

Committee	STRATEGIC PLANNING COMMITTEE	
Report Title	CONVOYS WHARF, PRINCE STREET SE8 3JH	
Ward	Evelyn	
Contributors	John Miller/Emma Talbot	
Class	PART 1	Date: 16 JANUARY 2014

Reg. Nos. DC/13/83358

Application dated 29.04.2013

Applicant BPTW Partnership on behalf of Convoys Properties Ltd

Proposal The comprehensive redevelopment of Convoys Wharf to provide a mixed-use development of up to 419,100m² comprising: up to 321,000m² residential floorspace (up to 3,500 units) (Use Class C3) up to 15,500m² employment floorspace (Class B1/Live/Work units) including up to 2,200m² for 3 no. potential energy centres wharf with associated vessel moorings and up to 32,200m² of employment floorspace (Sui Generis & Class B2) up to 5,810m² of retail and financial and professional services floorspace (Classes A1 & A2) up to 4,520m² of restaurant/cafe and drinking establishment floorspace (Classes A3 & A4) up to 13,000m² of community/non residential institution floorspace (Class D1) and assembly and leisure (Class D2) up to 27,070m² of hotel floorspace (Class C1) river bus jetty and associated structures 1,840 car parking spaces together with vehicular access from New King Street and Grove Street retention and refurbishment of the Olympia Building and demolition of all remaining non-listed structures on site. All matters reserved other than access and the siting and massing of three tall buildings.

Applicant's Plan Nos. CON1-PA-03-001, 002, 003, 004, 005, 006, 007, 008, 009, 010, 011, 012, 013, 014, 017, 018; CW02 Environmental Statement Main Report, Non-Technical Summary & Appendices Vol. 2A, 2B, 2C; CW03 Design & Access Statement; CW04 Design Guidelines; CW05 Development Specification; CW06 Planning Statement, Annex 1 - Marine Terminal Assessment & Annex 2 - Boat Yard Assessment; CW07 Transport Assessment; CW08 Energy Strategy; CW09 Sustainability Statement; CW010 Retail Impact Assessment; CW011 Statement of Community Involvement; CW012 Delivery Strategy; CW013 Commercial Strategy, CW014 Heritage Statement; CW015 Cultural Strategy

Background Papers

- (1) Case File DE/131/A/TP
- (2) Adopted Unitary Development Plan (July 2004)
- (3) Local Development Framework Documents
- (4) The London Plan

Designation

Core Strategy – Area of Archaeological Priority, Thames Policy Area, Protected Vista: Landmark Viewing Corridor and Wider Setting Consultation Area, Site of Importance for nature Conservation, Area of Special Character, Strategic Site Allocation 2

Screening/Scoping

Scoping Opinion – March 2010

1.0 INTRODUCTION

1.1 The Purpose of this Report

1.1.1 On 30 October 2013 the Mayor of London determined that he would be the local planning authority in this case. As a consequence this Council is not the determining authority but can make representations to the Mayor of London.

1.1.2 The purpose of this report is for Members to consider and confirm the Council's position on a range of issues as well as those matters it considers remain outstanding and which it considers the Mayor of London should take into account when he determines the application.

1.2 Status of the Application

1.2.1 In April 2013 an outline planning application for the redevelopment of the Convoys Wharf site was submitted to the Council. Following validation of the application consultation with statutory consultees, local organisations, interested parties and local residents and businesses was undertaken in May 2013.

1.2.2 Under Sections 2A-F of the Town and Country Planning Act 1990 and the Town and Country Planning (Mayor of London) Order 2008, the Mayor of London has significant and extensive powers in relation to planning applications in Greater London which are of potential strategic importance (PSI application). Such applications include development comprising:

- the provision of more than 150 dwellings (Category 1A)
- development outside central London with a total floorspace of more than 15,000m² (Category 1B (c))
- development which comprises a building more than 30 metres high outside the City of London and more than 25 metres high and is adjacent to the River Thames (Category 1C)
- development to provide a passenger pier on the River Thames (Category 2C)
- development which occupies more than 4 hectares of land which is used for a use within Class B1, B2 or B8 of the Use Classes Order, and which is likely to prejudice the use of that land for any such use (Category 3B)
- development which does not accord with one or more provisions of the development plan in force in the area and includes the provision of more

than 2,500m² of floorspace for a use falling within any of Class A1, D1 and D2 (Category 3E)

- development for a use, other than residential, which includes the provision of more than 200 car parking spaces in connection with that use (Category 3F)
- development in respect of which the local planning authority is required to consult the Mayor by virtue of a direction given by the Secretary of State under article 10(3) of the GDPO (Category 4).

- 1.2.3 The Mayor's powers include power to direct LPAs to refuse planning permission for a PSI application in certain circumstances. In certain prescribed circumstances, the Mayor also has power to direct that he is to act as local planning authority for the purpose of determining a PSI application.
- 1.2.4 The planning application for Convoys Wharf comprises a PSI application. The site is also the subject of a safeguarding direction in respect of the wharf on the site which direction requires prior notification to the Mayor of any planning application for development within the safeguarded area. Accordingly the current application was duly referred to the GLA for its consideration in May 2013. The Mayor of London issued his Stage 1 report in July 2013.
- 1.2.5 In October 2013 the applicant made a request to the Mayor of London for him to exercise his powers under the Town and Country Planning (Mayor of London) Order 2008 to act as local planning authority in the determination of the planning application. In response to this unprecedented request the Council made representations to the Mayor that it should remain as local planning authority however by letter dated 30 October 2013 the Mayor of London advised the Council that he would determine the application.
- 1.2.6 The effect of the Mayor of London's decision to act as local planning authority in this case is that the London Borough of Lewisham has no formal planning powers in the determination of this application, the grant (or refusal) of planning permission, the scope of conditions or the content of any S106 agreement. The GLA has however invited the Council to participate in discussions with the applicant, Hutchison Whampoa, prior to the GLA determining the application. The Council is also able to submit to the GLA its observations on the proposals and has the right to present its case to the Mayor of London at a representations hearing prior to the Mayor's determination of the application. Additionally, whilst the function of agreeing any S106 obligations now rests with the Mayor, the Mayor must consult the Council before agreeing any draft agreement. The Mayor has published draft policy indicating that he will seek to involve the relevant Borough in the drafting of any S106 agreement and will take account of the Borough's local plan policies in addition to those in the London Plan. Once entered into, such agreement is enforceable by both the Mayor and the Council although the Mayor has indicated that in most cases he will leave enforcement to the Borough.
- 1.2.7 Members are advised that by deciding to act as local planning authority the Mayor of London will also be responsible for the determination of reserved matters applications unless he directs the Council to do so. In his letter of 30 October 2013 the Mayor has also stated that he will be responsible for the discharge of conditions unless the Council agrees to do so, however clarification is being sought from the GLA on this matter. At this stage the Mayor of London has given no indication of how he intends to proceed on these matters and therefore the Council's further involvement in the determination of subsequent applications regarding details of the development remain uncertain.

- 1.2.8 As part of the on-going consultation response, this report is presented to Members for their consideration and confirmation of the Council's position on a range of issues as well as those matters it considers remain outstanding and which it considers the Mayor of London should take into account when he determines the application.

2.0 SITE DESCRIPTION

2.1 Site and Surroundings

- 2.1.1 Convoys Wharf is a site (including existing jetties) of approximately 16.6 hectares (41.2 acres), representing about 50% of Lewisham's River Thames frontage. The majority of the eastern side of the application site forms the administrative boundary with the London Borough of Greenwich. The remainder is formed by the boundary with the Shipwright's Palace (listed Grade II*) which is located in Lewisham. The surrounding area is predominantly residential with the Pepys Estate and Pepys Park to the west and the Sayes Court Estate to the south. The Pepys Estate, including Aragon Tower, ranges from 3 storeys to 8 storeys with three tall buildings; two at 25 storeys and Aragon Tower at 30 storeys. The Sayes Court Estate is predominantly 3 to 5 storeys with some 11 storey blocks. The site is bounded by Leeway to the north west, properties on Grove Street/Prince Street, Barnes Terrace and Dacca Street to the south and Watergate Street to the east with properties ranging from 2 to 5 storeys.
- 2.1.2 Existing access to the site is via an entrance at the junction of Prince Street and New King Street. Evelyn Street (A200) and the northern end of Deptford High Street are approximately 100m to the south. Cycle Super Highway 4 is proposed along Evelyn Street in the future. In terms of public transport services in the area, a number of bus services (47, 188, 199, N1, N47) run along Evelyn Street and one service (199) is routed along Grove Street (although not adjacent to the site). The nearest mainline stations are at Deptford and Greenwich (services to/from Cannon Street and Charing Cross via London Bridge), DLR services are at Greenwich Cutty Sark and Deptford Bridge, Underground services at Canada Water and Surrey Quays and Overground at Surrey Quays.
- 2.1.3 Approximately 9 hectares of the site is a protected wharf and as indicated above, the wharf is subject to a Safeguarding Direction issued by the Secretary of State in June 2000 under powers in the Town and Country Planning Act 1990 and the Town and Country Planning (General Development Procedure) Order 1995. Before granting planning permission for an application situated within the safeguarded area, the Council must consult the Mayor. The wharf facilities comprise a roll-on/roll-off berth and a fixed concrete landing stage/jetty. The wharf is not currently operational.
- 2.1.4 The site has a substantial and significant history having been the site of the Royal Dockyard since the 16th century and also the location of Sayes Court Garden and House, once occupied by John Evelyn. This history is visible with the Grade II listed building within the protected wharf area, Olympia Warehouse, constructed as cover to Slipways nos. 2 & 3 in the former Deptford Royal Dockyard. Gate posts at the junction of Grove Street and Leeway and the river wall are also listed Grade II. Other historic features on the site are archaeological remains which include the site of a Tudor Store House (a Scheduled Ancient Monument), a basin to the front of the Olympia Warehouse, the double dry dock and Sayes Court House.

English Heritage has identified Convoys Wharf as an Area of Archaeological Priority where significant buried remains of the former Royal Dockyard are likely to exist. Recent archaeological investigations have shown a number of that a number of archaeological features survive below ground.

