floorspace provision on this site compared to Policy SSA4 it is important that the non-residential space comes forward and in a form attractive to occupiers. To facilitate the marketing and letting of the space and so encourage occupation and maximise the employment provided on site, it is considered necessary and appropriate that the commercial space across the site is fitted out beyond shell and core to include service connections and other infrastructure and is marketed in accordance with an approved marketing strategy (which includes rent incentives). It is proposed that appropriate obligations are included in the Section 106 agreement to secure these matters.

7.3.12 The provision of modern buildings capable of supporting new job opportunities and the potential to achieve higher levels of employment than currently exists is consistent with Core Strategy policies. To promote opportunities and uptake by local residents in both construction and operational jobs, measures to support local employment and businesses are considered necessary and would be secured through the proposed planning obligations.

7.3.13 Overall whilst the proposed non-residential floorspace offer falls short of the policy position officers are satisfied that the level of floorspace proposed can be successfully brought forward. The applicant proposes an active marketing strategy and financial incentives to facilitate the successful occupation of the space provided and through the use of planning obligations the Council can ensure that these measures implemented.

#### **7.4 Land Use: Housing**

7.4.1 The NPPF (paragraph 50 onwards) recognises the need to deliver a wide choice of high quality homes, widen opportunities for home ownership and

create sustainable, inclusive and mixed communities. The NPPF specifies that local planning authorities should plan for a mix of housing based on current and future demographic trends, identify the size, type, tenure and range of housing that is required in particular locations. This should reflect local demand, and where a need for affordable housing is identified local planning authorities should set policies for meeting this need on site, unless off-site provision or a financial contribution of broadly equivalent value can be robustly justified and the agreed approach contributes to the objective of creating mixed and balanced communities. Such policies should be sufficiently flexible to take account of changing market conditions over time.

7.4.2 The Core Strategy notes that the Lewisham Housing Market Assessment [2007-8] showed an overwhelming housing need within Lewisham and that a net 6,777 dwellings should be provided over the current 5-year period to meet current the identified need. Following on from this was a South East London Housing Market Assessment that noted that between 2011 and 2014 the annual housing target had been increased by 25% to meet growing demands. Table 3.1 of the London Plan (2015) sets a target of 13,837 additional homes to be built in Lewisham in the 10 years from 2015-2015 with an annual monitoring target of 1,385 per year. This has been increased since the 2011 Plan from 11,050 units to be provided by 2016 with an annual target of 1,105. As part of the overall need for housing in Lewisham the Housing Market Assessment shows that there is a pressing need for more affordable housing in the borough, which supports the overall Core Strategy target of 50% affordable housing on new developments.

7.4.3 The application proposes up to 1,132 new dwellings on the site and will make an important contribution to the Council's housing target and is supported in principle.

### **Tenure Mix**

7.4.4 Given that the application site is within reasonably close proximity to local services and access to the necessary social infrastructure it is considered suitable for affordable housing in accordance with Core Strategy Policy 1 and London Plan Policy 3.11 and 3.12. The Core Strategy also commits the Council to negotiating for an element of affordable housing to be provided in any major residential development, the starting point for negotiations being a contribution of 50% affordable housing on qualifying sites across the Borough subject to a financial viability assessment.

7.4.5 With regard to tenure mix, Core Strategy Policy 1 states that the affordable housing component is to be provided as 70% social rented and 30% intermediate housing although it also states that where a site falls within an area which has existing high concentrations of social rented housing, the Council will seek for any affordable housing contribution to be provided in a way which assists in securing a more balanced social mix. Furthermore the 2015 London Plan changes this to a 60%-40% to allow a higher percentage of intermediate housing or other arrangements as considered appropriate. In terms of unit size mix the Core Strategy expects the provision of family housing (3+ bedrooms) across all tenures as part of any new development

with 10 or more dwellings and in the case of affordable housing, the Council will seek a mix of 42% as family dwellings (3+ bedrooms).

7.4.6As noted in above, the proposed development would provide 1,132 residential units of which 189 are proposed to be affordable homes. This is the same number of affordable units as in the scheme granted planning permission in 2012. However given the proposed increase in the overall number of units on the site (from 905 to 1,132) this represents a reduction in the percentage of affordable. On a unit basis this amounts to 16.7% of the dwellings as affordable homes. The tenure mix of the affordable between Affordable Rent and Intermediate is as approved in 2012, 32% v 68%. This gives a total of 61 affordable rent and 128 intermediate units. Rent levels for the affordable rent dwellings would be capped at an average of 60% of market rent across the site and secured through the s.106 agreement. Set out below are tables displaying the housing mix and tenure for the affordable:

	<b>Private units</b>	<b>Affordable Rent</b>	<b>Intermediate</b>
Plot 1	210	0	0
Plot 2	172	0	31
Plot 3	61	59	29
Plot 4	155	2	15
Plot 5	303	0	36
Plot 6	42	0	17
<b>Total</b>	<b>943</b>	<b>61</b>	<b>128</b>

7.4.7In terms of the breakdown by dwelling size the affordable homes comprise:

<b>Unit size</b>	<b>Affordable Rent</b>	<b>Intermediate</b>	<b>Total</b>
1 bed	25	33	58

2 bed	28	37	65
3 bed	2	45	47
4 bed	6	13	19
<b>Total</b>	<b>61</b>	<b>128</b>	<b>189</b>

7.4.8 Based on this mix the development would comprise 5.3% affordable rent and 11.4% Intermediate by unit. Based on unit numbers, the combined affordable housing component would be 16.7%. When this is examined in terms of family-sized accommodation the scheme would provide 66 3+ bed affordable units in total (5.8% of total units, 35% of affordable units) with 8 being affordable rent (4.2% of units) and 58 intermediate (30.6% of affordable units).

7.4.9 These figures fall significantly short of the 50% affordable housing target in the Core Strategy. The applicant's submission documents initially indicated that 21% of the residential units would be provided as affordable housing as per the consented scheme, but this was expressly subject to viability. In line with guidance set out in the Council's Planning Obligations SPD, the applicant has since provided a financial viability assessment. This indicated affordable housing provision at 13.5%. Urban Delivery, specialist viability consultants were appointed by the Council to advise on viability issues. They have undertaken an appraisal of the development, to assess the overall viability of the scheme and the level of affordable housing that can be provided. A copy of Urban Delivery's report is attached to this report at Annex 2 and further consideration of financial viability is set out at Section 12 of this report. In summary, the Council's consultants advise that, when taken with CIL contributions and other site specific obligations, 16.7% is the maximum amount of affordable housing at this time.

7.4.10 The GLA has noted in its Stage 1 response that the level of affordable initially proposed at 21% (subject to viability) is below target levels, and this has reduced further following the viability work. However, whilst the percentage of the total has decreased the 189 affordable homes remains the same as previously approved on the site. The financial viability report that underpins the scheme will be provided to the GLA when the application is referred back following determination by the Council.

7.4.11 Whilst the Council's consultants advise that the provision of a larger percentage of affordable housing is not viable at this time, given the shortfall in affordable housing provision relative to the levels set out in planning policies it is appropriate that this is kept under review. To this end a mechanism is to be included in the s.106 agreement to secure funding for additional affordable housing values increase to a level where this would be financially viable.

7.4.12 In terms of the affordable housing mix, the application proposes 61 affordable rent units which represents 32% of the affordable housing, compared with the 70 : 30 (split set out in Core Strategy and 60 : 40 split set out in the London Plan. London Plan Policy 3.9 (Mixed and Balanced Communities) states that a more balanced mix of tenures should be sought in all parts of London, particularly in some neighbourhoods where social renting predominates and there are concentrations of deprivation. There are high concentrations of social housing in the area around the site and Core Strategy Policy 1 states that where a site falls within an area which has existing high concentrations of social rented housing the Council will seek for any affordable housing contribution to be provided in a way which assists in securing a more balanced social mix. This may include a higher percentage of intermediate housing or other arrangements as considered appropriate.

7.4.13 In this case a balance has been struck between the mix of uses on the site, affordable housing size and tenure mix and scheme viability. For the reasons set out above, and with the inclusion of a review mechanism, it is considered that this tenure mix is acceptable.

### Unit Size

7.4.14 The application states that the 1132 residential units would comprise:

Unit Size	Plots 1, 2 and 3 (indicative)	Plots 4, 5, 6 (indicative)	Side wide T (indicative)
1 bed	224	169	393
2 bed	256	298	554
3 bed	56	99	155
4 bed	26	4	30
Total	562	570	1132

7.4.15 With the detailed part of the application, Phase 1 (Plots 1, 2 and 3) providing:

	Plot 1	Plot 2	Plot 3	Total
1 bed – 2 person	85	68	71	224
2 bed – 3 person	14	28	20	62
2 bed – 4 person	101	58	35	194
3 bed – 5 person	2	27	5	34

3 bed – 6 person	8	14	0	22
4 bed – 6 person	0	6	6	12
4 bed – 7 person	0	1	12	13
4 bed – 8 person	0	1	0	1
Total	210	203	149	562

7.4.16 Across the development as a whole the proposed size mix includes 185 units (16.3% of the units) as family-sized accommodation (3+ bedrooms) including 30 four bedroom units.

7.4.17 The London Plan Policy 3.5 and Table 3.3 sets out minimum space standards for new dwellings and all units (affordable and private) will meet or exceed these standards. Combined with the careful layout and planning of the dwellings (including the stacking of units) it is considered that the proposed development will provide a high quality of accommodation.

### **Accessibility**

7.4.18 Development Management Policy DM32 states that the Council will require new build housing to be designed to ensure that internal layout and external design features provides housing that is accessible to all intended users. The supporting text later confirms that the South East London Housing Partnership wheelchair accessible housing guide will be used to assess homes for wheelchair accessibility and lifetime homes compliance.

7.4.19 Core Strategy Policy 1 and London Plan Policy 3.8 state that all new housing should be built to Lifetime Homes standards and that 10% of the new housing is designed to be wheelchair accessible or easily adaptable for residents who are wheelchair users. Provision will be made in the proposed s.106 agreement to ensure the development accords with these policy requirements.

7.4.20 The applicant has confirmed that all residential units have been designed to Lifetime Homes standards. These standards will be now be secured via Building Control accreditation of the units.

7.4.21 At least 113 units (10%) are proposed as wheelchair accessible/adaptable, with 10% of each tenure, although no final breakdown in terms of units sizes has been determined. It is considered acceptable for these details to be provided and approved prior to commencement of the development. The details will also be secured through the s.106 agreement to ensure an appropriate number and mix of unit sizes are distributed across the site.

### **Residential Amenity**

7.4.22 Core Strategy Policy 15 seeks to ensure a high quality design for all development in Lewisham, including for residential schemes, and provides that densities should be those set out in the London Plan. Policy 3.4 in the London Plan (2015) seeks to ensure that housing output is optimised for different locations. Table 3.2 of the London Plan (Sustainable residential quality) identifies appropriate residential density ranges related to a site's setting (assessed in terms of its location, existing building form and massing) and public transport accessibility (PTAL). The Oxestalls Road site is considered to be in an 'urban' setting and has a PTAL rating of 2 giving an indicative density range of 45-170 dwellings per hectare / 200-450 habitable rooms per hectare (dependent on the unit size mix). The London Plan states that residential density figures should be based on net residential area, which includes internal roads and ancillary open spaces.

7.4.23 The application proposes 126,706m<sup>2</sup> (Gross External Area) of residential space providing up to 1,132 units. The site area is 4.7 hectares giving a residential density of 240 units per hectare.

7.4.24 At 240 units per hectare the proposed density is above the guidelines in the London Plan although the London Plan Housing Supplementary Planning Guidance (November 2012) notes that where proposals are made for developments above the relevant density range they must be tested rigorously, balancing concerns for overall housing output against Policy 3.4 of the London Plan and other policies which are relevant to exceptionally high density development. These include different aspects of 'liveability' related to proposed dwelling mix, design and quality, amenity provision and space, physical access to services, sustainable design and construction, car parking. In addition the wider context of the proposal taking account of its contribution to local 'place shaping' is relevant.

7.4.25 In this case 5 bus routes (including 2 night buses) pass the site and it is about a 10-15 minute walk to the London Overground Line at Surrey Quays. Consequently, the PTAL rating of 2 is considered to under-represent the overall accessibility of the site. Also of relevance is the proposed residential environment in terms of the layout of the site and of individual residential units, the internal space standards achieved in the residential accommodation and provision of private and communal amenity space, as well as on site public open space. It is considered that the masterplanning of the site, layout of buildings, internal space planning and provision of open space mitigate the high density of the scheme and in the circumstances a high housing density on this site is, in principle acceptable. Appropriate mitigation to address off-site impacts on social infrastructure and transport will be secured through CIL and s.106 obligations.

7.4.26 Development Management Policy DM32 and Core Strategy Policy 15 also seek to protect and improve the character and amenities of residential areas in the Borough. The layout of the site and breaking down of the blocks provides visual relief from the built form but also enables a high proportion of dual aspect flats, with only one north facing single aspect unit within the detailed Phase 1, which is welcomed. The dual-aspect layout of a number of the residential units allows for natural cross-ventilation with the potential to

reduce the need for mechanical ventilation. Given the orientation of the flats and proposed position of windows it is considered that habitable rooms within the proposed development would generally receive adequate levels of natural light.

7.4.27 In terms of outlook, windows serving habitable rooms would generally not be enclosed by adjacent development or other parts of the proposed development. Privacy within the proposed residential units would also be satisfactory due to the relationship between the blocks and the existing residential properties to the south. The relationship and impact of the proposed housing to that adjacent is, on balance, considered acceptable.

7.4.28 The majority of the residential units would be provided with their own private outdoor amenity spaces in the form of ground floor terraces, balconies or roof terraces, plus access to communal gardens shared amongst flats within a block. The majority of the proposed balconies would be accessed from the living spaces, with some units having the possibility of a second access from a bedroom. Balconies would have a level threshold and a minimum depth of 1500mm, with some deeper. The balconies would provide a minimum of 5m<sup>2</sup> of private amenity space, with many of greater size as is also the case with the roof terraces provided. Whilst 5m<sup>2</sup> meets the housing design guide standards for a 2 person dwelling the guide adds 1m<sup>2</sup> per additional occupant. Many of the units provide 5.76m<sup>2</sup>, which falls short of the area required for a number of the larger units. This is a detailed matter that Officers consider can be addressed through a condition requiring confirmation of the private amenity space provision and ease of access to communal space

7.4.29 Officers consider that the type, location and size of private and communal amenity space provided for the residential units is acceptable for a development of this nature and density.

## 7.5 Land Use: Retail

7.5.1 The application proposes approximately 3,500m<sup>2</sup> (GIA) of floorspace that could be used for a mix of retail (A1-A5) or D1, D2 or B1 purposes.

7.5.2 The NPPF (paragraph 26) states that when assessing applications for retail, leisure and office development outside of town centres, which are not in accordance with an up-to-date Local Plan, local planning authorities should require an impact assessment if the development is over a proportionate, locally set floorspace threshold (if there is no locally set threshold, the default threshold is 2,500m<sup>2</sup>). This should include assessment of:

- the impact of the proposal on existing, committed and planned public and private investment in a centre or centres in the catchment area of the proposal; and
- the impact of the proposal on town centre vitality and viability, including local consumer choice and trade in the town centre and wider area, up to five years from the

time the application is made. For major schemes where the full impact will not be realised in 5 years, the impact should also be assessed up to 10 years from the time the application is made.