- 2.1.5 A group of mature trees on the north east corner of the site adjacent to the Shipwright's Palace (which lies outside the application site boundary) are subject to a Tree Preservation Order, as are trees located along the south-western boundary of the site.
- 2.1.6 The north-west corner of the Convoys Wharf site sits within the protected viewing corridor of St Paul's Cathedral from Greenwich Park and the wider setting consultation area in the foreground and middle ground.
- 2.1.7 Up until recently, there were 33 buildings on the site which were of late 20th century construction, save for the Olympia Warehouse which dates from 1846. In early 2011 a number of the modern warehouse buildings were demolished. There are now 8 buildings retained on site, including the Olympia Warehouse.
- 2.1.8 The site has a public transport accessibility level (PTAL) of 1-2.
- 2.1.9 The site is within the Deptford Creek/Greenwich Riverside Opportunity Area as identified in the London Plan. Convoys Wharf is designated as a Strategic Site within the Core Strategy and is located within the Regeneration and Growth Area.
- 2.1.10 Directly to the west of Convoys Wharf is the Oxestalls Road Strategic Site (also known as The Wharves, Deptford) which has planning permission for 905 new dwellings in buildings ranging from 4-18 storeys. Further west is the Plough Way Strategic site which is formed of four plots; Marine Wharf West, Marine Wharf East, Cannon Wharf and sites in Yeoman Street. All apart from Marine Wharf East (which is subject to a live planning application for residential development) have planning permission with the total number of 1244 approved units.

2.2 Planning History

Background

- 2.2.1 The site has relatively a limited formal planning history but has a long and significant history as a naval dockyard dating from the 17th century. This has left an important legacy in the form of archaeological remains on and adjacent to the site. The site was used by Convoys, a subsidiary company of News International Plc, for the importation and transshipment of newspaper products up until September 1999. Following the closure of Convoys operations parts the site were used for storage purposes but it has been vacant since 2010 and various modern buildings demolished.

Early Discussions

- 2.2.2 Following the relocation of Convoys' operations to the Medway, News International Plc prepared proposals for a predominantly residential development comprising around 1,200 dwellings, 20,000m² of employment space plus community, retail and leisure uses. A formal application for a 'screening opinion' to establish whether an Environmental Impact Assessment was required to accompany a planning application for the proposed development was submitted to the Council however no planning application was subsequently submitted at that time.

2.2.3 In the light of this initial approach, and to inform the Council's position in the event of a planning application being submitted, the Council commissioned the London School of Economics Cities Programme to prepare an Urban Design Framework for the site. This explored options for the redevelopment of the site and the contribution it could make to the area as a mixed use site. Their report, produced in July 2001, identified a number of possible uses for the site in particular the potential for arts and cultural uses to respond to the presence and growth of this sector in the Deptford area. It also identified the possibility of the site accommodating tall buildings, although no detailed appraisal was undertaken on this matter. The report was never formally adopted by the Council as Supplementary Planning Guidance but helped to inform discussions for the redevelopment of the site.

2002-2011

2.2.4 In 2002 News International submitted an application for the comprehensive mixed use redevelopment of the site. The scheme was an Outline application and divided the site into 17 development parcels. The application proposed development of up to 447,045m² of floorspace comprising:

- 337,980m² of residential space (Class C2 & C3), 3,514 dwellings of which 35% were to be affordable units
- 72,730m² of employment space (B1, B2, B8). The application proposed 39,415 m² of B1/B8 space, and 33,315 m² of wharf-related space. The wharf use included a waste recycling facility (referred to in the application as a 'Sustainable Business Park') capable of handling up to 50,000 tonnes per year, plus a boat repair yard and river bus service.
- 6,945m² retail space (A1, A2).
- 3,370m² of restaurants/bars (A3/A4).
- 23,320m² of cultural/community space (D1).
- 2,700m² of leisure (D2) space.
- 2,318 car parking spaces (1,995 residential and 323 non-residential).
- a wharf with associated vessel moorings. The application identified an area for the reconfigured wharf, reducing the footprint of the safeguarded area from to approximately 1.8 hectares.

2.2.5 At its meeting on 26 May 2005 the Council's Strategic Planning Committee, resolved to grant planning permission for the development subject to conditions and completion of a S106 agreement, and subject to the application first being referred to the GLA. The application was duly referred, but the referral was subsequently withdrawn at the request of the GLA in the light of concerns the GLA had with the application, in particular, relating to the safeguarded wharf, affordable housing and transport matters. There then followed a series of meetings between officers of the Council and GLA to try and resolve the outstanding concerns.

2.2.6 By 2009, an agreement had been reached between the GLA and then owners of the site Hutchison Whampoa regarding the future of the safeguarded wharf and in October 2010 Hutchison Whampoa formally amended the original 2002 application. The 2010 amendments were for a broadly similar development however the wharf size was increased, relocated to the north west side of the site and proposals for a sustainable business park on the wharf omitted.

2.2.7 The amended application was for the comprehensive redevelopment of Convoys Wharf to provide a mixed-use development of up to 445,200m² comprising:

- up to 337,980 m² (3,514 units) residential (Classes C2 & C3)
- up to 19,100m² employment space including up to 2,200 m² for 3 potential energy centres (Classes B1, live/work units & B8)
- wharf with associated vessel moorings (Class B2 & sui generis) (32,200 m²)
- up to 6,400m² retail (Classes A1 & A2)
- up to 4,520m² restaurants/cafes and drinking establishments (Classes A3 & A4)
- up to 15,000m² community/non residential institutions and assembly and leisure (Class D1)
- up to 30,000 m² hotel (Class C1)
- up to 2,700 m² leisure (Class D2)
- a river bus facility
- 2,318 car parking spaces together with vehicular access from Grove Street and amended access arrangements from New King Street.

2.2.8 Following a review of the application the Council wrote to the applicant in March 2011 advising of a series of concerns with the proposals, including deficiencies in the environmental statement. A formal request under Regulation 19 of the 1999 EIA Regulations was issued and amendments and further information was submitted to the Council in July 2011.

2.2.9 Having reviewed the submission and received comments from the GLA, English Heritage and Design Council CABE, the Council wrote to the applicant in November 2011 advising of continuing concerns with the application. These included the response to the heritage of the site, the scale of proposed buildings and the wide-ranging parameters applied for. This application has not been progressed although it remains to be formally withdrawn by the Applicant.

2012-present

2.2.10 In 2012, the Applicant engaged a new masterplanner, Farrells, to review the scheme and prepare a new masterplan. This is the subject of the current application and was formally submitted in April 2013.

3.0 PROPOSED DEVELOPMENT

3.1 Overview of the Proposed Development

3.1.1 In April 2013, a fresh planning application for the comprehensive redevelopment of the site was submitted. This is an outline application with all matters reserved, save that details of access, the primary routes and the siting (subject to limits of deviation) and massing of the three towers are to be determined as part of the current application (the specific matters to be determined at this stage are set out in paragraph 3.1.3 below). The application proposes a mixed-use development of up to 419,100m² comprising:

- up to 321,000m² residential floorspace (up to 3,500 units) (Use Class C3)
- up to 15,500m² employment floorspace (Class B1/Live/Work units) including up to 2,200m² for 3 no. potential energy centres
- wharf with associated vessel moorings and up to 32,200m² of employment floorspace (Sui Generis & Class B2)
- up to 5,810m² of retail and financial and professional services floorspace (Classes A1 & A2)

- up to 4,520m² of restaurant/cafe and drinking establishment floorspace (Classes A3 & A4)
- up to 13,000m² of community/non residential institution floorspace (Class D1) and assembly and leisure (class D2)
- up to 27,070m² of hotel floorspace (Class C1)
- river bus jetty and associated structures
- 1,840 car parking spaces together with vehicular access from New King Street and Grove Street
- retention and refurbishment of the Olympia Building and demolition of all remaining non-listed structures on site