7.5.3 The Core Strategy (CSP 6) and Development Management Local Plan (DM13) set the threshold at 1000m<sup>2</sup> and as the site is outside an existing town centre there may be impacts on existing local centres, particularly when taken together with other sites including the Plough Way Strategic Site and Convoys Wharf.

7.5.4 Core Strategy Policy 6 sets out the retail hierarchy and location of retail development across the Borough and Strategic Site Allocation 4 notes that development of the Oxestalls Road site will provide retail (A1, A2) uses to serve local needs where they do not adversely impact on existing town centres. London Plan Policy 4.7 states that boroughs should firmly resist inappropriate out of centre development with, as mentioned above the Development Management Local Plan stating a sequential test applicable to substantial retail development (over 1,000m<sup>2</sup>), confirming that such development should be located in the first instance in major and district centres.

### **Retail Impact**

7.5.5 The application is supported by a Retail Impact Assessment (RIA) prepared by Quod. The RIA summarises that as the development will bring forward significantly less retail and leisure floorspace than the previous scheme, whilst also increasing the site population, the impact on surrounding centres will be minimal. The RIA examines the retail offer and vitality of surrounding retail centres and then considers the impact on these centres if the 3,370m<sup>2</sup> of floorspace were to be given over entirely to convenience shopping and then to comparison. The RIA considers that there would be minimal impact on the centres at Deptford, New Cross and Evelyn Street and in the worst case scenario reduce trade by 3.4% in Deptford centre when considering convenience shopping and for comparison shopping -1.8% trade within Deptford.

7.5.6 The RIA notes that the 3,370m<sup>2</sup> floorspace includes 371m<sup>2</sup> floorspace within the Victoria Pub. Whilst a flexible use has been applied for across the site officers consider that in the case of the Victoria pub it is appropriate to support the reintroduction of the A4 (public house) use within the site. This would be secured through the commercial marketing and letting strategy to be submitted and approved by the Council and secured through a planning obligation.

7.5.7 Given the proximity of the Strategic Sites to each other it is also relevant to consider the potential cumulative impact of the proposed retail floorspace across these sites. In the case of Oxestalls Road, given the close proximity to Convoys Wharf it is important to ensure that cumulatively the sites do not provide a level of retail floorspace which will create a destination in their own right and potentially harm Deptford Town Centre in particular.

7.5.8 As part of the assessment of the previous proposals for the application site the Council sought advice from specialist retail consultants Nathaniel Litchfield & Partners who have advised on Borough-wide retail issues. At the time the Council were advised that the 905 residential units plus demand from businesses on the site might support a single foodstore store of up to 500m<sup>2</sup> (gross internal area). They also considered that a further 200m<sup>2</sup> of convenience retail space could be permitted. In terms of comparison retail, they advised that a maximum of 1,000m<sup>2</sup> comparison floorspace could be allowed.

7.5.9 The current application proposes an additional 227 dwellings on the site but a reduction in retail floorspace. Nonetheless, to safeguard the viability and vitality of surrounding centres and also to foster an appropriate mix of uses on site it is considered necessary and appropriate that that limits are imposed on the amount of floorspace used for A1 food store use and also the size of retail units.

7.5.10 It is therefore recommended that the advice given with the previous consent is appropriate here to protect the vitality and viability of surrounding centre and that conditions are attached to restrict the size of any retail unit to not greater than 250m<sup>2</sup> with convenience floorspace restricted to 700m<sup>2</sup> and floorspace devoted to the sale of food restricted to 500m<sup>2</sup>.

## 7.6 **Design**

7.6.1 The NPPF sets out 12 core land-use planning principles that should underpin both plan-making and decision-taking. One of these principles states that planning should always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings.

7.6.2 Section 7 of the NPPF (Requiring good design), makes it clear that the Government attaches great importance to the design quality of the built environment. The policy framework recognises that good design is a key aspect of sustainable development, it is indivisible from good planning, and should contribute positively to making places better for people. It is important to plan positively for the achievement of high quality and inclusive design for all development, including individual buildings, public and private spaces and wider area development schemes. The NPPF states that local and neighbourhood plans should develop robust and comprehensive policies in relation to design and that planning policies and decisions should aim to ensure that developments respond to local character and history, and reflect the identity of local surroundings and materials, while not preventing or discouraging appropriate innovation. They should also be visually attractive as a result of good architecture and appropriate landscaping.

7.6.3 The London Plan also places great importance on design and local character. Policy 7.4 (Local Character), states that development should have regard to the form, function, and structure of an area, place or street and the scale, mass and orientation of surrounding buildings. Policy 7.6, Architecture, reinforces the emphasis on good design and provides that

architecture should make a positive contribution to a coherent public realm, streetscape and wider cityscape. It should incorporate the highest quality materials and design appropriate to its context.

7.6.4 In accordance with national and regional policy, the Core Strategy and Development Management Local Plan also set out policies to ensure design is a fundamental consideration in all planning decisions. Core Strategy Policy 15 (High quality design for Lewisham) states that for all development, the Council will ensure the highest quality design and the protection or enhancement of the historic and natural environment, which is sustainable, accessible to all, optimises the potential of sites and is sensitive to the local context and responds to local character. Development Management Local Plan Policy 30 (Urban design and local character) adds more detail and states that as well as requiring all development proposals to attain a high standard of design, planning applications should demonstrate how the development achieves a site specific design response.

#### Site Wide Masterplan

7.6.5 The Masterplan has been developed through a process of meetings and consultation with Council officers and reviewed by the LDRP. The LDRP have reviewed the scheme 5 times, 4 prior to submission (in July, October and November 2014 and March 2015) and then once post submission following receipt of amended drawings. The layout and building design has been refined in the light of these discussions.

7.6.6 The application is supported by a Design and Access Statement that provides a detailed and thorough analysis of the site and its local and wider context including its historical development, patterns of movement and access, land uses and social infrastructure, amenity and open space, existing built character and building heights. This analysis has informed the assessment of site constraints and opportunities, and fed into the Masterplan based on a number of strategic objectives and development principles as well as into the detailed design response which is supported by a Design Code.

7.6.7 As a hybrid application, Phase 1 (Plots 1-3) is submitted in detail with all matters to be determined whereas Phases 2 and 3 (Plots 4-6) are in outline where access and layout are to be determined, with scale, landscaping and appearance reserved for later submission.

7.6.8 The Masterplan for the site is comprehensive, including all the land identified in Core Strategy Policy SSA4 other than the converted Diploma Works building.

7.6.9 This comprehensive approach allows for a coherent strategy for the site to be presented, and demonstrates how the site as a whole will integrate with the wider area. This approach is considered critical in facilitating the delivery of land use, environmental and urban design objectives for the site and wider area as set out in the Core Strategy.

- 7.6.10 The layout of the site comprises a number of distinct plots arranged loosely in a grid. The ordering layout principles of the site focus on the central spine which runs approximately on a north-south axis following the route of the former Surrey Canal and two cross streets which run approximately east to west connecting the site to wider open spaces and key routes with Pepys Park and Grove Street to the east and Deptford Park and Evelyn Street to the west.
- 7.6.11 The layout accommodates a range of different building typologies in various forms with variety in height and design across the site. The built form responds to particular characteristics and opportunities of the site in its context.
- 7.6.12 The central spine forms a linear green route which connects north to existing green spaces. This linear green space to be known as Surrey Canal Way creates a public open space which includes an attractive north-south cycle and walking route and offers visual amenity and a linear water feature which supports sustainable and ecological functions. This could also be used as an alternative to Evelyn Street which is a busier environment dominated by vehicles. This linear green space is a key ordering principle which drives the Masterplan and is a significant feature of the site. Officers are supportive of the overall Masterplan for the site.
- 7.6.13 The LDRP acknowledges that this is a large, complex scheme that raises many issues, some of which will need to be reviewed further as the project is progressed through the reserve matters stages. The Panel are supportive of the basic masterplan and proposed massing strategy.

#### Streets, routes and public realm

- 7.6.14 The introduction of new east-west and north-south routes connecting beyond the application site allow for significantly greater permeability and connections with the surrounding area than exist at present and will help integrate the site and its surroundings by addressing some of the existing barriers to movement in the area. The proposed layout of streets is a strong element of the scheme and Surrey Canal Way – the north south central spine – forms a component of the North Lewisham Links programme promoted by the Council.
- 7.6.15 The proposed s.106 agreement will include provision for public access to the public spaces and routes within and across the site to ensure the proposals are acceptable in terms of public accessibility.
- 7.6.16 The proposal includes the provision of a pedestrian/cycle link under Oxestalls Road connecting the site to the linear green space to the north. This route connects with the Cannon Wharf and Marine Wharf developments to the north. This is considered a necessary element in the acceptability of the development and provision of and funding for the link would be secured through the s.106 agreement.

- 7.6.17 The routes through the site are well defined by buildings that front onto them and form clear and legible connections. The ground floors accommodate commercial use, entrances and access to residential accommodation and service uses such as bike stores, bin stores and plant. Most of these uses have direct access and can provide activity and improve natural surveillance to the street.
- 7.6.18 The appearance of the commercial space at ground floor level has not been detailed in the submitted drawings and a condition is proposed requiring details to be submitted at the appropriate time. The areas of commercial glazing at ground floor level indicated on the submitted drawings would enable the uses within to animate the streets and improve natural surveillance.
- 7.6.19 The 'Y' building sits in the public realm to the south of the site creating a number of different spaces. The western space addresses Evelyn Street and provides a route from the street into the public space. The south-eastern space faces into the larger public space and offers a backdrop to the public realm creating opportunities for the ground floor uses to spill out and populate this area.
- 7.6.20 As discussed in the Consultation section of this report, the LDRP are supportive of the 'Y' building in principle, although they consider that it does not yet engage positively with the three public spaces that result from its plan form. Officers have reviewed the building and the spaces around it and conclude that the building addresses the different contexts in an appropriate way and the open nature of the ground floor treatment means that it provides the opportunity for activity to engage with and spill out into the spaces and street, in particular 'The Yard'. Overall Officers are supportive of the public space being provided in this part of the site.
- 7.6.21 The LDRP have raised concern over the activity of The Victoria and Baltic Street (including the Energy Centre), and the interface between the ground floor residential and public realm along the canal path and Evelyn Street. The LDRP also consider the location of the three residential units on Dragoon Road, adjacent to the entrance to the podium car park, to be of very poor planning and unlikely to result in acceptable living conditions for the occupants of these units. Officers have reviewed the layout in detail in the light of these concerns. These units are south facing maisonettes over two levels with bedrooms at first floor level. The unit immediately adjacent to the car park entrance (serving 38 spaces) has an additional first floor outdoor amenity space in addition to the ground floor front garden and access to the communal podium garden that is available to all residents in the block. These units form part of a larger block on this frontage and are therefore not isolated from the wider development and in the circumstances Officers are satisfied that the proposals provide an acceptable form of development.
- 7.6.22 The LDRP also support the reintroduction of water along the former canal route and the canal towpath edge but question its generosity and integrity. The LDRP consider the introduction of the sculptural linear bench in the

southern area of public space a positive feature and also support the extension of the central linear park to echo the route of the former canal and potential for linking under the bridge at the junction of Evelyn Street and Blackhorse Road in the future.

7.6.23 Officers have taken the LDRP comments into account and have concluded that, on balance, the streets, routes and public realm proposals do function well and provide an acceptable street level experience for residents and visitors.

#### Height, Massing and Tall Buildings

7.6.24 Building heights vary across the site from 3 to 23/24 storeys (including ground floor) with taller buildings located in the south east and north west corners of the site. Given that the general scale of existing buildings on the site and surrounding is 3-5 storeys and with the open space of Pepys Park to the east) the proposed development will be highly visible and the taller elements will be particularly prominent on the skyline. This, however, needs to be seen in the context of existing taller buildings close to the site, in particular, Eddystone Tower to the north, the development including towers at Cannon Wharf which is currently on site and the approved Convoys Wharf scheme. Marine Wharf West can also be considered as part of this changing context.

7.6.25 Whilst the scale of the proposed development will have a significant townscape impact it will replace generally low grade buildings of limited or no architectural merit and needs to be considered in the context of the varied building heights and scales already existing in the area and planned as part of the redevelopment of other key sites.

7.6.26 The range of building heights and their disposition across the site creates a varied built form and which together with the range of architectural styles adopted creates a complex built environment. It is considered that the massing and scale of buildings responds appropriately to their context and avoids a uniform building height across the site. Given the 'island' nature of the site bounded as it is on all sides by roads, the buildings around the perimeter of the site generally respond appropriately and sensitively to their context. The locations where taller buildings are proposed are located on the most prominent corners of the site and close to the existing public open spaces of Deptford Park and Pepys Park.

7.6.27 The Core Strategy notes that, subject to meeting the criteria set out in CS18 (The location and design of tall buildings), Strategic Site allocations in Deptford and New Cross are, in principle, considered appropriate for the location of tall buildings to mark the scope and scale of regeneration that the policies in the Core Strategy will deliver. Core Strategy Policy 18 and London Plan policy 7.7 also note that tall buildings need to be of the highest design quality.

7.6.28 The planning permission granted for the site in 2012 established the principle of two tall buildings on the site, located in the north west corner on

Evelyn Street and in the south east corner facing on to Pepys Park. In the Design and Access Statement the applicant makes reference to the role of tall buildings as markers and points of recognition within the townscape, with the detailed siting of the tall buildings in this case marking the corners of the site.

7.6.29 The ES includes an assessment of overshadowing of the site and adjoining properties caused by the proposed development, as well as an assessment of daylight and sunlight to adjoining properties using the BRE's guidance. This is considered below in the context of the review of the ES.

7.6.30 Within the site the tall buildings and mid-rise blocks will cast a shadow over the routes and open spaces at different times of the day, but no parts of the site are in permanent shadow. Whilst it is evident that the tall buildings (and some mid-rise blocks) will have an effect on adjoining properties and spaces, these impacts will be transitory with the buildings to the north being over-shadowed in the earlier part of the day only, and to a limited extent during the summer months. Given this situation, it is considered that the overshadowing impacts from the tall buildings will not give rise to an unacceptable impact on the amenity of adjoining residential properties or open space.

7.6.31 Following the pre-application reviews and an assessment of the planning application submission, the Lewisham Design Review Panel (LDRP) were encouraged with the refinement of the massing strategy for the lower buildings. Whilst the tower to the south-east of the site has reduced in height from 30 storeys discussed at pre-application stage to the proposed 24 storeys is seen as a positive move, the Panel is unconvinced by the scale and height of the tall buildings. They consider that the principle has not been convincingly justified in townscape terms and that the tower at the junction of Grove Street and Dragoon Road has a heavy and inelegant appearance.

7.6.32 Officers have had lengthy discussions with the design team to address concerns shared with the LDRP regarding the design of the tall building in Phase 1. As well as reducing the height of the building there have been a number of iterations regarding the detailed massing and architectural treatment of the building. Changes have been made to the tower during the planning application submission. This has included reducing the width of the built form on the east and the west elevations, and revising the appearance of the tower and breaking down the massing through a combination of emphasising the verticality and simplifying the number of materials used.

7.6.33 The effect of these changes is that the tower has a more logical overall appearance and ties in the changes to the materials with different elements of the building. Officers consider the location of the towers to be appropriate as markers and that the relationship of these buildings to the surrounding area, and to buildings and spaces within the site, is acceptable. Whilst the tall buildings will inevitably be highly visible in the local and wider area,

given their height it is considered that the amendments have addressed previous concerns and that their design is now acceptable.

#### Architecture, Materials and Elevational Detail

- 7.6.34 Core Strategy Policy 15 (High quality design for Lewisham) and Policy 7.6 (Architecture) in the London Plan set out the importance of high quality design. The design of the individual buildings varies across the site with a range of building heights, styles and materials. It is considered that the site is sufficiently large and the Masterplan and building architecture robust that this approach is appropriate, creating distinctive character areas within the site. As noted above the massing of the buildings generally varies within each plot/urban block with a taller (24 storey) building in the south east corner of the site, clad in metal, light weight concrete and glazed panels.
- 7.6.35 The Design and Access Statement includes the design, appearance and materials of the buildings on Plots 1, 2 and 3, setting out the rationale for the proposed approach. In addition, the application includes a Design Code which sets out the statement of intent and design principles for the remainder of the site (Plots 4, 5 and 6) which are submitted in outline only.
- 7.6.36 The majority of the buildings proposed are clad in brick with some of the upper levels of the taller buildings having metal cladding with saw tooth roofs creating a more industrial warehouse character which connects back to the former wharfs and industrial uses on the site. Simply detailed metal balustrades to the balconies and neutral toned aluminium window frames add to the pared down industrial character. LDRP endorse the addition of further material/elevational richness to the higher levels of the taller blocks and the design approach is supported by officers.
- 7.6.37 The tall building in Plot 1 is clad in lightweight concrete panels, metal cladding and glazing. The submitted Design and Access Statement states that the massing of the tower is a 'simple series of stepped planes occurring in both plan and in elevation. The largest planes of lightweight fibre panels are located on the north and south facades defining the outer volume of the building. The vertical edges of this mass turn along the east and west facades to meet the intermediate mass. This mass is clad in metal panels, while the tallest interior mass returns to the fibre panel materials'. The typical façade detail proposes 'both the fibre and metal panels... arranged in a simple vertical grid. This vertical panelisation gives the broad planes a simple elegance. Visual interest is created by the contrasting textures of the three principle masses and the curtain wall and balconies which inscribe a finer horizontal on the overall composition'.
- 7.6.38 The LDRP considered the elevational composition and the choice of materials, overly complex. This has now been simplified in terms of both the architectural treatment and materials palette. Officers are satisfied with the changes made to the tower and find the architectural treatment robust and to be to an acceptable design standard.

7.6.39 The LDRP are supportive of the 'Y' building in principle, but they do not consider that it yet has architectural quality of an object focal building as intended. Officers consider that refinements to the design have addressed earlier concerns about the detailed architectural treatment and are satisfied that the design and choice of materials is appropriate and that the building will make a positive addition to the southern part of the site and the associated public space.

7.6.40 Considering the scheme as a whole there is a clear architectural style and consistent materials palette across the site. Officers consider that overall the architectural treatment is robust, setting an acceptable standard for the detailed application plots. It will be important for this standard to be maintained through detailed design and implementation of the scheme across the site and appropriate conditions are proposed to ensure this is the case.

#### Design and crime

7.6.41 Core Strategy policy 15 (CS15) (High quality design for Lewisham) states that for all development the Council will ensure design acts to reduce crime and the fear of crime. The layout and design of the site means that routes and public open space within the site will be overlooked with retail uses and/or entrances to flats above located on them. The blocks facing onto the new canal path amenity area and water feature would have direct access on to their respective sides of the central area, with the flats on upper floors having balconies that overlook this space.

7.6.42 The route between Plots 2 and 6 (running north-south through the site provides access to ground floor garage parking to Plot 4 and a communal garden to flats in buildings in Plot 3 which would be bounded by a fence. This route is the only vehicular route through the site (connecting Oxestalls Road with Dragoon Road and with access also onto Grove Street) and so will have a mix of activity along it whereas most other routes are predominately pedestrian only.

7.6.43 The communal gardens in Plots 1 and 2 are accessed only from within the buildings and so considered to be secure. The ground floor communal garden in Plot 3 is bounded by buildings to the north, south and east and by a fence along the internal access road to the west. This space also serves as an access route to the flats in the building facing onto Pepys Park and is considered to be well overlooked. The ground floor 'gardens' within Plot 5 are accessed from the individual buildings and will be overlooked by buildings. Parking is either at basement level (accessed via a gated entrance in Plot 2) or contained within the buildings at ground level (Plot 4), with limited on-street parking to the rear of buildings fronting Evelyn Street (Plot 5). Secure cycle parking is provided within the buildings with dedicated storage next to the flats. The proposed internal layout of the residential units is acceptable with corridors/cores serving no more than 8 flats.

7.6.44 On balance it is considered that the proposed layout and design raises no significant concerns in terms of crime and the fear of crime. In response to

the application the Metropolitan Police Crime Prevention Unit identified the need for a condition relating to the development achieving Secured by Design Certification.

## 7.7 Consideration of Objections

7.7.1 Section 5 of this report outlines the consultation that has taken place and summarised the consultation responses. This section addresses the key objections to the proposals and sets out the how these have been considered. Some of the points are also addressed elsewhere in the report under the individual topic headings. They are included here again for completeness.

Issue	Consideration/Response
<p><b>Transport and Traffic</b></p> <ul style="list-style-type: none"> <li>• Congestion on local bus services</li> <li>• Congestion on local highway network</li> <li>• Increased pressure on local parking</li> <li>• Parking proposed opposite school will increase congestion</li> <li>• Access points on to Grove street will required all traffic to go past the school on Oxestalls Road</li> <li>• Concern on the highway network from other development in the area</li> </ul>	<p>Lewisham Highways are satisfied that through the use of planning conditions and obligations the impact on the highway network from a capacity and safety perspective can be mitigated.</p> <p>Lewisham Highways and TfL have both provided detailed comments on the applicants proposals, working with the applicant and their consultants to assess the proposed impacts on the highway network, including availability of public transport, parking and highway safety.</p> <p>TfL have identified a required improvement to bus services and infrastructure within the area related to the development given the low PTAL level of the site and limited parking on site for which funding will be provided for via a s.106 contribution. Equally a Pedestrian Environment Review System (PERS) Audit has also been requested to assess the environment of the surrounding streets and if necessary carry out improvements.</p> <p>Parking on site will be limited on site with 0.3 spaces per residential unit and a financial</p>

	<p>contribution is proposed to be secured via the S 106 to be applied towards a Controlled Parking Zone (CPZ) within the area. A CPZ would enable existing residents to park on local streets, but restrictions would be imposed in the s.106 agreement precluding future residents, from applying for permits (save blue badge holders).</p> <p>Highways officers are satisfied that that the proposed access routes to the site can operate without impacting on highway safety subject to the proposed improvements being implemented.</p> <p>Traffic impact on surrounding areas resulting from construction traffic can be managed via condition.</p>
<p><b>Social Infrastructure</b></p> <ul style="list-style-type: none"> <li>• Increased pressure on education and health facilities, which are already at capacity</li> <li>• Object that the scheme does not provide health or education facilities</li> <li>• Loss of the garage/petrol filling station</li> <li>• Loss of community assets in the form of the Pepys Community Forum offices</li> </ul>	<p>Officers acknowledge that a development of this scale will give rise to demand for educational and health facilities within the local and wider area and whilst the proposal scheme does not propose any additional facilities on site the developer will be making a significant contribution to the Council under the Community Infrastructure Levy (CIL).</p> <p>The CIL payment provided by the developer will contribute to a larger pot of funding which can be used by the Council to fund health and educational facilities were required within the Borough. Although there are no onsite facilities the Council is currently undertaking an expansion of primary and secondary schools and the funding provided by CIL enables the Council to take a more strategic overview to services within the Borough and identify areas of need and growth for the future.</p>

	<p>The PCT have previously commented that an on-site health facility was not required, however CIL will provide funding to existing services in the area and also provide assistance when future facilities are required.</p> <p>The loss of the petrol filling station is considered acceptable to facilitate the site-wide redevelopment and the loss of the A1 retail unit provided by the garage will be re-provided by A1 provision within the scheme.</p> <p>Whilst the scheme will not fund new premises for the Pepys Community Forum offices the CIL payment will contribute to improved community facilities, which is considered acceptable.</p>
<p><b>Contamination and Pollution</b></p> <ul style="list-style-type: none"> <li>• Noise and general pollution from construction</li> <li>• Site contamination and effects of contamination on local area from construction</li> <li>• Increased traffic will cause air pollution bad for people's health</li> </ul>	<p>Conditions will be attached to the permission to restrict the hours of operation and noise levels during construction. Furthermore conditions on air quality and land contamination will also be applied to the permission so that Environmental Health Officers can fully assess, monitor and approve the proposed site remediation of the site to protect both existing and incoming local residents. A financial contribution towards air quality monitoring will be secured through the s.106 agreement so that the quality of the air can be monitored and mitigation measures implemented as necessary.</p>

<p><b>Impact on Amenity</b></p> <ul style="list-style-type: none"> <li>• The tall building on the corner of Oxestalls Rd and Evelyn St will adversely affect the residential amenity of houses, causing overlook and loss of open aspect.</li> <li>• Significant increase in noise as tall building will 'bounce' the noise of the road back onto houses.</li> </ul>	<p>The principle of a tall building on this site has been established by the planning permission granted in 2012, with towers on the corner of Oxestalls Road and Evelyn Street and Grove Street and Dragoon Road. Officers have considered the impact the increase in height now proposed and will have on residents and consider that the impacts are acceptable. The distance between the proposed and existing buildings is sufficient to address concerns regarding overlooking. Whilst the scale of development as a consequence of the development will change significantly the existing site is not typical of inner urban sites such as this and the overall massing strategy is considered appropriate.</p> <p>Given the increase in the building heights from that of the approval and distance between the site and surrounding sites the 'bounce' of noise from the buildings elevations is not considered to cause to be harmful.</p>
<p><b>Design</b></p> <ul style="list-style-type: none"> <li>• The tall building is overbearing and out of scale to the current buildings on Evelyn St.</li> <li>• The size of the development will significantly change the character of the neighbourhood</li> <li>• The tall buildings are not acceptable in the area given the impact other tall buildings have had in the area</li> <li>• A tower block is not what this area needs considering all the other developments currently in progress within in the area SE8. The density of population needs to be looked at as high density environments tend to encourage social disengagement.</li> <li>• The tall buildings should not</li> </ul>	<p>The principle of tall buildings on the site has been established by the existing planning permission for the site. Officers have negotiated a reduction in height during the pre-and post application stages and the heights of these buildings is considered appropriate in the context of the site and change in the environment since the previous permission, including the approval of Convoys Wharf.</p> <p>The Strategic Site allocation of this site for comprehensive redevelopment is considered necessary to provide the changes required in the local area to bring about a more diverse housing stock and employment offer and will improve the local environment by</p>

<p>increase in height from the approved scheme</p> <ul style="list-style-type: none"> <li>• The design of the new buildings does not show clearly evident reference to the history of Deptford and the maritime inheritance in the local area</li> <li>• The two towers proposed are adjacent to low rise building in form of Trinity Estate and Deptford Park School. Also adjacent to listed Deptford Dockyard entrance to Convoys Wharf</li> </ul>	<p>removing a number of old industrial uses.</p> <p>Whilst in the past tall tower block buildings may have come to represent a sign of social deprivation, officers consider that high quality design of the towers both internal and externally alongside high quality and inclusive public realm will achieve a successful community environment. The shallow pitch warehouse styled roofs used on many of the proposed buildings lining the old canal route and the formation of the buildings representing the turn in the old canal are both considered to provide an architectural reference to the history of the site.</p> <p>The impact on surrounding heritage buildings has been considered in the report to.</p>
<p><b>Affordable housing</b></p> <ul style="list-style-type: none"> <li>• Not meeting required affordable housing targets or policy tenure split and too many private units, policies not worth having if not implemented</li> <li>• Too many private market units excluding Lewisham residents</li> <li>• Higher housing targets and planning obligations reducing supply of affordable housing</li> <li>• Why is there no social rented units</li> <li>• Inadequacies of shared ownership</li> <li>• Where are Shared Ownership and Affordable Rent properties placed in this scheme? Do they have equal access to aspects and facilities? Do they have a common or a separate entrance?</li> </ul>	<p>The proposals include 16.7% affordable housing. This is below the 50% target set out in policy however this is expressly subject to viability Consultants appointed by the Council have advised that 16.7% is the maximum amount that the scheme can support and subject to a review mechanism to bring forward additional affordable housing should finances permit this is considered acceptable.</p> <p>The applicant has proposed a mix of shared ownership and affordable rent units for the affordable housing proportion, which is in accordance with the Council's policy position on affordable housing with both tenures being supported by the Council.</p> <p>The affordable units are distributed through the development and residents will have inclusive access to facilities, which is to be secured via condition.</p> <p>The proposed tenure of affordable housing is considered to be in</p>

	accordance with policy.
<p><b>Policy</b></p> <ul style="list-style-type: none"> <li>• Increase in residential on site</li> <li>• loss of a Mixed Use Employment Locations (MEL's) being redeveloped for private apartments and low proportion of affordable or social homes</li> <li>• The scheme is too dense for the PTAL rating</li> </ul>	<p>The increase in residential units on site from that under the existing permission will result in a more dense development in excess of the London Plan standards given the site's PTAL rating. However, officers consider that the site can accommodate this increase and the CIL and S106 payments will provide funding for infrastructure to mitigate the increase in the local community.</p> <p>The site is allocated as a Strategic Site and the proposal seeks permission in compliance with this policy allocation developing as a mixed use scheme. The proportion of affordable housing is subject to viability and officers are satisfied that the offer available on this site has been shown to be the maximum at this time for the development to be viable.</p>
<p><b>Other</b></p> <ul style="list-style-type: none"> <li>• Lack of professionalism in the way the planning proposals have been handled</li> <li>• Will the local community be kept informed</li> <li>• Object to the procedure of the application being part outline part full</li> <li>• Uncertainty over the scheme detail, specially <ul style="list-style-type: none"> <li>- s106 details; <ul style="list-style-type: none"> <li>- Who will be the affordable housing provider;</li> <li>- Use of the Victoria Pub and long term future;</li> <li>- Will an archaeological survey be undertaken before work commences;</li> <li>- The applicants descriptions of the site can be misleading;</li> <li>- Pepys Community Forum goes unmentioned in most of the documentation;</li> </ul> </li> </ul> </li> </ul>	<p>The applicant carried out an extensive public consultation exercise prior to submission to keep residents informed and to understand concerns about the scheme and how changes to the original permission could align with the preferences of the local community. Upon submission of the application Officers have consulted and held a public drop-in meeting to speak with the community about their objections to the scheme.</p> <p>As the scheme has changed from the original permission, a new outline application has been submitted for consideration with the details for Phase 1. There is nothing objectionable in this procedure.</p> <p>Outline Heads of Terms for the s.106 agreement were submitted</p>

<p>- Existing local community assets have been lost, and are being not replaced.</p> <ul style="list-style-type: none"><li>• The site can be redeveloped without the petrol filling station plot being included. It serves the local community and there is no justification for the granting of any planning permission beyond the existing use.</li><li>• The petrol filling station owner has now been blighted by these proposals leading to substantial losses since the proposals first emerged.</li></ul>	<p>with the application, but details have evolved through the application discussions between the applicant and Officers, and the s.106 Heads of Terms are examined in this report.</p> <p>Currently the affordable housing provider is unknown, although the specifications for these units will be agreed with the provider via a s.106 obligation.</p> <p>The Victoria Pub forms part of this application and bringing it back into use is an obligation detailed in the phasing triggers as set put in the s.106 agreement.</p> <p>An archaeological survey of the site is to be undertaken before work commences and is a condition of the permission .</p> <p>Officers have sought to clearly describe the site and surrounding area in a concise and factual manner.</p> <p>The Pepys Community Forum has been involved in pre-application consultation discussions and the comments received by the forum are acknowledged in this report.</p> <p>The CIL payment will provide funding for community assets and it is considered that the redevelopment of this site is a significant asset to the community revitalising an area and bringing new housing and employment space.</p> <p>The policy position is that the site should be comprehensively redeveloped to maximise the benefits to the area with the development providing replacement retail facilities. The site has been allocated as a Strategic Site in the Council's Core Strategy following consultation and examination by an inspector and therefore the plans to redevelop this site are in accordance with the Council's strategic vision for the area.</p>
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## 7.8 Highways and Traffic Issues

7.8.1A Transport Assessment (TA) was submitted with the planning application and the ES includes a chapter on Transport that draws on the findings of the TA. The scope of the TA was discussed and agreed with the Council and the submitted TA has been reviewed by independent consultants (The Project Centre) appointed by the Council.