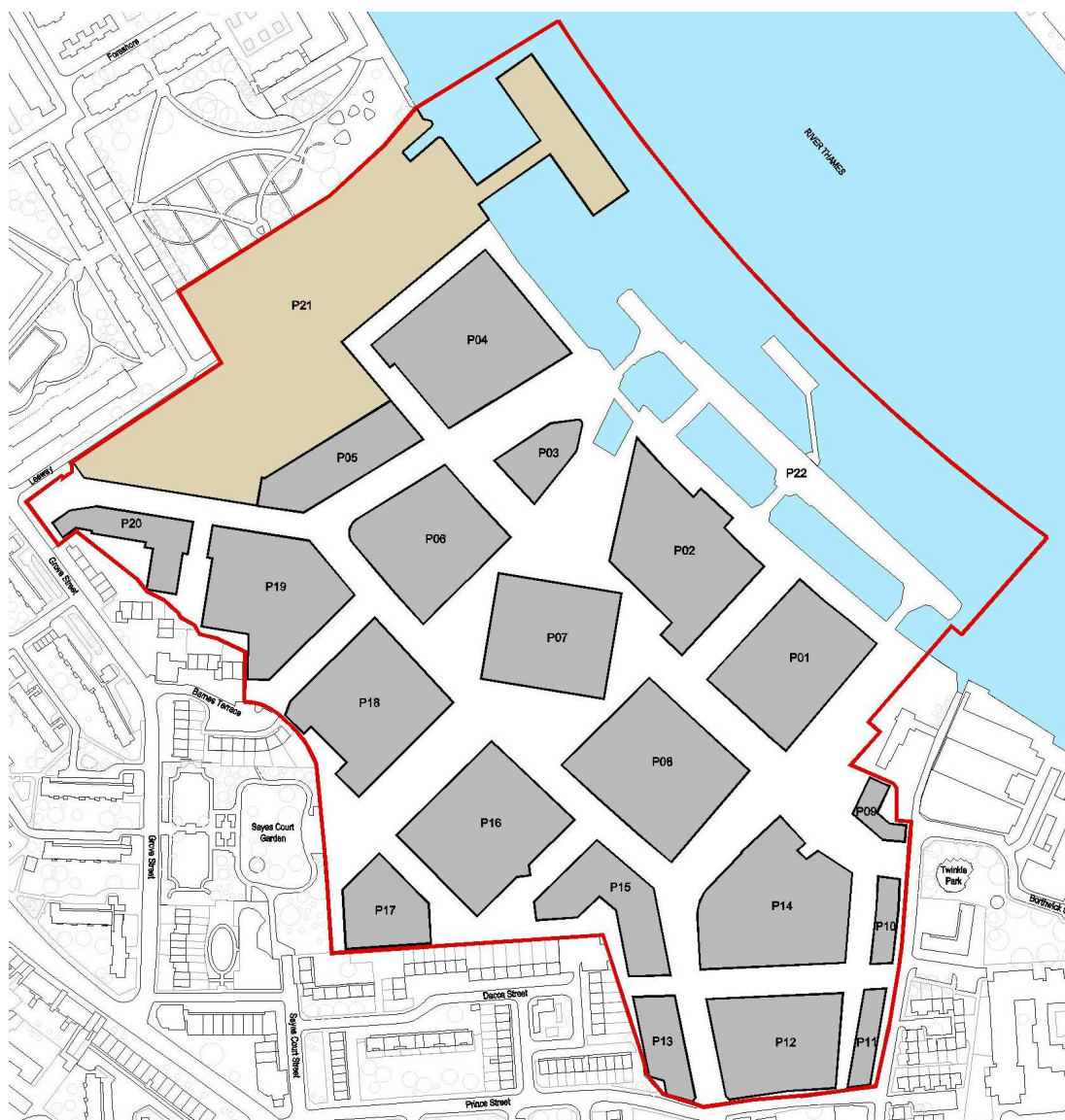
- 3.1.2 It is also proposed to extend the Thames Path through the site, undertake works to New King Street/Evelyn Street/Deptford High Street/Watergate Street junction and route a bus service through the site, provide a 2 Form Entry Primary School and for 15% of the residential units to be affordable.
- 3.1.3 The matters for determination are the mix and quantum of floorspace including the maximum number of residential units; the location of development plots including minimum and maximum dimensions and limits of horizontal and vertical deviation; the siting (subject to limits of deviation) and massing of the three towers; vehicular and pedestrian access and egress points to and from the site; the amount and location of publicly accessible open space; public rights of way and private open space; the maximum number of car parking spaces, location of on-street parking for public and taxis, bus stop zones and coach drop-off zones; and the size and location of the wharf and a river bus facility.
- 3.1.4 The application proposes that as an addition to the development parameters, future reserved matters applications would be guided by a series of Design Guidelines which set out how buildings and spaces would be delivered.
- 3.1.5 The site is laid out on a grid pattern, with the Olympia Warehouse offset within a central square. Access into the site is to be via New King Street and Grove Street. A main spine road through the site will link both entrances, running to the south of the Olympia Warehouse and with another route running across the site to the north of the Olympia Warehouse building and parallel with the river. Connections will also be made to the riverfront, and the Thames Path is to be extended across the site.
- 3.1.6 The wharf is located on the north-west side of the site, extending along the boundary of Convoys Wharf with Upper Pepys Park. Vehicular access to the wharf is from the Grove Street entrance. Two pedestrian routes cross the wharf - the Thames Path along the river and a route through the centre of the site linking to Upper Pepys Park and providing a secondary route if the Thames Path is closed. A new jetty is proposed to serve the wharf.
- 3.1.7 The Olympia Warehouse will sit within a public square, with an area of open space between the building and the river. Public spaces will also be provided on the site of the former Double Dry Dock (on the eastern side of the site), the location of the former 'Slipway 1' (adjacent to the wharf) and as an extension to Sayes Court Park (in the form a green link to the Olympia Warehouse). The existing jetty is to be landscaped as a public park.

3.2 Format and Content of the Application

Development Plots

3.2.1 The application divides the site into 22 development plots. Each plot is defined by a set of parameters that fix its location within the site and its shape, the maximum and minimum height, width and length of each building within the plot and the extent of podiums. The parameters also fix road locations and widths. Maximum building heights exclude parapets (which could add 2m) and maximum building widths could also extend by 2m to allow for balconies, bays and winter gardens. Plant, lifts and machinery could extend up to 3m above the maximum specified height of each building (but must be set back 3m from the edge), as could flues (which could be no more than 4.5m above the maximum building height).

Figure 1: Development Plots



3.2.2 The development parameters also propose basements/semi-basements in some blocks with areas for below ground excavation also proposed in others.

- 3.2.3 An illustrative masterplan has been prepared to support the application. This shows one way in which the development could come forward in accordance within the specified parameters. A phasing plan is also submitted for approval and this shows that the site is to be delivered in three principal phases.

Massing and Design Strategy

- 3.2.4 The height of buildings across the site is lowest at the edges adjacent to existing development off-site, and rising towards the centre. The height parameters for buildings, other than the towers, range from +8.80m Above Ordnance Datum (AOD) to +50.45m AOD which equates to approximately 2 to 14 storeys.
- 3.2.5 The scheme comprises a series of low/medium scale blocks (2-10 storeys), a series of 'feature buildings' approximately 14 storeys high, and 3 towers. The towers are a maximum of +158.95m AOD (approximately 48-50 storeys), and +124.69m and +124.55m AOD (38-40 storeys). The tallest building is located on the riverfront and the other two towers located at the head of the two principal areas of open space located on the alignment of the former Double Dry Dock and slipway.

Housing

- 3.2.6 A maximum of 3,500 units are proposed, all of which would be built to Lifetime Homes Standard, with 10% being wheelchair accessible or easily adaptable. 15% of the units would be affordable (525 units) of which 75% (394 units) would be intermediate tenure and 25% (131 units) for affordable rent. Given the Outline nature of the application, all figures are indicative.

Uses

- 3.2.7 A range of uses are proposed for the site. In total, up to 98,100sq.m of non-residential floorspace is proposed of which 47,700sq.m would be Use Classes B1/B2/B8 space (including live/work) and 32,200 would be for wharf related uses. The remainder would be hotel space (Use Class C1), retail (Use Classes A1, A2, A3 and A4) and community and leisure (Use Classes D1 and D2). The application seeks approval for the location of the uses within development plots and the maximum quantum but does not set a minimum amount of floorspace for any of the uses.

Transport

- 3.2.8 A series of transport improvements are proposed to accommodate the development. In addition to the provision of access routes through the site, including cycle routes, it is proposed to provide a river bus pier for a new service or extension to the existing river bus network. A bus route would also be extended through the site. The application also proposes enhancements beyond the site at the New King Street/Evelyn Street/Deptford High Street junction and to the Grove Street junction as well as to New King Street which, subject to third party land being available, would be widened to allow for two way bus movements.
- 3.2.9 1540 residential parking spaces are proposed, equating to a parking ratio of 0.44. 300 non-residential parking spaces are also proposed, which would include the provision of a car club.

Energy and Sustainability

- 3.2.10 Two scenarios are proposed, one a connection to SELCHP and the other the provision of three on-site energy centres and provision of photovoltaic cells on buildings. The application documents state that all affordable dwellings will be built to Code for Sustainable Homes (CfSH) Level 4 with the remainder at Level 3, and commercial spaces to BREEAM 'Very Good'. Recent discussions have indicated that all units will be built to CfSH Level 4 although this has yet to be confirmed in writing.

3.3 Application Documents

- 3.3.1 The application is accompanied by a number of supporting documents along with an Environmental Statement. These documents are set out below.

Design & Access Statement

- 3.3.2 This sets out the design process that has informed the current application.

Transport Assessment (including Travel Plan)

- 3.3.3 The Transport Assessment sets out the existing situation and assesses the impact of the proposed development on the existing highway network and public transport network. It makes a number of recommendations and commitments to mitigate the impact of the development.

Design Guidelines

- 3.3.4 The Design Guidelines set out the design 'rules' that would guide future reserved matters applications and scheme details.

Delivery Strategy

- 3.3.5 The Delivery Strategy explains how the site would be bought forward as well as setting out the proposed Head of Terms for a S106 Agreement.

Heritage Statement

- 3.3.6 The Heritage Statement documents the history of the site, notes those features of particular significance and seeks to demonstrate how this has informed the current application.

Development Specification

- 3.3.7 The Development Specification sets out the main elements of the application, outlining what is being applied for including a series of parameter plans.

Statement of Community Involvement

- 3.3.8 The Statement of Community Involvement outlines the various consultation exercises that have been undertaken prior to the submission of the current application.

Planning Statement, Annex 1 - Marine Terminal Assessment, Annex 2 - Boat Yard Assessment

- 3.3.9 The Planning Statement describes the scheme and the planning policies of relevance, seeking to demonstrate compliance with relevant policies. The appendices provide a background to the wharf operation and market testing that has been undertaken and assesses the need for a boat yard in the locality.

Energy Statement

- 3.3.10 The Energy Statement assesses the scheme's compliance with the London Plan energy hierarchy for alternative scenarios (i.e. with and without SELCHP).

Commercial Strategy

- 3.3.11 The Commercial Strategy explains the approach to delivery of commercial space.

Cultural Strategy

- 3.3.12 The Cultural Strategy analyses the existing cultural offer in Deptford and proposes a series of initiatives and cultural offers for inclusion within the development.

Sustainability Statement

- 3.3.13 The Sustainability Statement explains the commitments to sustainability within the scheme and includes BREEAM and CfSH pre-assessments.

Retail Impact Assessment

- 3.3.14 The Retail Impact Assessment assesses the appropriateness of the amount and type of retail proposed and the impact this would have on the locality.

4.0 ENVIRONMENTAL IMPACT ASSESSMENT

4.1 Introduction

- 4.1.1 By virtue of Regulation 3 of the Town & Country Planning (Environmental Impact Assessment) (England) Regulations 2011 ("the EIA Regulations") the relevant planning authority cannot grant planning permission in respect of EIA development unless it has first taken the environmental information into consideration. The environmental information means the environmental statement required to be submitted by the applicant under the the EIA Regulations, 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.
- 4.1.2 EIA development is either Schedule 1 development (not applicable in this case) or Schedule 2 development which is likely to have significant effects in the environment by virtue of factors such as its nature, size or location. Schedule 2 development is development of a type listed in Schedule 2 to the EIA Regulations which is to be carried out in a sensitive area or in relation to which any applicable threshold or criterion in Schedule 2 is exceeded or met. The outline application for Convoys Wharf constitutes an 'urban development project' (category 10(b) of Schedule 2 to the EIA Regulations) where the size threshold is sites of more than 0.5 hectares. In determining whether the development is required to be subject to environmental impact assessment, therefore, the question is whether the development is likely to have significant effects in the environment by virtue of factors such as its nature, size or location.