7.8.2The NPPF includes as one of the 12 core land-use principles, to actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling, and focus significant development in locations which are or can be made sustainable. Regarding the promotion of sustainable transport para. 29 states that the transport systems needs to be balanced in favour of sustainable transport modes, giving people a real choice about how they travel. Guidance on the role and preparation TAs and Travel Plans is provided in National Planning Practice Guidance.

7.8.3The Further Alterations to the London Plan (Policy 6.1) sets out the Mayor's strategic approach to transport which aims to encourage the closer integration of transport and development by: encouraging patterns and nodes of development that reduce the need to travel, especially by car; seeking to improve the capacity and accessibility of public transport, walking and cycling; supporting measures that encourage shifts to more sustainable modes and appropriate demand management; and promoting walking by ensuring an improved urban realm. Core Strategy policy CS14 (Sustainable Movement and Transport) states that there will be a managed and restrained approach to car parking provision to contribute to the objectives of traffic reduction while protecting the operational needs of major public facilities, essential economic development and the needs of people with disabilities. A network of high quality, connected and accessible walking and cycling routes across the borough will be maintained and improved including new connections throughout the Deptford New Cross area.

### Site Access and Accessibility

7.8.4Vehicular access to the site is currently via a number of locations along Evelyn Street as well as from Oxestalls Road, Grove Street and Dragoon Road. The application proposes the removal of all vehicular access from Evelyn Street and the focussing of access onto Grove Street plus access to car parking from Oxestalls Road and Dragoon Road (as well as from within the site). The access point onto Grove Street will create a new priority junction opposite Bowditch. The simplifying of the site access arrangements is welcomed and the location of the new access points considered acceptable. Access for vehicles within the site is limited to the east-west routes with servicing for the non-residential uses also generally be from within the site. This overall strategy is supported.

7.8.5 The application site currently has a PTAL rating of 2 ('Poor') even though five bus services (including two night services) pass the site on Evelyn Street, two of which also turn into Oxestalls Road and Grove Street (travelling away from the site). There are several bus stops adjacent to or in the vicinity of the site, some of which have shelters for passengers. The daytime services provide connections to London Underground, DLR and mainline railway stations for onward journeys and there are day and night services to/from the West End. Given the number, frequency and proximity of bus services to the site the low PTAL rating is likely to be primarily a factor of the distance to Surrey Quays and Canada Water stations which are beyond the 12 minute walk time in the PTAL assessment process (approximately 14 minutes and 20 minutes respectively) and are therefore excluded from the calculation. It also does not consider the proposed Riverbus service that will be accessible at Convoys Wharf nor the proposed Overground Station at the Surrey Canal Triangle site.

7.8.6 There are currently no Controlled Parking Zones (CPZ's) in the immediate or wider North Deptford area and on-street parking is readily available on most adjacent streets.

#### Traffic Impact and Trip Generation

7.8.7 The TA estimates vehicle trips that the proposed development would generate for different modes (private car, taxi motorcycle, public transport (bus, tube, rail) cycling and walking) and assesses their impact on the existing network and services. Given that the site is currently in use, trip generation has been calculated on a net additional basis, i.e. taking into account existing parking and trip generation from the site. In addition a comparison has been made with the trip generation forecast for the scheme granted planning permission in 2012. Adjusting for the existing trip from the site the TA estimates the following trip generation arising from the proposed development.

	AM Peak (07:45-08:45)			PM Peak (17:30-18:30)		
Existing Site	30	23	53	20	27	47
Permitted 2012	72	68	140	122	126	248
Current Application	61	97	158	80	82	162
Net (Existing)	31	74	105	60	55	115
Net (Permitted)	-11	29	18	-42	-44	-86

7.8.8 Based on this assessment Proposed Site would generate 18 additional vehicle trips compared to the Consented Site during the AM peak hours, and 86 fewer trips during the PM peak hour. This assessment has been reviewed and verified as a robust assessment of trip generation from the site.

7.8.9 The TA also considers the impact of the development proposals on the key local junctions at Oxestalls Road/Evelyn Street and Grove Street/Evelyn Street.

Oxestalls Road/Evelyn Street: Proportional Impact AM peak hour

Approach (Arm)	Observed	Cumulative Devt.	Future Baseline	Future Baseline + Permitted	Future Baseline + Proposed	% Impact (Proposed-Permitted)
Evelyn Street (N)	692	143	835	853	844	-1.06%
Evelyn Street (S)	406	64	470	482	480	-0.41%
Oxestalls Road	169	138	307	344	363	5.52%

Grove Street Road/Evelyn Street: Proportional Impact AM peak hour

Approach (Arm)	Observed	Cumulative Devt.	Future Baseline	Future Baseline + Permitted	Future Baseline + Proposed	% Impact (Proposed-Permitted)
Evelyn Street (N)	800	115	915	928	936	0.86%
Evelyn Street (S)	851	68	919	965	942	-2.38%
Grove Street	71	39	110	141	151	7.09%

7.8.10 Taking account of existing vehicle movements, those arising from other developments and comparing this with the permitted development the TA estimates a reduction or very minor increase in vehicles on Evelyn Street and a slight increase on Oxestalls Road and Grove Street. The percentage increase in traffic movements on Oxestalls Road amounts to 19 extra vehicles during the morning peak hour compared with the permitted scheme and 10 on Grove Street. In the light of this assessment it was agreed that junction modelling of the local highway network was not required. The trip generation in the TA is achieved through various measures to encourage non-car modes of transport including Travel Plans, public transport service and infrastructure enhancements, as well as a Car Club for residents. These measures are considered necessary to reduce trip generation and mitigate the impact of the development on the local highway network and will be secured by condition and through the s.106 agreement.

Public Transport

7.8.11 The TA assumes around 70% of residential trips and 77% of commercial trips are likely to be via public transport modes including Rail, London Overground / Underground, Bus and River Bus services. The mode split is estimated as follows:

<b>Mode</b>	<b>Residents</b>	<b>Employees</b>
Underground/DLR	29%	19%
Train (including Overground)	12%	20%
River Bus	5%	5%
Bus, mini bus and coach	24%	33%
Motorcycle/Scooter/Moped	1%	2%
Driving Car/Van	16%	5%
Car/Van Passenger	1%	2%
Taxi/Minicab	1%	0%
Bicycle	4%	3%
Foot	7%	11%
<b>Total</b>	<b>100%</b>	<b>100%</b>

7.8.12 For the distribution of trips onto public transport services, a detailed assessment was undertaken using 2011 census data, reviewing where residents/employees in the local area currently travel to/from and identifying the likely transport route choices, to ascertain the potential demand on any particular service. The data indicates that most residents are likely to travel to central London for employment with 27% of trips likely to be to Westminster or the City of London, 14% to Southwark, with 12% of trips within Lewisham. The remaining 47% of trips will be predominately to other London Boroughs, notably Tower Hamlets (9%), Camden (5%), Lambeth (5%), Greenwich (4%) and Islington (4%). For employees at the site, the data indicates that the majority of the workforce arrives from local boroughs including Lewisham (32%), Greenwich (12%) and Southwark (10%).

7.8.13 Based on this distribution, the mode split and person trip generation, trips have been assigned to a public transport mode/service during the AM peak hour and PM peak hour. Given the frequency of Underground, Overground and DLR services the additional trips per service are low however TfL has identified a need for bus service and public transport infrastructure enhancements including bus stops within the vicinity of the site to mitigate the impact of the proposed development on bus services. A financial contribution will be secured through the s.106 agreement.

#### Car and Motorcycle Parking

7.8.14 Core Strategy policy CS14 states that the car parking standards contained within the London Plan will be used as a basis for assessment. These are set out in Table 6.2 of the London Plan Further Alterations. These are maximum car parking standards and the application proposes a total of 380 car parking for the residential units, 0.3 spaces per unit across the scheme as a whole. In addition a total of 40 spaces will also be provided for non-residential uses to be situated in an on-street location. This includes eight wheelchair homes compliant bays. Electric car charging points will also be provided, the detailed location of which will be submitted to the Council for approval under a condition. 10 motorcycle parking spaces will also be provided for the non-residential uses on the site and 12 spaces within the podiums of Plots 1 and 2 in the detailed part of the application site.

- 7.8.15 This level of provision is welcomed however given the fact that currently there are no restrictions over on-street parking in the surrounding area car ownership levels could be higher if no off-street parking controls are in place. This is particularly relevant given the scale of development taking place in the Deptford and New Cross Area as a whole and the overall number of parking spaces proposed across the Strategic Sites. At the moment this part of the borough is not covered by a CPZ and given the scale of proposed development in the vicinity (Oxestalls Road, the Plough Way sites and Convoys Wharf all located to the east of Evelyn Street) it is appropriate that in due course consultation with local residents is undertaken on a CPZ to mitigate the impact of the development. Accordingly a financial contribution to assessing the need for and implementing a CPZ will be secured through the s.106 agreement. Should a CPZ be agreed then it is intended that residents of the development would not be able to apply for on-street residents parking permits within the Zone.
- 7.8.16 In addition, to further reduce residents' need to own vehicles proposals for a Car Club would be secured as part of the s.106 agreement, and in line with other sites in the area should include free initial membership for occupiers of the development. The TA also proposes a parking management strategy for the site is prepared and adopted and a Framework Travel Plan for residents submitted as part of the TA. Whilst further work is required on this documents it is considered it provides an appropriate basis for supporting the use of non-car modes of transport and will be secured as part of the s.106 agreement.
- 7.8.17 London Plan identifies a non-operational parking standard for B1 uses of 1 space per 600– 1000m<sup>2</sup>. This would allow for around 6-10 parking spaces for the B1 space, significantly below that proposed in the application. Accordingly consideration has been given to the operational needs of the proposed commercial floorspace as well as existing parking levels on the site. It is considered that the 38 operational spaces for the intended commercial occupier in Plot 1 is considered reasonable (subject to further evidence on operational requirements) and the 65 other spaces would serve a range of occupiers. When considered in terms of the impact of development traffic on the local road network it is considered that up to 101 non-residential parking spaces is acceptable although the detailed provision during phases of the development will need to be the subject of a parking management strategy to be secured through the s.106 agreement. Overall, and combined with the implementation of a site-wide Travel Plan that will work towards reducing use of the private car by businesses on the site (as well as mechanisms to control the use of these spaces by residential occupiers), the level of provision is considered acceptable.

#### Pedestrians and Cyclists

- 7.8.18 There is currently no public access to the site for pedestrians or cyclists. The application proposes the opening up of the site allowing pedestrians and cyclists to enter the site from all frontages and cross the site via generously proportioned and largely traffic-free routes. New east-west routes linking Deptford Park and Pepys Park are complemented by a north-

south route for pedestrians and cyclists along the new linear park on the route of the former canal on the site. This will link under Oxestalls Road bridge to connect with land to the north linking with the Plough Way strategic site. This new link is necessary to connect the site with public routes and spaces to the north that are otherwise separated by the Oxestalls Road bridge. It will also implement part of the Council's North Lewisham Links Strategy in the wider Deptford and New Cross Area. The connection to the north and laying out of this area will involve the Council as land owner and the proposed Heads of Terms for the s.106 includes a financial contribution towards the cost of these works.

7.8.19 2,095 cycle parking spaces will be provided, 1,961 cycle parking spaces for residential use. These will be contained within each plot and will be secure and covered. This level of provision is in accordance with the London Plan Further Alterations which are more rigorous than the Council's current cycle parking standards. A total of 134 spaces will be provided to non-residential uses with changing and locker facilities provided for employees of the proposed development. The level of cycle parking is considered acceptable.

7.8.20 The application proposes a new Toucan crossing on Evelyn Street (just south of Grinstead Road) to facilitate pedestrian and cycle access towards Deptford Park, and a crossing on Grove Street linking the northerly east-west route to Bowditch and Pepys Park connecting with the east-west route through the application site. The details of the Toucan crossing will need to be informed by its operation in tandem with the Evelyn Street/Oxestalls Road signalised junction and also the implementation of the Cycle Superhighway that is due to be provided along Evelyn Street. These works are important, connecting the site to the wider area and are considered necessary to achieve safe crossings for pedestrians and cyclists. The works will be secured under a s.278 agreement.

7.8.21 A Pedestrian Environment Review System (PERS) Audit has been undertaken for routes from the proposed site to a number of destinations particularly taking into account routes to public transport access points. These are generally good however the condition of the pavements around the site is poor and the application proposes resurfacing of the public realm adjoining the site. Dragoon Road is currently closed at its junction with Evelyn Street and relatively little used. The proposed development introduces new pedestrian and cycle access points into the site from Dragoon Road, making this an important route for accessing 'The Yard' and north-south route through the site which offers an alternative to the busier Evelyn Street and Grove Street. The site-wide landscape masterplan proposes resurfacing the public realm around the perimeter of the site to the kerb line and given the increased use of Dragoon Road it is considered appropriate that the works are extended to take in the section of the road beyond the car entrance which will become a primarily pedestrian zone. Given the increase in people living, working and visiting the site these works are considered necessary to mitigate the impact of the development and should be secured through the s.106 agreement.

## Servicing

7.8.22 Routes for vehicles within the site allow for servicing and emergency vehicle access plus access to the parking areas within the site although the detailed design of routes seeks to prioritise pedestrian and cyclists. The applicant has provided vehicle tracking and swept path analysis for emergency and refuse vehicles which demonstrates that there is sufficient space for vehicles to turn and leave the site in a forward gear. A Framework Delivery and Servicing Management Plan (DSMP) has been submitted with the application to ensure that servicing vehicles operation is controlled and managed and a condition is proposed requiring approval of a detailed DSMP and its implementation. The development does not include specific provision for taxis or drop/off pick up although it is considered that this could be accommodated on the internal street layout. It is considered that the site servicing provision is acceptable.