- 4.1.3 Circular 02/2009 (Environmental Impact Assessment) provides further guidance on assessing the likelihood of such effects. In respect of urban development projects it states in Annex A (paras. A18 and A19) that “In addition to the physical scale of such developments, particular consideration should be given to the potential increase in traffic, emissions and noise. EIA is unlikely to be required for the redevelopment of land unless the new development is on a significantly greater scale than the previous use, or the types of impact are of a markedly different nature or there is a high level of contamination ... Development proposed for sites which have not previously been intensively developed are more likely to require EIA if the site area of the scheme is more than 5 hectares; or it would provide a total of more than 10,000 m² of new commercial floorspace; or the development would have significant urbanising effects in a previously non-urbanised area (e.g. a new development of more than 1,000 dwellings).”
- 4.1.4 The current outline application for Convoys Wharf proposes development of a significantly greater scale than existing and given the location of the site, its environmental sensitivities as well as its potential for cumulative impacts with other developments, it is considered that the proposals are likely to have significant effects on the environment and thus that the development constitutes EIA development.
- 4.1.5 In these circumstances, planning permission cannot be granted unless the environmental information as referred to above has been taken into consideration. In relation to the applicant’s Environmental Statement (ES), this is required to report on the likely significant environmental effects of the proposed development. The ES must identify the baseline situation, the nature of the impacts (both direct and indirect), whether they are temporary (e.g. demolition and construction) or permanent (i.e. operational) as well as measures to mitigate the likely adverse impacts in each case. It must also identify the residual effects after implementation of the identified mitigation, as well as the cumulative effects of the scheme when taken with other committed development in the area. Where alternatives have been considered it must set these out, with reasons for selecting the proposed development site. Further details on the conclusions of the ES are set out below.

4.2 Scoping Opinion

- 4.2.1 Prior to the 2010 submission of the revisions to the 2002 application, the applicant requested a Scoping Opinion from the Council on the range of topics and methodology for assessment of that amended scheme. Capita Symonds, independent consultants, were appointed to advise the Council on EIA issues arising from the scheme and to assist in scrutinising technical material prepared by the applicant. Following consultation with statutory consultees the Council issued a Scoping Opinion in March 2010. An updated ES was submitted with the October 2010 amendments. Following a review of the ES, in March 2011 the Council issued a request under Regulation 19 of the 1999 EIA Regulations (in force at that time) seeking further information together with a series of clarifications. This information was submitted in July 2011, but due to fundamental concerns about the proposed development the Council did not review this further version of the ES in detail.
- 4.2.2 The current outline application continues to rely on the March 2010 Scoping Opinion and seeks to respond to the March 2011 Regulation 19 request.

4.3 ES Documents

4.3.1 The ES comprises the following documents:

- Non-Technical Summary
- Volume 1 - Main Report
- Volumes 2A, 2B and -2C – Technical Appendices

4.3.2 It is relevant to note that although not forming part of the ES, the ES takes into account other supporting documents submitted with the application (e.g. Design Guidelines) that identify and commit to various forms of mitigation of the environmental effects of the proposed development.

4.3.3 The Non-Technical Summary provides, in non-technical language, a brief summary of the ES. Volume 1 (Main Report) describes the proposed development, the alternatives considered (including a no-development scenario), the methodology followed in undertaking the assessment of significant environmental effects (both beneficial and adverse) for each topic, and consideration of cumulative effects including effects arising as a result of other developments in proximity to the scheme. Volumes 2A, 2B and 2C (Technical Appendices) provide the detailed assessment of the Scheme for each environmental topic included within the Main Report. Supporting documents such as site investigations reports and surveys are also contained within the Technical Appendices. The list of topics and their location within the appendices comprise: Volume 2A (Scheme Description; Archaeology; Built Heritage; Air Quality; Soils, Ground Conditions and Groundwater Quality), Volume 2B (Ecological Impact Assessment; Noise and Vibration; Socio-economic; Sunlight, Daylight and Overshadowing; Electronic Interference; Waste Management; Water Resources including Flood Risk Assessment; Wind Assessment), Volume 2C (Landscape, Townscape and Visual Amenity).

4.4 ES Volume 1 – Main Report

4.4.1 In advance of a topic by topic reporting of the environmental effects of the proposed development the Introduction to the ES sets out the background to the planning application and the relevant planning history. It also outlines the scheme objectives which include providing a range of dwelling types, substantial employment, enhancing linkages and the provision of community facilities and public open space, improving accessibility, celebrating the rich history of the site, utilising the wharf, opening up access to the River Thames and creating a community with a lively mix of uses. The Scheme Description provides a full description of the site, the locality and proposed development, details the main elements of the application and the parcels plan and sets out the mix of uses within each plot. The chapter includes an Illustrative Masterplan (not for approval), which is one way in which the parameters could be applied, and has been used for the purpose of testing certain topics (such as daylight/sunlight, visual and townscape and wind/microclimate) that depend on an example of the built form. The phasing of the scheme is provided along with an indicative construction programme and details of the construction management proposals that would include a Code for Construction Practice. The chapter also lists the schemes taken into account in assessing cumulative impacts, namely Payne's and Borthwick Wharf, Creekside Village (East and West), Greenwich Reach Development, Cannon Wharf/Plough Way, Oxestalls Road, Surrey Canal Triangle, Grinstead Road.

- 4.4.2 The key assumptions and limitations that inform the ES work are identified and the 'Environmental Impact Scope and Methodology' chapter gives an overview of the consultation that has been undertaken historically, provides the planning and regulatory context and identifies the approach to assessing effects and significance. Cumulative effects are defined and the main scheme alternatives are outlined, which comprise: do-nothing; less development on the site (the scheme proposed by News International in 2000); and having alternative layouts and wharf/river uses and users including a boat yard maintenance facility, sustainable business park and/or a cruise liner terminal. Alternative energy scenarios are also addressed.
- 4.4.3 The following is a summary of the key findings of the ES on a topic-by-topic basis. The scale and nature of the impact of the development and the effectiveness of the proposed mitigation is that reported in the ES and does not represent the views of Officers which is reported in Section 7 below.

Archaeology

- 4.4.4 The site has a rich history that is reported following recent extensive archaeological investigations on site. The assessment examines how archaeological features would be affected in terms of damage to the features themselves or their setting. In respect of Construction effects, a Scheme of Archaeological Resource Management (SARM) is proposed to manage and inform the design process and mitigate the effects to ensure the preservation and enhancement of archaeological features on site. The permanent (operational) effects of the development will also be managed through the SARM, the main aim of which is preservation in situ of archaeological remains. Where that cannot be achieved then it is proposed to preserve by record in publication programmes, supplementary to the SARM. With the incorporation of the proposed mitigation, the ES assesses the residual effects as minor beneficial.

Built Heritage

- 4.4.5 The assessment examines the extent to which historic buildings and/or structures would be affected by the proposals in terms of their fabric and/or setting and the effect on the character and appearance of conservation areas. In terms of Construction effects the ES notes that monitoring of listed structures will be required during works and remedial works undertaken if necessary as a result of vibration or works to buildings and/or structures themselves. There may also be changes to groundwater giving rise to movement. The same measures are proposed to apply, with the agreement of owners, to any off-site listed buildings. The process of agreeing the appearance and finish of buildings as part of reserved matters approval is identified as mitigation, as is the quality the Design Guidelines are stated to achieve, and involvement in a design review process following grant of outline planning permission. Works to listed buildings will also require listed building consent. As a result, the residual effects are stated to range from major beneficial to negligible. In terms of Operational effects, the submitted Cultural Strategy sets out the main aims and aspirations for the recognition of heritage, with the Olympia Warehouse being the central focus for cultural activities. Mitigation in the form of 'sympathetic design' and the design standards set to ensure a high quality of development to improve the setting of listed structures is proposed to overcome adverse effects on listed buildings. As a result, the ES concludes that the residual effects would range from moderate to major beneficial.

Landscape, Townscape and Visual Amenity

- 4.4.6 The ES notes that the scheme presents a substantial change in scale from the existing low scale buildings to a development ranging up to 14 storeys with towers of 48, 38 and 38 storeys. It is also noted that the site lies within two London Panoramas (from Greenwich Park and Blackheath Point) and within the protected viewing corridor of St Paul's Cathedral. Adverse Construction effects are predicted due to the presence of construction traffic, plant and equipment, the introduction and removal of built fabric and floodlighting. Significant effects would occur in areas closest to the construction activities. The CoCP is proposed to provide mitigation including the use of 'good working practices' to reduce effects and use of the river to deliver/remove materials. As a result, the ES predicts a temporary minor adverse effect on the local area with a minor impact on distant views. In terms of Operational effects, the adherence to the scheme parameters and the adoption of the Design Guidelines is presented as mitigation. The ES concludes that this would result in a significant impact that would be 'entirely beneficial' and would contribute positively to the river frontage to the urban skyline from elevated points and across open spaces. The ES also states that no listed buildings, conservation areas, the Greenwich World Heritage Site and registered parks would be harmed by the scheme. The chapter concludes that the Scheme will make a wholly positive contribution to the local and wider townscape.

Air Quality

- 4.4.7 The air quality assessment considers the effects of the development on air quality associated with the siting of development next to a wharf, the activity within the wharf, traffic (construction and operational) and both on- and off-site energy scenarios. Implementation of a CoCP is proposed to provide mitigation via measures such as wheel washing, covering supplies and materials and using pre-fabricated materials and provided that this is adequately implemented, the ES states that no significant Construction effects are expected. The ES also concludes that no significant Operational effects would arise under either energy scenario or possible future industrial activities on the site given the inclusion of abatement technologies in the energy centres and the adjustment of stack heights. Increased traffic would result in increased pollutant concentrations at nearby receptors with mitigation in the form of highway modifications, use of river transport and sustainable transport measures within the Framework Travel Plan. The ES concludes that with mitigation there would be no significant impacts to on-site residents, but a moderate adverse effect off-site.