## 7.9 Sustainability and Energy

7.9.1 London Plan policy 5.2 requires developments to make the fullest contribution to the mitigation of and adaptation to climate change and meeting CO2 emission targets through a combination of using less energy ('Be lean') the efficient supply of energy ('Be clean') and using renewable energy sources ('Be green'). Policy 5.3 seeks to ensure that developments meet the highest standards of sustainable design and construction. This approach is reflected in Core Strategy Policy 8 (CS8) (Sustainable design and construction and energy efficiency) of the Core Strategy states that the Council will explore opportunities to improve the energy standards and other sustainability aspects involved in new developments and that it will expect all new development to reduce CO2 emissions through a combination of measures including maximising the opportunity of supplying energy efficiently by prioritising decentralised energy generation for any existing or new developments and meet at least 20% of the total energy demand through on-site renewable energy. In the case of strategic sites, the Core Strategy states (Strategic Site Allocation 1) that sites will need to make provision for decentralised energy networks and/or the use of SELCHP where appropriate. Further, Core Strategy Policy 8 states that all new residential development (including mixed use) will be required to achieve a minimum of Level 4 standards in the Code for Sustainable Homes from 1 April 2011 and Level 6 from 1 April 2016, or any future national equivalent.

7.9.2 Changes in national policy mean that the implementation of Code for Sustainable Homes standards is now regulated by Building Control. However, planning officers are advised to still consider applications in light of the policy objectives to ensure that measures are taken in the design so that the energy efficiency savings set out in policy can be achieved.

### Energy Demand, CO2 Emissions and Renewables

7.9.3 The application is supported by a Sustainability Statement which sets out how sustainable design and construction measures have been integrated

into the design response to the site, particularly in relation to energy, daylight, ventilation and water, rather than as 'add-on' mitigation measures and how they contribute to meeting policy. These include achieving Code for Sustainable Homes Level 4 for the residential units and BREEAM 'Very Good' for the non-residential space. The statement calculates that there is an overall carbon reduction target of 35% over Part L of the Building Regulations 2013 baseline. The approach adopted follows the energy hierarchy of "Be Lean, Be Clean and Be Green". In terms of the energy hierarchy this comprises a 6% reduction from energy demand reduction, 30% from gas powered CHP, 2% from renewables providing a cumulative savings of 38%, although the total target savings is 35%.

7.9.4A number of 'Lean' measures are proposed to reduce energy demand within the development and these include high performance glazing, high levels of insulation in walls, floors, ceilings, reduced thermal bridging, maximising energy-efficient lighting (through CFL and LED lighting, where appropriate) and utilising solar gain and thermal mass as part of design.

7.9.5The 'Clean' approach is to use on site CHP and also install the infrastructure to enable the development to link in with the wider heating network within the north of the Borough connecting to SELCHP when this becomes available.

7.9.6The statement recognises that to achieve an efficient CHP-led district heating scheme, a system is sized to the heat demand, as opposed to the electrical demand. To ascertain this heat demand, a heat load profile of the development was calculated by AECOM. The calculations note that during the summer months, the heat demand will be for hot water only as no space heating will be required. Therefore, it is good practice to size the system to this base load. The statements seeks to achieve 'Good Quality CHP' as defined by the Combined Heat and Power Quality Assurance Programme, which is a government initiative providing a practical, determinate method for assessing all types and sizes of Combined Heat & Power (CHP) schemes throughout the UK. The programme states that oversizing a CHP unit is undesirable, as it would result in the venting of excess heat in order to maintain efficient electricity supply, which would not achieve 'Good Quality CHP'. It has been determined that the load profile of the development will require 2 no. CHP units of 378 kWe within the energy centre. It is expected that temporary gas boilers will be used within the energy centre until sufficient phases are constructed to provide a suitable base heat load for the CHP units.

7.9.7The green element of the energy hierarchy will be achieved by the use of 602m<sup>2</sup> of solar photovoltaics panels with annual electricity generation of 83.6 (MWh/year). Suitable areas of roofspace have been identified within the development that are suitable for PV panels, notably areas of highest sunlight, although it is noted that this will not achieve the 20% renewable target set out in the Core Strategy.

7.9.8As part of the energy strategy for the site the applicant has considered how the site could be linked in to a decentralised energy network such as

SELCHP should that become available. Although the pipe work and infrastructure to connect sites to SELCHP is not yet in place the proposed development of the Oxestalls Road site would allow for the possibility of a future connection to SELCHP subject to this being technically and financially viable and compatible with the construction programme. In the circumstances, whilst it is accepted that a commitment to connect to SELCHP is not currently feasible given that the infrastructure is not available at present, future-proofing of a connection should this become available is appropriate and will be secured by condition. This will entail installation of the necessary pipeline to the site boundaries to enable future connection and it is proposed that this will be secured by a condition.

7.9.9 Officers have considered the range of measures proposed by the applicant to reduce CO<sub>2</sub> emissions from the proposed development and the estimates of the savings that will be achieved including the use of on-site renewables. The commitment to achieving CfSH Level 4 (controlled by building control) and BREEAM Very Good is also noted. Whilst the use of renewables falls below the levels specified in the Core Strategy officers consider that on balance the proposals are acceptable and subject to relevant controls to secure their implementation as an integral part of the development are to be supported. Conditions are therefore proposed to ensure the energy strategy is implemented including post-construction assessment of each phase to demonstrate that the proposed target levels have been achieved.

#### Sustainable Urban Drainage

7.9.10 The Sustainability Statement states that currently on site the surface water drains through a series of water gullies into the underlying Thames Water sewer network. Whilst Chapter 9 (Flood Risk and Drainage) of the submitted ES provides detail of the green roofs and use of rainwater harvesting for irrigation the Flood Risk Assessment provided does not advise the use of other SUDs techniques given the possible contamination on the existing site and density of the development.

7.9.11 Surface water on site will be management by a combination of measures including green roofs, permeable paving and on-site storage for rainwater harvesting. London Plan policy 5.11 expects major developments to incorporate living roofs and walls where feasible. The application includes 4,130m<sup>2</sup> of living roofs across the site as part of the sustainable urban drainage strategy for the site as well as to increase biodiversity. Subject to detailed design and specification this is welcome and implementation of the living roofs (to a specification agreed by the Council) will be secured by condition.

7.9.12 Overall these measures form an integral part of the proposed development and will improve the efficiency of water use, increase the sustainability of the proposed development, and attenuate run-off from the site. The measures are welcomed with details to be secured by condition.

## 8.0 **Environmental Impact Assessment (EIA)**

8.1.1 The application constitutes Schedule 2 development under the EIA Regulations. Given the likely significant effects on the environment of the proposals, the application is accompanied by an ES that sets out the baseline conditions, reports on likely significant impacts arising from the development and identifies proposed mitigation. Following submission of the application and further discussions regarding the design of the tall building in Plot 1, the applicant submitted further information arising from the assessment work undertaken following amendments to the scheme.

8.1.2 The ES has been reviewed by Land Use Consultants, specialist consultants appointed by the Council to assess:

- i. whether the ES meets the relevant regulatory requirements and guidelines in respect of the scope and format of an ES;
- ii. whether there is sufficient clarity about the development for which planning permission is being applied;
- iii. whether the methodology adopted to assess the likely significant effects for the identified topics is sufficiently robust for the effects to be assessed and for appropriate mitigation to be identified; and
- iv. to identify any significant gaps in the methodologies and assessments which would prevent the Council from making an appropriately informed decision on the likely significant effects of the proposed development.

8.1.3 Following a review of the ES and the additional assessment work undertaken in respect of Plot 1 it was concluded that further information was required under Regulation 22 of the EIA Regulations before the Council could determine the planning application. In addition aspects of the ES required clarification and/or correction. In advance of issuing a formal Regulation 22 request the applicant submitted further information to address the deficiencies in the ES and also clarifying and correcting certain information. The submission was the subject of notification in accordance with Regulation 22 (7) and the Council's review of the ES takes account of the original documents and other environmental information that has been submitted. Accordingly references to the ES are references to the ES together with the other information provided in the Revised ES. The topics below are reported in the sequence they appear in the ES.

## 8.2 Construction and Implementation

8.2.1 The ES describes the anticipated programme of construction works and the key activities that would be carried out on the site to deliver the submitted scheme. It identifies, in general terms, potential effects associated with demolition and construction activities and outlines proposals for their mitigation. The construction programme indicates that the development would take approximately 6 years to complete and the ES assumes that the

building contractors would apply general mitigation in the form of best practice on-site operations and the application of best practicable means to minimise construction impacts. Generic site management techniques are proposed to minimise noise and vibration impacts from construction activities and hoardings, and other mitigation such as wheel washing and dust avoidance measures would be used to minimise effects on the public realm and surrounding area during the construction of the development.

8.2.2 Although general good site 'housekeeping' should control construction activities it is considered that given the scale, complexity and length of time that construction will be taking place on the site, a detailed construction environmental management plan (CEMP) should be submitted for approval by the Council [before development] and adopted by the appointed contractor. The draft CEMP submitted with the application, and submission of a full CEMP (with reviews and updates on a phase-by-phase basis) is considered appropriate and will allow construction methods and mitigation to be amended if necessary in the light of the experience of earlier phases. Submission of and compliance with a CEMP will be secured by condition.

### 8.3. Air Quality

8.3.1 The application site is adjacent to Evelyn Street which is a major and heavily used road and located in an Air Quality Management Area which extends over the northern part of the Borough, designated by the Council primarily because of the emissions from road transport. The ES presents the findings of an assessment of the potential air quality impacts of the proposed development during both the construction and operational stages. For both stages the type, source and significance of potential impacts are identified, and the measures that should be employed to minimise these impacts are described. Officers have been advised by environmental specialists that the methodology, results and overall conclusions of the assessment are broadly acceptable.

8.3.2 The assessment of construction effects shows that there is a 'high risk' of dust soiling during demolition and 'medium risk' during the earthworks and construction phases. Notwithstanding the significance of the effects the ES concludes that the impacts during the construction phase will be temporary and with suitable dust and emission control measures, as set out in the submitted Draft CEMP, will be reduced to a level that is not significant. This conclusion is to a large extent dependent on the effective implementation of the CEMP. Subject to the implementation of appropriate measures relating to such matters as routing of construction traffic and other on-site mitigation measures to suppress dust and other emissions within the CEMP then officers consider that impacts will be temporary, short to medium term, and of generally local minor to moderate adverse significance.

8.3.3 Once construction is complete, air quality impacts will arise from traffic generated by the development and from the proposed energy centre. In the case of impacts arising from development traffic the main pollutants of concern are identified as nitrogen dioxide (NO<sub>2</sub>), PM<sub>10</sub>, carbon monoxide (CO). The ES has modelled a number of different scenarios taking account

of traffic growth, cumulative development traffic data, relevant year emission factors and predicted background concentrations. The scenarios include the effects associated with Phase 1 fully complete (in 2019) and the completed development (in 2022).

8.3.4 The ES also assesses the effect of the on-site energy centre and has modelled traffic flows associated with the identified cumulative schemes. No exceedances of the annual mean NO<sub>2</sub> concentrations are predicted at the site in the baseline year, in 2019 or on completion, with NO<sub>2</sub> and PM<sub>10</sub> concentrations more than 5% below the annual mean. The maximum predicted annual mean NO<sub>2</sub> concentrations with the development in 2019 and 2022 are 41.6 µg m<sup>-3</sup> and 41.2 µg m<sup>-3</sup> at a height of 1.5m at the corner of Evelyn Street and Grinstead Road. As all predicted cumulative annual mean NO<sub>2</sub> concentrations are below 60 µg m<sup>-3</sup>, the hourly mean objective for NO<sub>2</sub> is unlikely to be exceeded at the new residential receptor locations.

8.3.5 The GLA Sustainable Design and Construction SPG specifies that developments are to be at least 'air quality neutral'. The assessment of the proposed development concludes that total building NO<sub>x</sub> emissions are marginally above the benchmark level but that traffic emissions (NO<sub>x</sub> and PM<sub>10</sub>) are around 50% below the Transport Emission Benchmarks (TEB). Whilst the proposed development is considered to be air quality neutral in terms of transport emissions, a financial contribution towards existing air quality projects is considered necessary to ensure mitigation of the marginal exceedance of the building emissions benchmark. This is to be secured through the s.106 Agreement.

#### 8.4 Archaeology and Built Heritage

8.4.1 The former Grand Surrey Canal which runs north-south through the middle of the site was filled in the 1970's and the main archaeological resources of potential significance within the application site comprise the remains of the former 19th century canal, 19th/20th century wharves, warehouses and associated buildings on either side of the canal and 19th century buildings situated around the boundaries of the site such as the Victoria Public House. The ES reports the findings of a desk-based assessment of the site which found that below ground archaeological remains are anticipated to be of only local importance and that potential effects associated with disturbance of the remains would be limited to the construction phase. In addition to remains of the canal walls and towpath, the proposed site has some, albeit limited, potential to contain previously unrecorded archaeological remains dating from the prehistoric period onwards. The ES concludes that implementation of a suitable programme of pre-construction trial trenching and a watching brief, as necessary, will reduce potential effects to a negligible level.

8.4.2 The application site is located within an Archaeological Priority Area covering the historic docks, floodplain and medieval settlement in the Deptford Wharf/Pepys Park area. Although extending over a wide area, rather than designating or targeting particular historic assets, the potential impact of the Oxestalls Road development proposals on the status and

value of the Archaeological Priority Area (as well as cumulatively with other nearby development sites notably Convoys Wharf) is a relevant consideration. Accordingly, whilst the findings of the assessment are generally accepted, in the light of the potential impacts on as yet undiscovered assets it is proposed a phased programme of archaeological mitigation should be carried out. This programme would comprise a watching brief during demolition and ground remediation/removal of contaminated material in order to record 19th century industrial, housing and canal remains. This would be followed by trench evaluation which would aim to identify prehistoric or later remains particularly where areas of higher gravel may have attracted occupation or activity. The mitigation would be secured through a pre-commencement condition.

8.4.3 The Victoria Public House building is described in the ES as neither a designated or undesignated heritage asset, holding a limited degree of merit and now stands vacant in a dilapidated state of disrepair. Whilst the building is in a poor state of repair it is one of the few remaining physical reminders of the site's history and considered by the Council to be an undesignated heritage asset. Its retention and refurbishment as part of the development is considered to be a beneficial effect arising from the proposed development. Other historic assets in the vicinity include the listed gate posts and wall of Convoys Wharf as well as the Olympia building and Scheduled Ancient Monument on Convoys Wharf and buildings on Deptford Strand. These are heritage assets of importance however other than the listed gate posts on the corner of Grove Street and Leeway these assets and their setting will not be affected by the proposed development. The listed gate posts and wall are separated from the tall building on the corner of Grove Street and Dragoon Road by Grove Street and by intervening development and are to be incorporated into the redevelopment of the Convoys Wharf site. The Council has considered its duty under Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 to have special regard to the desirability of preserving the setting of listed buildings and concluded that the effect of the Oxestalls Road development on the listed gate posts will be neutral and their setting will be preserved. Accordingly mitigation is not required.