Soils, Ground Conditions and Groundwater

- 4.4.8 The ES outlines the long industrial history of the site, which has resulted in contamination of soils and groundwater discovered during site investigations. The assessment concludes however that this is not indicative of widespread contamination although hotspots are likely. Based on a combination of a detailed remedial strategy, coupled with the adoption of 'best practicable means' through measures within a CoCP to minimise the exposure of sensitive receptors to contaminants the ES concludes that there are no adverse Construction effects. Operational effects will be mitigated through design measures incorporated into buildings and landscaping to provide any necessary protection. As a consequence the ES predicts no adverse effects.

Ecology

- 4.4.9 The ES has assessed the ecological features of the area and potential effects on notable species of flora and fauna, including bats and the black redstart that have been previously identified on the site. It identifies designated sites within 2km of the site along with four non-statutory designated sites. The main Construction effects would be the loss of approximately 1.66Ha of terrestrial habitat however it is proposed to retain habitats for as long as possible and create new habitats at the earliest stage with a phased approach to the development ensuring that sections of the site remain as suitable habitats for 'wasteland' loving species such as the black redstart. Building 16, known to contain a bat roost, would be demolished under the supervision of a suitably qualified specialist. Disturbance to inter-tidal mud would be mitigated by retaining the river wall and jetty, and the addition of fenders. Subject to the incorporation of identified mitigation, the ES predicts a minor adverse effect. In terms of Operational effects, the proposals include a minimum of 18,300m² of biodiverse extensive green roofs or other suitable ground or podium level habitat and landscaping planting to address the loss of the existing 1.66Ha of habitat. This is also stated to be suitable for bat flight paths and for foraging as well as foraging and breeding habitat for the black redstart. Surface water management is proposed to prevent impacts to the aquatic environment. SUDS measures are 'being considered' to help to enhance the biodiversity of the site. With mitigation, the ES anticipates no significant environmental effects.

Noise and Vibration

- 4.4.10 The ES assesses the change in noise levels as a result of the scheme on the surrounding residential areas and open spaces. The ES acknowledges that there is a potential for Construction effects in terms of noise and disturbance to the surrounding area. With mitigation through the CoCP the ES predicts effects ranging from none or moderate minor adverse. Operational effects have been assessed in terms of increased traffic generated by the scheme (including HGVs serving the wharf). The traffic generated by the wharf has been assessed in the Marine Terminal Assessment. The ES states that Operational effects of the wharf cannot be reasonably predicted without a known operator however the likely residual effects are predicted as minor adverse. Development traffic from the site is predicted to give rise to significant moderate adverse noise conditions at properties located near New King Street/Prince Street. Mitigation is proposed in the form of restricting car parking, river access and pedestrian and cycle routes in addition to maintaining roads in good condition. It is stated that elsewhere, there would not be significant increases to traffic. The ES acknowledges the impacts on noise and vibration are dependent on the operation of the wharf and state that discussions would continue on the detailed design as it progresses.

Socio-economic

- 4.4.11 The ES notes the high levels of deprivation and unemployment in the area and assesses how the scheme would impact on regeneration in this locality in terms of new housing, employment opportunities, community facilities and transport provision. In terms of Construction effects, the ES predicts on average 700 person years of employment, peaking at 1,200 person years. The applicant intends to commit to a scheme to provide employment and training for the local community that the ES predicts will result in a moderate beneficial effect. Construction disturbances would result in a minor adverse effect on local residents.

In terms of Operational effects, the ES predicts a population uplift of 7,500 people including 574 children, and an increase in housing (of which 15% would be affordable) which would have a positive effect on the local area. The ES also estimates that 2,150 jobs would be created resulting in a major beneficial effect. The benefits of a 2FE school and medical facility on site are noted to be minor to moderate beneficial to the local area in addition to the public spaces, community, retail and commercial spaces.

Sunlight, Daylight and Overshadowing

- 4.4.12 3-D analysis of the Illustrative Masterplan and the limits of horizontal and vertical deviation have been used to analyse the effects from sunlight, daylight and overshadowing to properties surrounding the site. The assessment notes that the Construction effects in terms of access to daylight and sunlight would fluctuate due to demolition improving the existing situation followed by the construction reducing levels depending on the methods of construction. The ES predicts no significant residual construction effects because of their temporary nature. In terms of Operational effects the ES predicts that surrounding properties would generally receive good levels of daylight and sunlight and that any property that would experience a reduction is still expected to meet BRE standards. The properties most likely to be affected are stated to be 90-94 Grove Street, which would see a reduction in Average Daylight Factor of over 20%, creating a minor adverse impact. It is proposed to mitigate this at detailed design and consider the impact on the ADF and Vertical Sky Component at that stage. The ES states that the scheme itself would receive good levels of daylight and sunlight, and that open spaces and courtyards would be expected to meet the recommended sunlight levels throughout the year.

Electronic Interference

- 4.4.13 The ES predicts potential Construction effects in terms interference to television and radio signals with mitigation in the form of upgraded aerials if there are effects attributable to the scheme or, if the effects are significant, by connection of properties to the Freesat service. The location of temporary structures such as cranes would need to ensure that the line of sight to satellite dishes are not affected and mitigation is proposed that would relocate satellite dishes or connect them to cable services. FM and DAB radio and mobile phones and pagers are not predicted to be affected. In terms of Operational effects there is the potential to create a signal 'shadow' which would affect tv reception. As with the construction effects, the ES proposes mitigation to upgrade aerials if there are effects attributable to the scheme or, if the effects are significant, connect properties to the Freesat service. With mitigation the ES predicts that that the completed development will not have a significant impact on the reception of satellite tv outside of the development.

Transport

- 4.4.14 Construction effects are predicted to be temporary adverse because of HGV movements and the transportation requirements of construction workers. It is proposed to use best endeavours to maximise the use of the river and wharf for transport of construction and demolition material to reduce movement by road. The ES predicts a minor adverse impact. The ES notes a number of improvements including a new bus service through the site, linking New King Street to Grove Street, a riverboat service facility and the opening up of the Thames path.

Additional traffic on the road network would be mitigated via improvements to New King Street/ Watergate Street/Deptford High Street/Evelyn Street junction; signalisation of the Prince Street/Evelyn Street/Abinger Grove junction; enhancements to the Evelyn Street and Grove Street and Oxestalls Road junctions". Subject to the delivery of the proposed mitigation, the ES predicts no significant residual impact, with impacts ranging from negligible adverse to moderate beneficial.

Waste Management

- 4.4.15 The waste management assessment considers waste management taking into account relevant legislation and regulation. In terms of Construction effects the ES notes that significant volumes of material would be generated during demolition, excavation and construction. Materials would be re-used on site wherever possible for construction and landscaping or recycled and where this is not feasible (e.g contaminated waste) then material would be removed from site by a licensed contractor. It is proposed to develop a Site Waste Management Plan and building design informed by a 'reduce, reuse, recycle' waste hierarchy. The ES predicts that with these mitigation measures construction effects would be minor to moderate adverse effects. Operational effects would be mitigated through the provision of waste storage facilities and recycling and household and some commercial waste being sent to the SELCHP plant. As a result the ES predicts minor adverse effects.

Water Resources

- 4.4.16 The site is in Flood Zone 3 and the Thames is assessed as having 'moderate' ecological value. A Code of Practice is proposed to address Construction effects on water quality and a Method Statement is proposed for the construction of the jetty as this would have the potential for localised disturbance and adverse impacts. Combined with the implementation of pollution prevention guidance, the ES concludes that the effects would be minor adverse and not significant, being largely temporary and reversible. Mitigation to address flood risk includes construction workers being made aware of the risks associated with excess surface water, flood warnings and the maintenance of the river wall (including a method statement for its protection). As a result, no significant increased risk of flooding during construction is predicted and flow rates for discharge into the combined sewer would be agreed with Thames Water prior to the commencement of works. To mitigate Operational effects a surface water drainage strategy is proposed to maintain the split in surface water discharge into the Thames and the combined sewer. As a result the ES predicts a negligible impact on flood risk. The London Mayor's essential minimum standard for attenuation of drainage water prior to discharge into the combined sewer would be met resulting in a minor adverse effect on the capacity of the combined sewer network. Sustainable Urban Drainage Systems (SUDS) and pollution interceptors are proposed to reduce the effects of pollutants in any surface water run-off to mitigate against pollution downstream. No significant adverse impacts are predicted based on the proposed mitigation. Foul drainage would require a significant increase in capacity, which would be the responsibility of Thames Water. Early engagement is proposed to ensure that this capacity is created. No significant effects are anticipated on strategic water supply as a result of the increased demand on the public water supply. Mitigation is proposed in the form of meeting the CfSH level 4 water efficiency standard as a minimum.

Micro-climate: Wind

- 4.4.17 The ES has assessed the Illustrative Masterplan to analyse the effect that local wind patterns would have on the comfort (or distress) of pedestrians. The assessment is noted as being subject to change during detailed design which will inform that process. In terms of Construction effects there is the potential for the local wind environment to be affected due to demolition as the environment on site changes. Off-site, the ES concludes that any effects would be temporary. In terms of Operational effects, detailed design and landscaping are proposed as the principal means of reducing adverse wind effects and providing areas of shelter. This is identified to address effects from localised areas of increased wind speed within the site as a result of the development, and with the change in the sensitivity of the site that would have areas for intended use for pedestrians that are not currently present. Potential areas of high wind speed are identified surrounding the towers, to the north of the Olympia warehouse, and the riverfront path. Without appropriate mitigation including those within the Design Guidelines, conditions within the site may be unsuitable for their intended use. The ES also notes the potential for funnelling between buildings, which it is proposed would be mitigated through the use of landscaping. The ES also concludes that, with mitigation (as recommended in the Design Guidelines), the effects outside the site would range from adverse minor to minor beneficial following supplementary mitigation but are unlikely to be significant.

Cumulative Effects

- 4.4.18 Due to the scale of the scheme and phased nature, the ES has assessed the effects on occupants and users of earlier phases of the development whilst construction will be continuing on later phases. The ES therefore reports an intermediate year assessment in the final quarter of 2018. Receptors closest to the construction activities and traffic routes would potentially experience effects from noise, air quality and traffic. Given the potential for interactive effects of windblown contaminated dust and contaminated surface water, the ES states that the use of a CoCP, together with topic specific mitigation measures, would address impacts in terms of ground conditions and water resources. Ten years post-completion, it is stated that the effectiveness of mitigation for wind, ecology and visual impacts would have matured and therefore improved. Maintenance regimes would protect against deterioration of the development.
- 4.4.19 In terms of Construction effects, during construction there is the potential for cumulative nuisance and transport impacts, particularly given the proximity of the site to the Oxestalls Road development. The CoCP and a Construction Traffic Management Plan for both developments is proposed to reduce impacts to an acceptable level. The ES concludes that there will be a beneficial impact on the locality as a result of the significant regeneration to the area.

5.0 CONSULTATION

5.1 Introduction

- 5.1.1 As noted in Section 2.2 above there has been a long history of consultation and discussion between the Council and Hutchison Whampoa on proposals for the site, and before that with the previous owners News International. Following this Council's 2005 resolution to grant planning permission for the outline application submitted by News International the application was referred to the GLA. This referral was withdrawn at the request of the GLA whilst, amongst other discussions, further work on the case for reconfiguring the wharf was undertaken

by the then owners of the site, Hutchison Whampoa. A new architectural team from that used on the original application was subsequently appointed to amend the development parameters for the site including the layout, scale and massing of the buildings and to accommodate a reconfigured wharf.

5.1.2 In October 2010, Hutchison Whampoa submitted amendments to the 2002 application. Whilst these amendments were accepted as legitimately made, Officers were of the opinion that due to a combination of the passage of time, scope of the proposed amendments, and change in relevant planning policies a new application should be submitted. Consultation on the amended scheme was subsequently undertaken by the Council. Officers had a number of significant reservations about the development strategy for the site and in the light of the response from the Council and other consultees Hutchison Whampoa eventually decided to appoint a different architectural team to review the proposals for the site with the intention of submitting a fresh planning application.

5.1.3 Prior to submission of the current outline planning application in April 2013 Officers met with the applicant team on a number of occasions as they progressed their analysis of the site and its context, its history and the written as well as physical record of its development. From this the architects set out a number of 'development principles' that were to inform development proposals for the site. Proposals on the layout of the site, massing of buildings and overall development strategy were presented in a series of workshops that the GLA also attended in 2012 and early 2013. In parallel, the scheme was presented to a Design Review Panel set up to consider the proposals for site. In February 2013 Hutchison Whampoa decided to cease pre-application discussions and, in the full knowledge that there were a number of issues unresolved, submitted the current application to the Council.

5.2 Consultation on the Current Application

5.2.1 Following receipt of the application, and in accordance with Schedule 5 of the Development Management Procedure Order 2010 and the Council's Draft Statement of Community Involvement (August 2013), consultation has been undertaken with the a wide range of organisations as well as local residents and businesses. In addition, the application has been advertised and consulted upon in accordance with the requirements of the Town and Country Planning (Environmental Impact Assessment) Regulations 2011. The following have been consulted:

Statutory Consultees

Greater London Authority (including Transport for London - Land Use Planning, London Buses)
English Heritage
Natural England
Environment Agency

LB Lewisham Services

Asset Strategy & Development (Property Valuers)
Policy - Sustainable Energy & Construction
Ecological Regeneration Manager
Parks Manager
Legal Services
Property & Design

Social Care and Health
Housing
Education
Environmental Health
Highways
Planning (Urban Design and Conservation)

Other Organisations and Interested Parties

Government Office for London
London Borough of Southwark
London Borough of Tower Hamlets
Corporation of London
Thames Gateway London Partnership
Port of London Authority
Thames Water
National Grid
Royal Parks Agency Headquarters
Lewisham Primary Care Trust
Spacia - National Rail
Network Rail
Docklands Light Railway
London Transport Planning
Southeastern – Railway
SUSTRANS
London Fire & Emergency Authority
Metropolitan Police (Property Services, Crime Prevention Officer)
London Waste Regulation Authority
The Council for British Archaeology
Museum of London
Naval Dockyards Society
London Society
Greater London Industrial Archaeology Society
The Victorian Society
Greenwich Society
Greenwich Conservation Group
South East London Green Chain
London Wildlife Trust
London Cycling Network
Evelyn Street Triangle Traders Association
Lewisham Street Traders Association
Lewisham Chamber of Commerce
Deptford High Street Association
Lewisham Cyclists
Creekside Forum
Pepys Community Forum
Creekside Ecology Group
Friends Of The Earth
Convoys Opportunity
Sayes Court Community Centre
Alan Camp Architects
Mr G. Williams

5.2.2 A total of 9606 letters were sent to residents (9225) and business (381) in the surrounding area. In addition, three Site Notices were displayed within the vicinity of the site and Ward Councillors were notified. A map of the consultation area is included at Appendix 1 to this report.

5.2.3 Under the Town and Country Planning (Mayor of London) Order 2008 the application was referred to the GLA on 30th May 2013.

5.3 Consultation Responses

GLA Stage 1 Report (30th July 2013)

5.3.1 The GLA strongly supports the application as delivering a major boost to jobs, growth and housing delivery in London through development of this strategic and long vacant site although there remained some outstanding issues that needed to be resolved. In summary the report noted:

- the proposed mix of uses is broadly in accordance with London Plan policies;
- the development will deliver much needed regeneration and significant employment opportunities to Deptford and the wider area;
- the proposal to reduce the wharf is acceptable in principle subject to the developer using best endeavours to accommodate temporary uses not associated with the construction of the development from Phase 1;
- the scheme demonstrates that the density of development can be accommodated on this site but will require strict control at the detailed planning application stage;
- the tall buildings are outside the View management corridor, although strict controls will be required at the detailed planning application stage to ensure that the tall buildings are designed to the required high specification;
- the re-use of the Olympia Warehouse building for cultural uses is welcomed, although more detail on the proposed use should come forward as a matter of urgency;
- the proposed connection to SELCHP was supported;
- the Flood Risk Assessment demonstrates general compliance with London Plan policy;
- the proposals will make a sizeable and valuable addition to housing provision in south east London and whilst the level of affordable housing (15%) is low and the mix of units is not in line with London Plan policy this may be accepted for this site subject to viability testing and providing a suitable review mechanism is put in place;
- the illustrative diagram would suggest that the proposal can make a valuable contribution to public space in this part of London;
- whilst there are some concerns about the impact of the retail floorspace in the scheme, particularly on Deptford High Street, the provisions within the S106 Heads of Terms are considered to provide reasonable protection;
- the detailed planning application stage will need to deal with these noise and air quality issues and particular attention will need to be paid to residential uses near to and overlooking the wharf;
- the application is broadly supported for its contribution to social infrastructure on the site, although clarification relating to secondary and Post 16 education commitments is required;
- the applicant needs to calculate and confirm the appropriate payment under Crossrail CIL and given the outline nature of the planning application and the large and complex nature of the development, further tightening of the S106

Heads of Terms are required to ensure that detailed planning applications can be appropriately managed.

5.3.2 In addition the GLA Stage 1 reported noted the following outstanding matters that needed to be addressed:

- Further modelling work in line with TfL's advice and the resolution of remaining transport issues which is likely to lead to some further mitigation measures;
- Options to include the Lennox project should be further explored;
- The Sayes Court Park link should be a minimum width of 35m;
- Further information is required to ensure that more detailed applications will meet the London Plan requirements in respect of accessibility, in particular in relation to the 2 storey podium levels;
- There is no explicit assessment of the impact of the proposed development on the Outstanding Universal Values for which the World Heritage Site at Greenwich is designated.

5.3.3 The extent to which these matters have been resolved (or remain outstanding) are addressed in Section 7 of this report.

5.4 Written Responses received from Local Residents and Organisations

5.4.1 At the date on which the Mayor of London decided that he would become local planning authority and determine the planning application (30 October 2013) the Council had received 29 written responses to the application, plus submissions from two local groups setting out proposals to incorporate projects on the site. 3 letters in support of the application have been received, 4 providing general comments on the proposals and 22 letters objecting.

5.4.2 The letters of support note the following:

- The opportunities to improve the appearance of the area, support for improved access to shops, restaurants and new business facilities
- The opportunity to link to Deptford High Street to bring occupiers of new developments into the High Street
- The significant regeneration opportunities
- New public spaces
- Tourist opportunities
- Job creation
- Opening up of access to the river front

5.4.3 The letters providing general comments note the following:

- No formal offer has been made to the Lennox Project Team (promoting a project to build a replica boat on the site) about use of space on the site or any written communication demonstrating a commitment to accommodate the project
- There are only 1840 parking spaces but each resident is likely to own a car even if they use public transport
- Concern at the development becoming a gated community
- Questions about public right of way to the River

- A more spacious extension of Sayes Court Park should be included to counterbalance the density of development
- Concern about traffic from the site

5.4.4 The letters of objection raised the following issues:

Design

- The height and location of the three towers, including the increase in height since 2011. They are a 'fire hazard' and have potential for social problems, crime and isolation.
- The appearance of the towers and appropriateness in London including the lack of detail about their final quality.
- The density of development and number of units proposed is too high.
- Impact on views of St Paul's from Greenwich, the Greenwich WHS and the skyline.
- The scale of development being awkward and at odds with the surrounding scale in Deptford and other developments.
- Concerns about the materiality of the scheme resulting in 'an overly commercial aesthetic...dominated by large industrial prefabricated cladding units which lack a human and tactile scale'.
- Podium car parks would have an unacceptable impact on the street scene and remove the opportunity for new residents to properly engage with the ground.

Heritage

- The plans do not go far enough to reflect the heritage assets.
- The relationship between the River and Olympia is unacceptably restrained.
- The scale of buildings around Olympia and its setting.
- Failure to reference the mast ponds on site.
- No feasible or sustainable use of Olympia is provided.
- The treatment of the Double Dry Dock is 'unimaginative and disappointing'.
- The archaeology on site should result in a reduction of the density.