## 8.5 Flood Risk and Drainage

8.5.1 The site is located within the Environment Agency (EA) Flood Zone 3 (high probability area) at risk of tidal flooding from the River Thames which is located to the east of the site. However the River Thames is defended through this reach by the Thames Barrier and flood defences along its banks, which provide a 0.1% Annual Exceedance Probability (AEP) from tidal flooding (i.e. 1 in 1,000 years or greater annual probability) standard of protection from tidal flooding. EA flood level data for the site show that approximately half of the site would be affected by the 0.5% AEP (i.e. 1 in 200 years or greater annual probability) plus climate change event should a breach occur in the flood defence, with a maximum breach flood water level of 3.12m AOD.

8.5.2 As a consequence of the development and the mix of uses proposed including residential, the Flood Risk Vulnerability Classification includes 'more vulnerable' uses. However, existing defences provide protection against flooding which makes the site suitable for the proposed development. All sleeping accommodation will be 300 mm above the predicted flood level and a flood evacuation plan and flood resilient construction is also proposed. As a consequence the operational impact on tidal flood risk is considered to be minor adverse and a condition will be attached to ensure the development is implemented in accordance with the Flood Risk Assessment. In terms of water quality, the proposed development has the potential to improve water quality on the basis of the removal of the industrial uses on site and consequential removal of the likelihood of contaminated runoff from the site. In terms of drainage, whilst the proposed development will increase the number of occupants on site and therefore foul water discharge is expected to increase this will be offset by a reduction in surface water run-off for each phase, such that each phase will not result in an increase in discharge to the combined sewer network. The ES concludes that there will be a net reduction in discharge from the site, which is assessed as a moderate/minor beneficial impact.

8.5.3 The Environment Agency have advised that they accept the findings of the FRA, subject to implementation of the various measures set out within it and Officers recommend conditions are imposed to this effect. On this basis the assessment of drainage and flood risk is considered acceptable.

## 8.6 Ecology

8.6.1 The ES has assessed the ecological conditions of the site and surrounding area based on desktop assessment and an extended Phase 1 habitat survey. The ES concludes that the existing site is of negligible ecological value and that based on potential effects that may arise as a result of the proposed development, no adverse ecological impacts are anticipated. Particular attention has been given in the ES to the potential presence of bat roosts on the site. Based on surveys of the site and buildings the ES concludes that the site overall has low potential for supporting bat roosts and habitat. In terms of birds, the only species of conservation importance found on the site is the Dunnock. The nesting site and foraging habitat will be lost as a consequence of the development however nesting habitat in the proposed amenity areas will provide alternative breeding territories. Proposed clearance of all existing habitats during the construction phase of all three scenarios has the potential to destroy bird nests that are legally protected. Clearance works will therefore be scheduled to avoid the period March to August inclusive, when nesting birds are most likely to be present.

8.6.2 The ES notes that the creation of areas of living roofs (comprising a combination of a combination of semi-extensive green roof and biodiverse roof) totalling approximately 4,130m<sup>2</sup>. This will establish habitats that have the potential to be ecologically valuable and the development will also incorporate bird nesting opportunities with the provision of nest boxes suitable for house sparrows, swift, black redstart peregrine nesting trays. Integrated self-cleaning brick-faced bat boxes will also be incorporated into

the walls of buildings to offer potential roosts for bats foraging over new habitats at the site. As a consequence the development offers the potential for a beneficial impact to on-site habitats.

## 8.7 Electronic Interference

8.7.1 The ES notes that given the temporary nature of construction activities and the changing position and heights of cranes or scaffolding during this stage of the development it is difficult to undertake a quantitative assessment however the permanent changes in the physical form or massing of buildings as a result of the development allows for an assessment of those areas where TV reception is likely to be at risk. Based on the location of the TV transmitters that serve the area and the shadows cast the potential for the proposed development to cause interference to terrestrial and satellite TV reception has been assessed and potentially affected properties identified.

8.7.2 The areas at risk of degraded terrestrial TV reception from the completed the development is towards the north east of the site. In terms of mitigation the ES proposes upgrading the existing aerials by increasing their height and/or gain, or providing a non-subscription satellite service available from either the BBC and ITV ('Freesat') or 'Sky' for a one-off cost. The assessment undertaken and the proposed mitigation is considered appropriate.

## 8.8 Ground Conditions, Hydrogeology and Contamination

8.8.1 The ES notes that soil and groundwater contamination has been identified on the site including deposits within the in-filled canal and gasholder, located within proposed Plot 4, and from the use and storage of fuels and other industrial products and contaminating commercial and industrial activities on the site. The primary contaminants of concern include lead, arsenic, hydrocarbons and volatile organic compounds. Japanese Knotweed contamination has also been detected on the site.

8.8.2 During the construction phase of the development there are likely to be temporary, direct, short-term adverse effects on controlled waters, neighbouring properties and residents and construction workers. Risks to site workers could be mitigated via the preparation of detailed risk assessments and the implementation of appropriate control measures in accordance with the Construction Design and Management (CDM) Regulations 2015 in parallel with the Construction Environmental Management Plan. Risks to controlled ground waters could occur during demolition and construction activities with the potential for major adverse effects including to the underlying aquifer. Risks to adjoining properties include the release of contaminated dust and of odours during excavation and construction activities.

8.8.3 Appropriate mitigation measures to manage adverse effects during construction include active remediation works based upon a risk-based methodology to address soil sources and groundwater contamination. This

will be implemented alongside a discovery strategy to address previously unidentified contamination as well as specific design measures. Mitigation measures will be secured by condition. The construction phase measures are designed to minimise mitigation required during the operational phase of the development which is not considered to pose a significant risk to soil or groundwater.

## 8.9 Noise and Vibration

8.9.1 This chapter of the ES considers the potential effect of the noise and vibration environment on the future occupants of the project site as well as the impact of the construction and occupation of the development on existing nearby noise sensitive receptors including Deptford Park School, residents in the former Diploma Works site and in buildings on the Pepys and Trinity estates adjacent to the site, and on local community facilities.

8.9.2 The construction process has the potential to cause noise impacts for the duration of the construction period as well as the potential to cause annoyance through vibration. Noise and vibration from demolition and construction will be managed to achieve negligible or minor adverse effects during the majority of operations. However the ES acknowledges that even with the inclusion of mitigation measures construction noise and vibration may occasionally cause adverse effects. This includes particularly noisy activities such as breaking up foundations or during excavation, piling or cutting concrete, and when demolition and construction activities are close to the receptor. In the ES Second Addendum the applicant has provided further information regarding vibration effects of piling activities based on direct experience from other sites. They conclude that effects would be negligible to moderate adverse depending on the receptor and construction phase. As a major development there will inevitably be noise and vibration from construction activities. The submission of a detailed CEMP for approval by the Council (and adherence to the agreed methods and mitigation) provides an appropriate mechanism to manage and reduce construction impacts.

8.9.3 Conditions will require the detailed design and specification of the buildings to include attenuation required to achieve internal noise criteria recommended by national and local guidance for new residential and commercial buildings. These mitigation measures will aim to ensure a negligible effect to the majority of receptors from traffic noise.

## 8.10 Socio-Economic

8.10.1 The ES estimates that there are approximately 250 jobs currently located on the application site and acknowledges that given the proposed uses for the site it is likely that all of the current uses will vacate the site. The loss of the existing employment uses will however be balanced by the provision of new employment floorspace on site with the potential to support 460-630 full time equivalent (FTE) jobs.

8.10.2 During construction the ES estimates that the delivery of the entire development will create approximately 370 permanent FTE construction jobs (including local supply jobs and multiplier effects).

8.10.3 The development will provide up to 1,132 new homes which will result in increased demand for public services including education and health facilities. Funding contributions towards these services and to mitigate the impact of new development on social infrastructure is now secured through CIL and the development will contribute approximately £10m of CIL payments.

## 8.11 Daylight and Sunlight

8.11.1 The ES includes an assessment to determine the likely effect of the proposed development on the daylight and sunlight amenity of residential buildings close to the site and also the daylight and sunlight amenity of residential accommodation within the development itself. The assessment also considers whether the new buildings would overshadow amenity spaces within and around the development.

8.11.2 Construction impacts are considered to be negligible, given the existing low-rise nature of existing buildings on the site and the scale and height of the proposed development properties surrounding the site will experience a reduction in the amount of daylight and sunlight they receive compared to the existing situation. The ES adopts the methodology for assessment of daylight, sunlight and overshadowing set out in the Building Research Establishment (BRE) Handbook 'Site Layout Planning for Daylight and Sunlight 2011'. The ES concludes that the effect in terms of sunlight to adjoining properties will generally be negligible although there will be minor adverse effects to Deptford School, Crandley Court, Diploma Works (Scott House) and 104 Evelyn Street, and moderate adverse effects to 980-100 Evelyn Street. In terms of daylight to adjoining properties those likely to be affected by the completed development are identified as 100-138 Evelyn Street and Diploma Works (a moderate adverse effect which may cause a change noticeable to the occupant), and Eddystone Tower, the flats on the Trinity Estate to the south (Norris House, Keppel House, Rochfort House, North House, Berkeley House and Strafford House), Crandley Court and 96-98 Evelyn Street (minor adverse).

8.11.3 The assessment also considers the levels of daylight and sunlight within the flats forming Phase 1 of the development i.e. those buildings submitted in detail. The ES concludes that the majority of the new flats comply fully with the BRE Guidance in terms of daylight. Where this is not achieved, it is limited to rooms whose sky access is restricted by balconies above the main windows or adjoining buildings, but good daylight penetration is generally achieved to the main living space. As some flats are northerly facing, because of their orientation they will generally not meet the BRE guidance in terms of sunlight access

8.11.4 The development can also affect the level of overshadowing of amenity areas, such as gardens or open space both on and off site. In terms of

permanent overshadowing there would be little or no effect on the existing amenities of adjoining properties other than the garden of properties in Leeway, which will experience a minor adverse effect during the winter months. Analysis of the amenity and canal side areas within the new development shows that all areas within Plots 1, 2, 3, 4, 6 and adjacent to the main north-south amenity space will comply with the BRE guidance of 2hrs or more sunlight access to 50% of their areas. An area within Plot 5 will see 2 hrs or more sunlight access to 46% of its area during the winter months, only marginally below the guidance.

8.11.5 Daylight levels in affected properties [outside the site?] are considered to remain sufficiently well-lit for the type of property in an urban environment. The ES has assessed the maximum building envelope within the outline part of the application site which when modelled and designed in detail at reserved matters stage could allow for some mitigation of the impacts. In the case of the Trinity Estate, access to the flats is via external landings at first-fourth floor level along the eastern face of the buildings decks (with balconies on the western elevation). Accordingly where the windows sit under balconies or access decks, daylight to the flats is already restricted. Whilst there will be a reduction in daylight to some rooms, as through flats rooms on the western side of the building generally enjoy high levels of daylight.

8.11.6 Officers have taken into account these impacts in assessing the acceptability or otherwise of the proposed development and the scale and significance of impacts on affected properties. Given that the flats on Trinity Estate are dual aspect it is considered that the reduction in daylight to selected rooms is, on balance, acceptable.

8.11.7 Within the site the impacts are considered acceptable, although further assessment will be needed as appropriate when details are available at reserved matters stage and conditions are proposed accordingly.

8.11.8 Officers have also considered the on and off-site impacts of the proposed development in terms of overshadowing and conclude that given the predominately transient nature of these impacts these are not untypical of the urban environments generally and are acceptable.

## 8.12 Transport

8.12.1 The transport impacts of the development have been considered in Section 9 of this report. The main potential effects assessed in the ES are short-term increases in vehicle movements due to demolition and construction activities, and the long-term effects of additional travel demand generated by the development on the highway and public transport networks as well as on cycling and pedestrian movement.

8.12.2 The ES estimates that peak HGV movements of 100 vehicles per day during the busiest period which is estimated to last for 2-3 months with 80 vehicles per day during the demolition and enabling works stage and 50 during the remainder of the construction programme. Access and egress

to the site for construction vehicles is anticipated to be via Grove Street and Evelyn Street, utilising existing points of access (with localised widening as required to accommodate larger vehicles). A peak construction period of around 100 vehicle movements amounts to a 0.41% increase in vehicle movements on Evelyn Street, and a 2.64% increase in vehicle movements on Grove Street. Assuming a 12 hour day, during the peak hour construction period there are likely to be approximately eight vehicle movements per hour. These impacts are described as 'negligible'.

8.12.3 Notwithstanding the estimated scale of impacts the applicant has committed to the preparation of a Construction Transport Management Plan (CTMP) prior to the commencement on site and monitored by LBL and TfL (as appropriate) to control the potential effects of the construction process. This will include construction access routes. Given the proximity of Convoys Wharf it will be important to manage construction access across the two sites. The application includes a Framework CTMP which includes construction access routes along Evelyn Street and Grove Street but avoiding Oxestalls Road which has an entrance to Deptford Park School. The principles set out in the Framework CTMP are considered to be a sound basis for developing a detailed CTMP to mitigate construction access impacts. This will be secured by condition.

8.12.4 Drawing on the trip generation estimates in the TA the ES concludes that given a combination of a shift away from private vehicle use and a reduction in parking spaces available for non-residential uses, the operational effects on the highway network will be negligible. The exception is Dragoon Road which currently has very low levels of traffic but will provide access to car parking in the proposed development. Impacts on pedestrian delays and amenity are assessed in the ES as minor beneficial as a consequence of improved accessibility and improvements to the public realm including the provision of crossings such as the Toucan on Evelyn Street. Public transport impacts are assessed as negligible overall however TfL have identified an impact on bus services and subject to additional bus capacity to meet the increased demand (secured through the s.106 agreement) complemented by Travel Plans and Car Club (secured by condition) to promote non-car modes of transport from the site then adverse impacts on public transport and the road network from the proposed development can be satisfactorily mitigated.

### 8.13 Microclimate (Wind)

8.13.1 The construction of new buildings, and in particular tall buildings, has the potential to cause adverse wind conditions due to the deflection of winds down to pedestrian levels. This can lead to potentially adverse effects on pedestrian comfort and safety. Based on wind tunnel studies the likely pedestrian level wind conditions around the proposed buildings and open spaces, as well as in the area immediately surrounding the site, have been assessed using the Lawson Comfort Criteria for pedestrian comfort/distress.

- 8.13.2 The microclimate of locations assessed in the modelling work are identified as being suitable for 'sitting' to 'leisure walking' although a few locations were suitable for 'business walking' during construction in the windiest season. Mitigation during construction will include site hoardings around active parts of the site. Whilst wind conditions in most locations are considered acceptable for their intended purpose several entrances on Plot 1 observe windier than desired conditions. Entrances in Plots 2 and 3 achieve the required (or calmer) conditions. Mitigation of impacts within Plot 1 will be achieved through the proposed landscaping scheme which will reduce wind speeds to an acceptable level.
- 8.13.3 Amenity spaces on the podiums of Plots 1, 2 and 4-6 are likely to experience a mix of conditions but acceptable for a mixed-use amenity space. The proposed landscaping scheme will reduce wind speeds further and have a beneficial effect. The amenity space close to Plot 3 observed the required conditions during the summer season. Several roof terraces observe conditions windier than desired and this will be mitigated by a 1.5m balustrade on Plot 1 and soft landscaping within the terraces.
- 8.13.4 With the implementation of the proposed landscaping scheme and identified mitigation measures, residual effects are considered to be negligible at worst. Conditions are proposed to ensure the mitigation measures are implemented accordingly.