Transport

- Concerns about the adequacy of the TA given TfL's comments.
- Existing roads are congested and will not be able to accommodate the extra traffic.
- The use of 'all counts' figures in the TA to 'manipulate' traffic statistics by including side streets with lower usage than Evelyn Street.
- Car parking too low
- Car parking too high
- Lengthening of existing bus journey times
- Potential for bus and DLR overcrowding
- Lack of public transport improvements
- Impact on residents along Grove Street and New King Street from increased traffic congestion in addition to noise, vibration
- Riverbus use has been overestimated and insufficient details and commitments have been provided
- Rail capacity has been overestimated and the increased use of Deptford Station in recent years has not been accounted for
- Reliance on Crossrail
- Cumulative impacts have not been assessed

- Construction impacts
- The potential for nuisance and disturbance during the construction period, including for homes 'downwind'
- Parking for construction workers
- HGV traffic and the impacts on surrounding residents and safety for children on local roads
- Condition of local roads
- Timing of the survey on New King Street – midday to 3pm is suggested as the peak
- Removal of parking spaces on New King Street unacceptable
- A CPZ will be unavoidable

Other matters

- Affordable housing levels too low
- Community cohesion - concerns that the development will be for 'the rich' and not for local people and will promote a 'them and us' environment
- Facilities for older people needed, including lunch clubs
- The site needs to provide a school – although one letter raises concerns about inclusion of a school when a vacant site is nearby [in LB Greenwich]
- Loss of the wharf
- Potential wharf users and the adverse effect on surrounding residents. No use that would harm amenity or the environment should be permitted.
- Failure to retain the existing buildings
- Lack of green space proposed – jetty space won't improve public open space.
- Capacity of existing parks to accommodate future residents and play space.
- Potential increase in noise from greater use of existing parks for adjoining occupiers
- Reduction in daylight/sunlight and overshadowing to adjoining occupiers – particularly to 6 Dacca Street
- The unresolved nature of access along the Thames Path west from Millennium Quay
- Commitment to community facilities and infrastructure, not just residential units
- Employment opportunities for local people
- Inadequate consultation – in particular the failure to provide a model showing the height of the development and the quality of material presented
- Outline application not acceptable and failure to apply in detail for Phase 1, contrary to policy
- Quality of the application material and access to documents

5.4.5 Any further comments received will be reported at the Committee meeting.

5.4.6 In addition to the above responses from individuals, comments from local organisations are outlined below.

Pepys Community Forum (PCF)

5.4.7 Concerns are raised about the approach to consultation and PCF feel that LBL Planning are not listening to the local communities aspirations or ideas. They note the following:

- There are no real communal areas for people to meet or children's play equipment. The private housing blocks, enclose internal green space and exclude the local community and their placement would make them a 'no go' area to the general public.
- The affordable housing includes shared ownership and would not be affordable to local people on incomes of £20K pa or less. The proportion of social rented housing is only indicated at around 7% and then only through a nominated housing association.
- As with recently approved schemes in North Deptford, access would be on to Evelyn Street, which when combined would greatly increase traffic and cause future gridlock. The density of all of the new developments in North Deptford would add a very high density to Deptford, which PCF states is already acknowledged as the highest in London.
- A percentage of affordable housing should be by the River Thames to avoid 'class distinction'.
- The view to St Paul's will be obscured by the foreground massing of all of the towers.
- The proposed new primary School – with only 2 Form Entry will be dominated by the children of the new residents from Convoys Wharf and will not be for local people.
- Employment forecasts are predominantly office and retail – services – rather than encouragement for new industries to create new employment.
- Access to the site should be via Dragoon Road and Blackhorse Bridge should be removed, in order to then create new roundabout on Evelyn Street. As an alternative, traffic should be routed to turn left up Grove Street to Evelyn Street. As proposed PCF are concerned that all heavy traffic will have to be diverted along a route of Grove Street and Oxestalls Road and past the local Deptford Park School, causing hazardous air and noise pollution.
- The protected wharf area should be alongside the Shipwrights Palace, and at the Dry Dock (to be a preserved archaeological structure). PCF consider that this would better facilitate the rebuilding of a replica Lennox wooden warship, at the same location that the original was built 330 years ago.
- The cycle route should be extended, along the edge of the Thames, to Greenwich.
- Object to an access into 'the protected wild life area of Upper Pepys Park'.
- The history of the site is not being genuinely recognised by Lewisham Planning. PCF consider that part of the listed Olympia warehouse could be used to recognise the extensive local history of the site, of national importance, especially the Royal Navy and ask if the naming of the new properties and streets will reflect the history of the site.
- The new design of the 'blocks' are simple square designs, including the proposed high towers. They feel this does not demonstrate design flair or inspiration. They suggest that an old Clock House, now in Slade Green, originally from the site should be restored and included in the plans.
- An earlier design, by Richard Rogers, showed a water inlet - this seems to have been lost in this proposal.
- The job numbers quoted (over 2,000 jobs) are questioned.
- Will the new flats adhere to Parker Morris space standards and the new London Plan?

The Tenants Action Group (TAG)

- 5.4.8 The letter sent from TAG is identical to the Pepys Community Forum representation, as detailed above.

The Greenwich Society

- 5.4.9 Whilst it supports the comprehensive development of this area, the Society remain concerned about the impact this very large development will have on local infrastructure. Generating over 2,000 cars, without counting service vehicles, it will add to vehicular congestion on the A206 which is already a very heavily trafficked road. Whilst the provision made for the Thames Path and the introduction of a jetty for river bus services are supported, there are serious concerns over the impact that the three tall buildings will have on the river-scene. They consider the height of the buildings on the northern part of the site to be excessive, and that they will have a detrimental effect on the scale of the riverside area development affecting views out from the Maritime Greenwich World Heritage Site at river level from Cutty Sark Gardens, Greenwich Pier and the grounds of the Old Royal Naval College as well as having an adverse impact on the strategic views of St Paul's Cathedral seen from the General Wolfe statue in Greenwich Park and from Blackheath Point.

Greenwich Conservation Group

- 5.4.10 The group note the changes to the scheme and some improvements, however, they object to several elements of the outline proposals.
- 5.4.11 Height of development - object to the fact that all three will sit either within or adjacent to the Council's Local View Framework 7 and they also object to the adverse impact that the tallest of the three will have on the strategic view from Greenwich Park - the General Wolfe statue to St Paul's Cathedral - and, on the strategic view from Blackheath Point. The tallest tower appears to obscure the view of St Paul's Cathedral as seen from Greenwich Park, the other two tall blocks lie within the wider viewing corridor from both locations. An acceptable argument for this has not been made. The documentation also clearly demonstrates the unfortunate cumulative effect the development will have in views out from the Maritime Greenwich World Heritage Site at river level - from the grounds of the Old Royal Naval College and from Greenwich Pier.
- 5.4.12 Housing mix - object to the fact that so few units will be capable of accommodating families (three-bed + units) given that the site does not suffer from the constraints usually applying to inner city development. More family housing is needed to make the development sustainable.
- 5.4.13 Affordable housing provision - consider that the proportion of overall affordable housing provision is too low.
- 5.4.14 Cultural Heritage - whilst the retention and re-use of the Olympia shed and other designated heritage assets is welcomed, in respect of the canal and the dry dock, it is regrettable that it has not been possible to recreate these features rather than giving them simply a visual recognition as areas of public open space.
- 5.4.15 Parks and open spaces - welcome the variety in the amount of open space being provided but believe that, in the areas surrounding the tall blocks in particular, there needs to be a clear distinction between space accessible to the general public and private amenity space.

- 5.4.16 Thames Path - regret that any meaningful link between Deptford Strand upstream of the development plot and the Thames Path in the adjoining borough at Millennium Quays is compromised. For a development of such size and prestige, it is regrettable that the developer is not being asked to pursue an alternative solution, possibly involving the creation of a floating pontoon as part of the S106 agreement.
- 5.4.17 Impact on existing infrastructure - the introduction of the mix of uses proposed will place an unacceptable burden on existing services such as utilities providers, water supplies and sewerage. A further concern is the impact of the additional traffic movement generated by the development and its effect on the major arterial route linking Greenwich and Deptford, and other subsidiary routes feeding into the area.
- 5.4.18 Over-development - continue to have a concern that too much development is being proposed, leading to a reliance on building to an excessive height. The form and outward appearance is totally at odds with the established pattern of development in the immediate vicinity.
- 5.4.19 Community initiatives - wholeheartedly support the Build the Lennox campaign and the restoration of Sayes Court Gardens, along with their extension northwards into the site, and the creation of the John Evelyn Centre as both representing an acknowledgement of the site's rich historic heritage.

The Friends of Greenwich Park

- 5.4.20 Remain dismayed that the towers should be so high, indeed even higher than the 2011 submission. They consider that they will dominate the view of the Deptford bend in the river from many locations in Greenwich Park. A much lower number of floors for all towers would be better in keeping with this historic waterfront, and with the general panorama of London seen from Greenwich.

Lewisham People Before Profit (LPBP)

- 5.4.21 LPBP make the following observations:

- State that the developer has not had talks with Lewisham College or any other building training project in Lewisham to start training local people with the skills the developer will need over the next 13 years.
- The proposals will only produce 8 per cent affordable housing. Affordable housing that reflects the fact that the average Lewisham wage of £24,400 per year is needed, not smaller units 'to fill a quota'.
- Housing units are being marketed at a starting price of £300,000 for a studio and the wider Lewisham community is not likely to see any benefit whatsoever from this. They consider that the Council should impose both a restriction on units sold abroad and restrict the number sold as buy-to-let investments in order to stop the local rental market from seeing mass rent increases and more local people being priced out of the Borough.
- The roof spaces should be used to generate low-cost green energy to benefit all local residents. They consider the proposed SELCHP connection to be 'demonstrably unfair and wrong' as it would use the energy created by local residents' waste to give low-cost energy for the 'super rich on this development'.