#### 8.14 Townscape and Visual Assessment

- 8.14.1 The ES reports on an assessment of a range of short, medium and long distance views, agreed with the Council, and considers the effect of the proposed development on townscape character areas (Evelyn Street and the areas to the east and west) and built heritage assets. The ES states that the site in its existing condition is run down and underused, and offers very little that is positive to its surroundings in terms of its townscape and visual impact. The ES concludes that the effects of the completed development as a whole in terms of views would range from negligible to moderate in significance, and beneficial or neutral in all but one case in which an adverse effect is noted - the view from the Trinity Estate to the south of the site. Otherwise the effects are moderate in significance and beneficial in terms of all the townscape character areas and minor to moderate in significance and beneficial in terms of heritage assets.
- 8.14.2 The site lies outside Strategic Viewing Corridor and Lateral Assessment Area from Greenwich Park to St. Paul's Cathedral (LVMF view 5A.2) and Blackheath Point to St. Paul's Cathedral (LVMF view 6A.1). It lies close to and is located between these two viewing corridors. For the view from Greenwich Park, the ES concludes that there would be a negligible change to a view of medium sensitivity and the overall effect would be neutral.

8.14.3 Buildings on the site will be of a significantly larger scale than those existing and in the case of the taller buildings will be highly visible in local and longer distance views. This is particularly the case from the east and south east where the site will be visible across the open space of Pepys Park. Officers have also considered the impact of the proposed development (both with and without the proposed buildings on the Convoys Wharf site) and the sensitivity of the views from Greenwich Park and Blackheath Point. The site falls within the middle ground in this case, and whilst the proposed two tall buildings by virtue of their height will be clearly visible it is considered that they would be read in the context of Convoys Wharf, Eddystone and Daubney Towers and Aragon Tower close by and as a consequence will not appear overly intrusive or prominent. Although the development will be clearly visible from a number of locations, and the magnitude of the impact will be moderate to severe when compared with the existing situation, on balance it is considered that the layout, massing and overall design of the proposed development has been well thought out and that the detailed modelling and architectural treatment of the buildings, including the tall building in Phase 1, is of an appropriate quality. On balance therefore Officers consider that the townscape and visual impact of the proposed development is acceptable.

#### 8.15 Cumulative and Residual Effects

8.15.1 The combined effects of individual impacts as well as the cumulative effects of the construction and operation of the proposed development together with the other committed or proposed developments have been assessed on a topic-by-topic basis in the ES. In addition each topic has been assessed in terms of the residual effects following mitigation. Subject to the points set out below it is considered that the ES has satisfactorily considered the cumulative effects of individual impacts and that, with mitigation, the residual impacts of the proposed development are acceptable.

8.15.2 Following the review of the original ES by consultants appointed by the Council the applicant has submitted a more comprehensive assessment of the intra-project cumulative effects i.e. the interactions between topics or combinations of them. The applicant has also provided further information regarding the potential for overlap of construction of the Oxestalls Road site with the construction of other nearby regeneration schemes, principally Convoys Wharf. In the further information report submitted in September 2015 the applicant has considered construction traffic from the two schemes and the likely impact on Grove Street. The Convoys Wharf ES has assessed the peak movements and assumed a worst case scenario of 100% of construction traffic by road. The likelihood of the peak construction activities on both sites overlapping is difficult to estimate and on Convoys there is the potential, and developer intention, to utilise the river for the delivery/removal of materials from the site.

8.15.3 The further information submitted regarding the Oxestalls Road site has assessed the impacts in terms of a number of criteria including overall HGV flows on traffic movement, pedestrian amenity and accidents. The ES concludes that whilst there will be a significant percentage increase in HGVs (in part due to the current relatively low numbers using Grove Street) this occurs under the worst case scenario and would be a temporary adverse effect. The increase in HGVs would result in pedestrian amenity experiencing a temporary moderate adverse effect. They also identify how a Construction Traffic Management Plan (CTMP) could mitigate some of these effects. Officers consider that the ES has adequately assessed the likely significant impacts from the development and that with mitigation through the CEMP and CTMP the effects can be managed and reduced to an acceptable level. These will be required to be submitted and approved under conditions.

## 9.0 **Financial Viability and Deliverability**

9.1.1 The application site is one of four strategic sites identified in the Core Strategy as being catalysts for regeneration of the Deptford and New Cross area through mixed-use redevelopment. Core Strategy Strategic Site Allocation 1 sets out the requirements of masterplans that must be prepared for the strategic sites, including the form and function of the development and the approach to delivering the Core Strategy and its policies. A key aspect of this is a delivery strategy setting out how the development will be implemented and managed once occupied, any matters to be resolved such as land assembly and preparation, infrastructure requirements, development phasing and the likely need for planning obligations (including financial contributions) and/or conditions. The delivery strategy should also identify any need for public sector intervention, by which agency and when.

9.1.2 The hybrid application for the Oxestalls Road site, comprising outline proposals for the entire site and detailed proposals for Phase 1, presents a comprehensive scheme for the development of the majority of the strategic site allocation (SSA4). Excluded is the former Diploma Works building at the corner of Oxestalls Road and Grove Street which has been converted to live/work flats and it is considered that the building can successfully sit alongside the wider development. The building represents a small part of the Oxestalls Road strategic site and it is considered that its omission from the application will not prejudice the delivery of the development priorities or urban design principles set out in the Core Strategy for Strategic Site Allocation 4. Consideration of the Masterplan for the Oxestalls Road site is set out elsewhere in this report.

### Financial Viability

9.1.3 The Affordable Housing Statement submitted with the applicant's planning application referenced 21% affordable housing. This was based on the extant planning permission for the site and was described as being subject to viability. A Financial Viability Assessment prepared

by GL Hearn was also submitted at the same time as the planning application, which proposed 13.5% (153 dwellings).

9.1.4 In order to assess the overall viability of the proposed development and to inform details of the scheme including the amount of affordable housing and B1 space that is to be delivered on the site the Council commissioned Urban Delivery to undertake a development appraisal of the current application proposals. The Urban Delivery report provides their opinion on the key appraisal inputs such as land purchase costs, construction costs, residential sales values, and rents and yields for the commercial space. Commentary is also provided on typical finance rates, marketing costs and other development costs as well as typical rates of return for the developer. A copy of Urban Delivery's report is attached to this report at Annex 2. The principal elements are summarised below.

9.1.5 In terms of development value a review of sales achieved on other sites in the local area as well as evidence for ceiling unit pricing has identified a range for market housing from £5,980 to £8,330 per m<sup>2</sup> (£556 to £774 per sq ft). Based on the evidence available, average sale values for the units in the Oxestalls Road development in the range of £6,730 to £7,260 per m<sup>2</sup> (£625 to £675 per sq ft) are considered to be achievable. For the purpose of the assessment an average value of £7,000 per sq m (£650 per sq ft) has been adopted. Based on rents for the affordable rental dwellings set at 60% of market value and rental values achieved on other developments a rental value of £2,150 per m<sup>2</sup> (£200 per sq ft) has been adopted. With regard to the shared ownership units, based on a 25% initial sale of equity to the purchaser and rental figures consistent with maximum thresholds and affordability levels adopted by LB Lewisham, a blended rate for the one, two, three and four bedroom units of £3,500 per m<sup>2</sup> (£325 per sq ft) has been adopted.

9.1.6 In terms of commercial revenue, the area around Deptford Wharf is not a prime retail location and the availability of retail rental evidence is limited. Having considered evidence from the area and further afield a rental value of £215 per m<sup>2</sup> (£20 per sq ft) has been adopted with an investment yield of 6.5% although this will be dependent on the quality of the occupiers and the lease terms. For the B1 space rents in the range of £140 to £183 per m<sup>2</sup> (£13 to £17 per sq ft) is considered to be reasonable, with a capital value of £2,530 per m<sup>2</sup> (£235 per sq ft). To help attract office occupiers and to assist local businesses to grow and support future employment opportunities in the locality a rent free period for the B1 space of 2 years has been assumed (6 months for retail occupiers).

9.1.7 In respect of costs, construction costs have been derived from BCIS benchmark rates for similar residential developments. Including costs for items such as site clearance, substructure, superstructure, internal finishes, fittings and furnishings, M&E installations, external works and other items an overall cost (inclusive of preliminaries and contractor overheads and profits) of £325,400,000 has been used. To this has

been added contingency costs to cover unforeseen costs and delays (2.5%) and professional fees (10%). Mayoral and Borough CIL has been calculated at £14.66m. Land purchase costs include the purchase price from the previous site owner of their freehold ownership plus a pro-rata allowance for land currently controlled by third parties.

9.1.8 Core Strategy Policy 1 sets a strategic target of 50% affordable housing from all sources and that this is the starting point for negotiations. The policy also notes that the level of affordable housing on sites will be subject to a financial viability assessment and the Council's SPD on planning obligations provides further guidance.

9.1.9 In line with recent guidance (GLA Development Appraisal Toolkit, 2015) a return of 20% of Gross Development Value (GDV) has been applied to the market housing and non-residential space and 6% on GDV on the affordable housing element. Based on the proposed mix of uses the appraisal demonstrates that a scheme delivering 50% would show a significant loss and would not be commercially viable. However, in the light of the viability appraisal undertaken for the Council by Urban Delivery, it is considered that the scheme could provide 16.7% affordable (189 dwellings) overall, including 21% of dwellings in Phase 1.

9.1.10 Although the level of return on 16.7% affordable housing is below the benchmark figures, given the build out period for the development as well as the potential for an increase in sales values and/or savings on build costs the applicant has indicated their clear commitment to proceed with the development. From the Council's perspective, given that the development would provide affordable housing at a level significantly below the development plan target of 50% then if planning permission is granted for the submitted scheme it is considered necessary for there to be a review mechanism to secure funding to be applied to affordable housing should the scheme achieve higher sales values than currently assumed. The applicant has agreed in principle to a review mechanism and this would be secured through the s.106 agreement.

9.1.11 The development comprises three main phases:

1 - Plots 1, 2, 3

2 - Plot 4

3 - Plots 5, 6 Phasing and Comprehensive Development

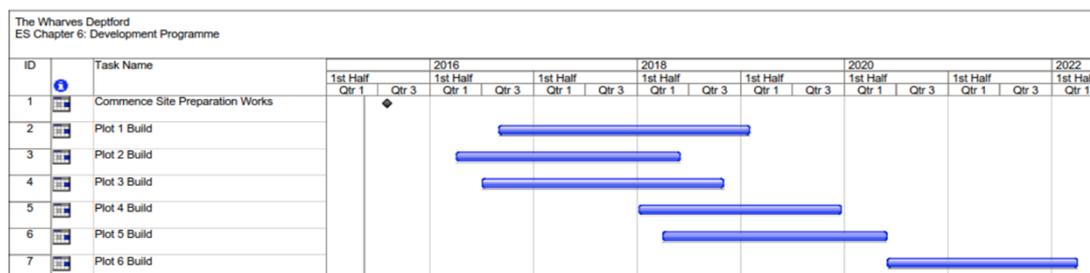


9.1.12 As proposed (with 16.7% affordable housing) the scheme would deliver the following quantum of floorspace and mix of uses/residential units:

Plot	Residential (no.) (market)	Residential (no.) (affordable)	B1 (m2 GIA)	A1-A3/D1 (m2 GIA)
1	210	0	0	765
2	172	31	0	453
3	61	88	2622	1297
4	155	17	0	501
5	303	36	0	555
6	42	17	3437	0
<b>Total</b>	<b>943</b>	<b>189</b>	<b>6059</b>	<b>3571</b>

9.1.13 The energy centre would be installed as part of Plot 2 in Phase 1.K

9.1.14 The applicant's current intention is to start in Plot 2 (including works to the Victoria pub) and they have already commenced demolition works elsewhere on the site under the planning permission granted in 2012. The ES assumes a number of the plots being developed concurrently, with the construction programme extending over a 6-7 year programme as shown in the table below.



9.1.15 The sequence of plots coming forward is dependent on LLD securing full control of the site. Since planning permission was granted in 2012 for development of the site, LLD has acquired outright the land controlled by the previous applicant. In addition they have recently acquired the former scrap yard in the north east part of the site and so now own the freehold of around 750% of the Oxestalls Road strategic site. The principal remaining area of land outside their control is the petrol filling station at the junction of Oxestalls Road and Evelyn Street, although there is also a single house on Evelyn Street and strips of land along Oxestalls Road that are in the Council's ownership. There are also a number of leases on properties on the site with unexpired terms that affect the delivery of Plot 3 and Plots 4 and 5.

9.1.16 Given the current land ownership, and in particular the unexpired lease within Plot 3, it is important that there is a phasing strategy that can deliver the timely and comprehensive development of the site. In the event that the unexpired lease has not been acquired the applicant is proposing that Plot 6 is brought forward earlier and in advance of Plot 3. Plot 6 will deliver a mix of market and affordable housing plus B1 space and as currently proposed the two scenarios would deliver the following:

9.1.17

Scenario	Residential (no.) (market)	Residential (no.) (affordable)	B1 (m2)	A1-A3/D1 (m2)
1 (Plot 3)	61	88	2622	1297
2 (Plot 6)	42	17	3437	0

Total	103	105	6059	1297
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9.1.18 Although Plot 6 would provide less affordable housing than Plot 3, if Plot 6 comes forward in advance of Plot 3 it would allow for the earlier delivery of the canal link under Oxestalls Road. This would connect with the route to the north along the route of the former canal that is being delivered with funding from the Plough Way strategic sites. This route is a key part of the North Lewisham Links Strategy and its earlier delivery is considered to be relevant in assessing and balancing the planning merits of the two scenarios. In this context Officers have concluded that both scenarios provide an acceptable form of development as part of the comprehensive development of the site.

9.1.19 It is also relevant to note that Plot 1 and 3 share common elements (podium garden and parking access). Accordingly should delivery of Plot 3 be delayed then amendments will need to be made to Plot 1 to ensure a coherent and well designed solution comes forward in the interim. The outcome of the on-going negotiations with third parties is not known and therefore alternative designs have not been proposed at this stage. Whilst comprehensive development of the whole site remains the clear objective it is considered reasonable and appropriate to address this issue if and when it is apparent that negotiations will not be completed in time to deliver Plot 3 as currently envisaged.

9.1.20 It is proposed that the necessary delivery of the base (or alternative) development scenario would be secured through the s.106 agreement, with appropriate triggers to ensure that any switch from Plot 3 to Plot 6 comes forward within an agreed timescale and is linked to the delivery of other elements of the development. The Heads of Terms for the s.106 agreement also include provisions to limit occupation of predominately market residential plots (4 and 5) until the affordable housing and B1 space in Plots 3 (or 6) have been progressed.

#### Land Ownership

9.1.21 As noted above, to deliver the full quantum of floorspace and mix of uses proposed in the application as well as the wider regeneration benefits of the scheme, those parts of the site that are controlled by third parties will need to be acquired by LLD. This comprises a long lease affecting part of Plot 3, a single house within Plot 4 and the petrol filling station within Plot 5. Therefore although the applicant has acquired the majority of the land to deliver the policy objectives set out in Strategic Site Allocation 1 and 4, third party land is potentially preventing comprehensive development of the site in accordance with an agreed masterplan. The applicant has been in discussion with the relevant parties to acquire these interests under private treaty and will continue with these negotiations.

9.1.22 Paragraph 9.6 in Chapter 9 (Delivery, implementation, monitoring) of the Core Strategy states that the Core Strategy is intended to encourage third party landowners and developers to bring

forward their land and buildings for re/development where appropriate within the earliest possible period and that this applies particularly to the strategic site allocations. However, the Core Strategy also notes that there may be instances where landowners are reluctant or unwilling to bring forward their land for development and that in such circumstances the Council may choose to use its compulsory purchase powers to achieve the Core Strategy's wider regeneration objectives. Thus, if ultimately LLD's negotiations are not successful, then consideration may therefore be given to the making of a Compulsory Purchase Order to secure the land and deliver the comprehensive development of the site.

9.1.23 Any proposal to use CPO powers would need to be reported to Mayor and Cabinet who would need to resolve to make a Compulsory Purchase Order to facilitate the delivery of this strategic site. It is important to note that the consideration of the case or merits for using compulsory purchase powers does not form any part of this current report which is concerned only with the determination of the application for the site on its planning merits. Should the Council consider it relevant or expedient to use its compulsory purchase powers then, as set out above, this would need to form the basis of a separate report to and decision of Mayor and Cabinet.

9.1.24 The outcome of the negotiations to acquire land not controlled by LLD is on-going and unlikely to be resolved before the current application is determined. Accordingly, should planning permission be granted it is considered necessary that a mechanism is put in place to control against the piecemeal development of the site as well as the potential for the scheme not to be fully built out. It is proposed that this is secured through a combination of planning conditions and obligations. The precise terms will need to be refined and will be secured through the s.106 agreement. However the principles are that:

- The applicant will continue to seek to acquire the remaining land by agreement with the relevant owners and occupiers.
- If they are unable to acquire the unexpired leasehold interest in Plot 3 they will build out Plot 6 (over which they have full control) in advance of Plot 3.
- They cannot commence development within a Plot until they have acquired all relevant land interests in that Plot and those interests are bound by the obligations in the s106 agreement.

9.1.25 Any Registered Provider of the affordable housing or other development partner involved in delivering the scheme would be subject to the same controls should they acquire the site.

9.1.26 Under this approach Plots 1 and 2 of the development could commence ahead of the whole site being under the applicant's control. However it is considered that the conditions and planning

obligations provide sufficient control over the implementation of the development as a whole and also act as an incentive for the applicant to actively seek a resolution of the remaining land ownership issue. Officers have considered the potential scenario where planning permission is granted (on the basis of the conditions and obligations set out above) and Plots 1 and 2 are commenced but the applicant is unable to acquire the third party land under private treaty or any CPO is not confirmed. In this circumstance, the development of Plots 2, 1 and 6 would deliver an acceptable mix of uses on the eastern side of the site and secure other policy objectives including the provision of affordable housing, B1 space and the connection under Oxestalls Road as well as a significant part of the public realm along the route of the former canal. Such development would be broadly consistent with the scheme for the wider site and would not prejudice the longer-term comprehensive development of the whole of the site and achievement of the objectives in Strategic Site Allocation 4 once the remaining land has been acquired.

#### Infrastructure

9.1.27 The proposed development will give rise to additional demands on existing social infrastructure such as schools and health services. Funding of the provision, improvement, replacement, operation or maintenance of infrastructure to support the development of the borough is now secured through Community Infrastructure Levy (CIL) payments. As required by the CIL Regulations 2010 the Council has identified a list of types of the infrastructure that will be funded in whole or in part through CIL. These include state education facilities, public health care facilities, strategic transport enhancements, publicly accessible open space, allotments and biodiversity, strategic flood management infrastructure, publicly owned leisure facilities and local community facilities. Borough CIL payments arising from the proposed development amount to around £10m.

9.1.28 In addition, and where they meet the tests set out in the legislation, s.106 contributions may also be sought including site-specific highways and public transport related works needed to make the development acceptable in planning terms. In this case works to open up a route under Oxestalls Road bridge are required and will be funded through a s.106 contribution. In addition the GLA/TfL have been identified the need for bus service enhancements and bus infrastructure improvements arising from the increased use of existing services and directly attributable to the development. Financial contributions necessary to mitigate the impact of the proposed development and make it acceptable in planning terms will be secured through the s.106 agreement. The proposals also include off-site highway works comprising pedestrian crossings (on Evelyn Street and Grove Street) and public realm improvements (around the perimeter of the site and to Dragoon Road) which will be secured through s.278 of the Highways Act 1980.

#### Management and Maintenance

9.1.29 The public parts of the site including roads, publicly accessible routes and open space as well as the communal residential amenity and play space will be managed and maintained privately. Full public access will, however, need to be provided to the routes into and through the site and this is proposed to be secured as part of the s.106 agreement.

## **10.0 Local Finance Considerations and Community Infrastructure Levy**

10.1.1 Under Section 70(2) of the Town and Country Planning Act 1990 (as amended), a local finance consideration means:

- (a) a grant or other financial assistance that has been, or will or could be, provided to a relevant authority by a Minister of the Crown; or
- (b) sums that a relevant authority has received, or will or could receive, in payment of Community Infrastructure Levy (CIL).

10.1.2 The weight to be attached to a local finance consideration remains a matter for the decision maker.

10.1.3 The proposed development will be liable for the Mayor of London's CIL and Borough CIL and these are therefore a material consideration. The Mayor of London's CIL is calculated at £35/m<sup>2</sup> (GIA) (irrespective of land use). The application site falls within Zone 1 of the Borough charging schedule with a levy of £100/m<sup>2</sup> for Use Class C3, £0/m<sup>2</sup> for Use Class B, and £80/m<sup>2</sup> for all other uses. Based on the proposed mix and quantum of development the following CIL payments are due:

London Mayoral CIL	£4.384m
Borough CIL	£10.272m

10.1.4 The Borough CIL payment is significantly greater than the total s.106 package secured under the 2012 planning permission for the development which amounted to approximately £4.85m. The Borough CIL, and Mayoral CIL which was also not due on the previous scheme, are therefore new and additional costs to the development. As noted above, these payments will contribute towards the additional demands on existing social infrastructure such as schools and health services arising from the proposed development.

### **10.1.5 Planning Obligations**

10.1.6 The National Planning Policy Framework (NPPF) states that in dealing with planning applications, 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. It further states that where obligations are being sought or revised, local

planning authorities should take account of changes in market conditions over time and, wherever appropriate, be sufficiently flexible to prevent planned development being stalled.

10.1.7 The NPPF also sets out that planning obligations should only be secured when they meet the following three tests:

- (a) necessary to make the development acceptable
- (b) directly related to the development; and
- (c) fairly and reasonably related in scale and kind to the development

10.1.8 Regulation 122 of the Community Infrastructure Levy Regulations (April 2010) puts the above three tests on a statutory basis. A planning obligation cannot be a reason for granting planning permission, unless it satisfies the tests set out in Regulation 122.

10.1.9 The matters proposed for inclusion in the s.106 agreement comprise:

1. Housing
  - provision of a minimum of 189 affordable housing units comprising 61 affordable rent and 128 intermediate flats.
  - all affordable housing to be built with no discernible difference in quality of external appearance to private dwellings
  - affordable housing to be provided as per submitted plans and construction phasing strategy
  - provision of a financial review mechanism to enable additional funds to be applied to affordable housing
  - 10% of all tenure types to be wheelchair accessible or easily adaptable for wheelchair use
2. Public Realm
  - implementation of landscaping works to the route of the former Grand Surrey Canal including connecting the site with land to the north of Oxestalls Road via a suitably designed link under the Oxestalls Road bridge (details of the scheme, phasing and cost to be agreed)
  - provision of other public routes and public open space within the site
  - maintenance and management of the public realm in accordance with a management plan agreed with the Council
  - areas of public realm to remain available for use by the public
3. Transport:
  - £425,000 (subject to TfL approval) financial contribution towards improvement of local bus services

- £56,000 financial contribution towards public transport infrastructure enhancements including bus stops within the vicinity of the site
  - £30,000 financial contribution towards the cost of consultation and implementation of a Controlled Parking Zone in the vicinity of the site
  - site wide Travel Plan for residential and non-residential uses to be submitted and approved by the Council
  - provision of car club spaces (with free membership for a minimum of one-year for all residential occupiers of the site)
  - restriction on parking permit applications (including mechanism to secure implementation)
  - submission, approval and implementation of a parking management plan to restrict on-street parking (except Blue Badge holders)
  - implementation of works to the public highway (under S278 Agreement)
  - contribution towards the implementation of Air Quality Management Area Plan objectives
4. Employment and Training:
- implementation of a local labour scheme on site to be agreed with the Council
  - financial contribution of £250,000 towards construction and operational training
  - specification of commercial space fit out
5. Children's Playspace/Communal Private Residential Amenity Areas:
- communal private residential amenity areas to be maintained and managed in accordance with a plan submitted to and approved by the Council
6. Phasing
- phasing of the development in accordance with a strategy to be agreed with the Council
  - to continue to seek to acquire the remaining land by agreement with the relevant owners and occupiers
7. Costs:
- meeting the Council's legal, professional and monitoring costs associated with the drafting, finalising and monitoring of the Agreement

10.1.10 As set out elsewhere in this report, the obligations outlined above are directly related to the development. They are considered to be fairly and reasonably related in scale and kind to the development and to be

necessary and appropriate in order to secure policy objectives, to prescribe the nature of the development, to compensate for or offset likely adverse impacts of the development, to mitigate the proposed development's impact and make the development acceptable in planning terms. Officers are therefore satisfied the proposed obligations meet the three legal tests as set out in the Community Infrastructure Levy Regulations 2010.

## 11.0 **Equalities Considerations**

11.1.1 Section 149 of the Equality Act 2010 ("the Act") imposes a duty that the Council must, in the exercise of its functions, have due regard to:

- (a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act;
- (b) advance equality of opportunity between persons who share a relevant protected characteristic and those who do not;
- (c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

11.1.2 The protected characteristics under the Act are: Age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation. The duty is a "have regard duty" and the weight to attach to it is a matter for the decision maker bearing in mind the issues of relevance and proportionality.

11.1.3 Equality issues have been duly considered as part of the assessment of this application. It is not considered that the application would have any direct or indirect impact on the protected characteristics.

## 12.0 **Conclusion**

### 12.1.1 Introduction

12.1.2 In March 2012 the Council granted planning permission, subject to conditions and s.106 agreement, for the comprehensive redevelopment of the application site. Following the grant of planning permission the site was acquired by Lend Lease who subsequently implemented the 2012 permission through demolition of certain buildings on the site. Lend Lease have reviewed the approved development in terms of the overall mix of uses and floorspace as well as the deliverability of the scheme as approved. Lend Lease contend, and Officers have concluded, that subject to the appropriate controls the current scheme is acceptable in planning terms and will secure the comprehensive development of the site in a timely manner.

12.1.3 The submitted application does propose a greater overall quantum of development than approved including additional residential units, as well as a lower proportion of affordable homes and B1 space than approved in 2012. This has been reviewed in detail by Officers

including the independent advice to the Council regarding scheme viability. In terms of the increased quantum of development now proposed it is considered that the overall massing of the development is acceptable and the detailed design of Phase 1 provides an interesting and contemporary take on the site's history. The loss in particular of an anchor tenant in the 2012 scheme (Ascott Cabs) from the site and local demand for and the supply of B1 space has required a re-think of the appropriate mix of uses on the site. The response in the form of a dedicated B1 building (within Plot 3) is considered to provide an appropriate employment focus within the site (in addition to the B1 space in Plot 6 as well as other uses elsewhere on the site). The amount of affordable housing in the scheme is driven by overall scheme viability and has been confirmed through the independent financial appraisal commissioned by the Council. Notwithstanding the conclusions of this exercise it is appropriate that there is a financial review mechanism to secure additional affordable housing on site should scheme viability improve.

#### Key Considerations

- 12.1.4 This report has considered the proposals in the light of adopted development plan policies and other material considerations including the information in the ES and other information or representations relevant to the environmental effects of the proposals. Core Strategy Policy SSA1 sets out an approach regarding the process by which proposals for strategic sites should come forward, that is in the context of a comprehensive masterplan for the entire site. In this case the application is for the identified strategic site (less the Diploma Works building) and proposes a form of development without reference to land ownership boundaries. This provides a clear framework and set of development principles for the site within which the hybrid application for the site has been developed.
- 12.1.5 Officers consider that the analysis of the Oxestalls Road site and its context is based on an appropriate understanding of the problems, constraints and opportunities of this part of the borough and that the masterplan provides a coherent basis within which the strategic site can come forward. With appropriate controls regarding the phasing of the development, and ensuring that the applicant/developer controls all parts of the site, then the phased development of the site as submitted would not prejudice its comprehensive redevelopment. In the circumstances it is concluded that although the applicant cannot develop the entire scheme itself at this present time, appropriate measures can be put in place to prevent unacceptable piecemeal development and promote a comprehensive scheme. Accordingly it is appropriate for the Council to determine the application as submitted.
- 12.1.6 The proposed development achieves a number of the urban design and spatial planning objectives set out in Strategic Site Allocation 4 in the Core Strategy as well as the provision of new housing as part of a

mixed use development of the site. However it achieves only partial compliance with other requirements such as the amount of employment space and affordable housing. It also does not entirely comply with policies in the London Plan. However as set out in Section 8 above, these have been optimised in the context of overall scheme viability. The proposed development would provide additional housing including a proportion of affordable accommodation, and would improve the appearance of a large and highly visible site. It is considered that the scale of the development is acceptable, that the buildings have been designed to respond to the context, constraints and potential of the site and that the development will provide a high standard of accommodation. The proposed development would also deliver a key element of the Council' strategy for the wider area in terms of opening up pedestrian and cycle routes to connect the existing communities within this part of the borough.

12.1.7 The proposals have attracted a number of objections from neighbouring properties on a wide range of issues. Those material concerns expressed by residents have been considered and addressed in earlier sections of this report and in provisions set out in the recommended conditions and Section 106 agreement.

12.1.8 The NPPF is underpinned by a presumption in favour of sustainable development. Officers consider that with the recommended mitigation, planning conditions and obligations in place the scheme is broadly consistent with local and national policies. In the determination of this application the Council has also taken into account the other material considerations, including guidance set out in adopted supplementary planning documents and in other policy and guidance documents and the responses from consultees, which lead to the conclusions that have been reached in this case.

12.1.9 Accordingly the application is recommended for approval.

#### **RECOMMENDATION (A)**

To agree the proposals and refer the application, this report and any other required documents to the Mayor for London (Greater London Authority) under Article 5 of the Town and Country Planning (Mayor of London) Order 2008 (Categories 1A, 1B, 1C and 3E of the Schedule of the Order).

#### **RECOMMENDATION (B)**

Subject to no direction being received from the Mayor of London, to authorise officers to negotiate and complete a legal agreement under Section 106 of the 1990 Act (and other appropriate powers) to cover the following principal matters including such other amendments as considered appropriate to ensure the acceptable implementation of the development

1. Housing (including Affordable Housing)
2. Public Realm
3. Transport
4. Employment and Training
5. Children's Playspace/Communal Private Residential Amenity Areas
6. Phasing and Land Acquisition
7. Meeting the Council's legal and monitoring costs

**RECOMMENDATION (C)**

Subject to completion of a satisfactory legal agreement, authorise the Head of Planning to GRANT PERMISSION subject to conditions including those set below and such amendments as considered appropriate to ensure the acceptable implementation of the development.