- Evelyn Street is currently deadlocked most of the time and the scale of units could undermine the entire local business community and cause health issues due to poor air quality and the scale of works, which have not been taken into account. Oxestalls Road is unsuitable as main access for lorries. LPBP propose Dragoon Road as the safest access and feel more effort should be put into using the river for material access rather than by road.
- The commercial units should be used to launch a new Green Business Hub for new start-ups or to boost the link with the wider Artistic Community. Consideration should also be given to the development of a long-term sustainable business community and not 'more Tesco Metro'.
- More must be done to reflect the area's marine and docks history, giving greater access to the river and for tourism. They support the idea of a link to Greenwich and the building of the Lennox as well as the idea of developing boat building repairs on site.
- The proposal the Council needs to enforce local jobs as part of planning consent and they do not believe that the scheme cannot afford to deliver 35% affordable housing.
- Plans for the listed warehouse are for a community space as a possibility but would not be sustainable and the responsibility to cover the ongoing running costs for such a proposal is questioned. LPBP consider that their proposal for a Green Energy Hub or even centre for the building of the Lennox would be sustainable long term and generate real advantages to the whole community.
- The site is highly contaminated and LPBP consider that there is no clear proposal as to how the site will be cleared (and by whom) to ensure water contamination does not take place and, further, are concerned that asbestos and other toxic particles would contaminate the air impact on the health of local residents.
- The cultural strategy is flawed as the development does not reflect the area's history including boat building. The Lennox would make a real link to the past and the future whilst a Green Energy or Artistic Hub or even further boat building and repairs can be demonstrated as present and viable.
- Community involvement has been very poor. Whilst residents have been constantly approached, their views and concerns have been consistently ignored.
- This is a wonderful opportunity to create a model sustainable development that the world could copy and admire, leaving the Mayor with a true legacy. Furthermore, they argue that their proposals would increase the demand for flats, thus boosting the profit the developers could make.

5.5 Statutory Consultees

English Heritage

- 5.5.1 English Heritage has made a number of comments on the current application and the various archaeological reports that have been provided. The main responses and recommendations are reported below:

Archaeology

- 5.5.2 Environmental Statement, Chapter 5 - the ramification of proposed areas of build for possible inclusion of semi-basements cannot be considered in detail until full reports have been reviewed. However it is recommended that the principle that some areas of the site could include semi-basements is supported.

Preservation by record is proposed for deemed local and regionally important archaeology. It would be appropriate that such deemed evidence is considered on its merits for preservation in situ.

- 5.5.3 Heritage Statement - the review includes consideration of the River Wall as a key element but not the Smithery, Officers Quarters or the Navy Treasurer's House. The recent archaeological fieldwork has identified Tudor remains extending to the north-western edge of the complex and this is not reflected on the plan. Section 6.2 of the Heritage Statement identifies the historic and archaeological considerations to be woven into the masterplan in respect of reuse, display, inspiration and remembrance while at the same time permitting the site's heritage to inform the character of the new development. It is recommended that this approach is followed through and fully reflected in the Design Guidelines.
- 5.5.4 Design Guidelines - Section 2.0.7 provides an overview to the treatment of the street, avenues, footpaths, cycle routes, squares, park and gardens with a list of eight points of principle to guide design. It is recommended that added to this should be consideration of using distinctive materials and design to reflect the Sayes Court area and a different palette for the dockyard area. The list of key heritage assets is presented but when consideration is given to specific areas of the site the historic starting point is often not considered. With the exception of the Basin and Double Dry Dock the consideration is focussed upon the Listed components and their setting that have to be accommodated. The Storehouse Scheduled Ancient Monument appears not to be an element used as a 'design springboard.' The eight overarching design principles listed in section 2.0.9 do not include a consideration of the history of the site as an objective. This would appear to be at odds with the expectation of heritage being a core element of the design approach alluded to in the Heritage Statement. In Section 3.5 the 'Evelyn Quarter' includes in the objectives the creation of a centre to display and interpret the Sayes Court building remains but this inclusion is not used as a design starting point to provide a distinctive character for this quarter.
- 5.5.5 Design and Access Statement - among the range of necessary considerations upon which any masterplan should be based, the recognition that it needs to include the aspiration of connecting with the site history and that this should be celebrated through the design layout of buildings and spaces is noted and supported. It would be helpful to identify the significant dockyard features proposed for removal so that their location and dimensions can be used to inform the next stage of the design process i.e. by them being reflected within the shape and location of the new buildings and spaces. Section 2.4.3.15 lists the below-ground archaeological constraints. This list does not appear to include the Georgian River Wall, Officers Quarters, Smithery, the Navy Treasurer's House or the Georgian Storehouse. It is recommended that serious consideration should be given to the retention of the sixteenth and seventeenth remains of the Navy Treasurer's House. The proposed use of the connecting canal between river and Basin is welcomed. It is unfortunate that at present the corners of building blocks P02 and P06 impinge upon the Basin space, with the block form of the development overriding the major historic element that makes sense of the Olympia building. It is recommended that the relationship between building blocks P02 and P06 and the Basin are considered further. The minimum proposed dimension and positioning of building block P01 just includes the Designated area of the Tudor Storehouse. However, the recent archaeological fieldwork has identified additional Tudor remains to the immediate west of the Designated area and in the area of proposed build. It is recommended that the relationship

between building block P01 and the Scheduled Ancient Monument are considered further.

- 5.5.6 The explanation of the masterplan process does not appear to include bringing forward the range of heritage assets, whether for retention or for excavation, that are worthy of reflection in the emerging design. It is recommended the memory of historic place needs reflecting more strongly in the emerging design.
- 5.5.7 The position and orientation of the Sayes Court sequence of building and associated space is lost within the proposed arrangement of roads and building blocks. Also the inclusion of a 'garden city' green strip along the centre of one of the routes in this area as the main landscape reflection of the John Evelyn legacy is, on its own, a disappointment. It is recommended that the configuration of building blocks P15 and P16 should be reconsidered given that the footprint of the Sayes Court building evidence is currently proposed to be partly within P18 [sic] and partly under the roadway. Reconfiguration of these two blocks would also enable the building to be associated with open space. This immediate area of the site should take the historic orientation as its lead.
- 5.5.8 In respect of the SARM document, it is recommended that the framework it represents is secured by condition. In addition to the SARM, it is additionally recommended that public realm considerations are addressed by a S106 agreement. This would include identification of the range of elements to best reflect the former historic environment within the site. It is recommended that if planning permission is to be granted that the historic environment interest be secured by appending a series of conditions.

Historic Buildings and Areas Advice

- 5.5.9 English Heritage recognises the significant economic benefits of bringing the Convoys Wharf site back into comprehensive use, and the wider cultural benefits that access and enhancement of the riverfront and heritage assets can bring. They welcome the positive design work undertaken in the Masterplan to better reflect and enhance the historic riverfront features, including the Double Dry Dock, Great Basin, Slips, and Riverwall. In addition they consider the landscaped pier to be an attractive feature of the scheme. English Heritage would expect detailed proposals to further develop this approach to the underlying history and to enhance the surviving historic elements.
- 5.5.10 They remain concerned that the overall scale of development is such that the opportunity to create a distinctive sense of place which responds to the outstanding historic legacy of the site has not been realised. In respect of the re-use and the setting of the Olympia Building, they consider that the proposals to better link the building to the Great Basin are positive, and that the revised orientation within the Masterplan provides greater flexibility of public space for potential uses. However they remain concerned that the proximity and massing of the feature buildings and 14 storey riverside block create a dominating scale around the listed building. This is accentuated by the close proximity of blocks P06 and P08. As the vision for Olympia Square is to be the heart of the community, with the Olympia Building at its centre, it is essential that this is a generous active and inviting space, making the most of its links to the river. The narrow glimpsed view fails to make the best opportunity of this prominent and centrally located heritage asset. English Heritage acknowledge that the extent of visual connection to the river has varied since the construction of the Olympic

Building however historically the current proposal would appear to represent the most restricted view.

- 5.5.11 In the event of the Council being minded to grant permission English Heritage they recommend that conditions securing a full condition survey and options appraisal identifying the significance of the component elements of the asset and its setting and informing its proposed use are imposed. They recommend that such work is tied into being completed at an early stage of the first phase and prior to the occupation of the residential units.
- 5.5.12 English Heritage also consider that the cumulative impact of the three tall buildings within the proposal is at odds with London Plan Policy 7.12D.A which states that panoramas should be managed so that development fits within the prevailing pattern of building and spaces and should avoid a canyon effect on strategically important landmarks. They are of the view that the impact of the three towers within the Blackheath Point and Greenwich Panoramic Views is dramatic and contributes towards a potential canyon effect. The accompanying Townscape Assessment assumes that the towers will have an elegant well-proportioned silhouette which will contribute beneficially to the skyline. As the proposal is in outline and only refers to parameters of height, mass and location to be undertaken in accordance with design guidelines they are concerned that this may not be achieved and are unconvinced by the visualisations. As such, in the event of the local authority being minded to grant outline planning permission English Heritage urge for further design assurances to be sought to ensure that the taller elements are elegant structures which minimise the impact within the affected panoramas and on the setting of the heritage assets. If the proposal is to include such tall elements it is critical that their quality of design is worthy of this historic and sensitive location.
- 5.5.13 English Heritage note that public realm works across the site will be critical in ensuring that the underlying history is legible. They consider the work within the Masterplan to be positive in this respect but would wish to see further development and design work of way-finding, interpretation and enhancement of specific features, including the River Wall, Double Dry Dock, works to boundary walls etc. They also suggest that further consideration be given to the design and associated landscaping of the school to reflect the location of the Sayes Court Garden and the proposed Sayes Court Interpretation Centre. As such, they would encourage consideration of how any developing design might better reflect this historic relationship.
- 5.5.14 English Heritage acknowledges the design work that has been undertaken but remain concerned that the overall scale of the scheme, including the tall buildings, will cause harm to the significance of designated and undesignated heritage assets. The extent of the outline planning permission is such that they consider further assurances are required to ensure that a scheme that reflects local character can be successfully delivered.
- 5.5.15 In the event of the Council being minded to grant outline permission they would recommend that consideration is given to ensuring that potential benefits of the scheme are delivered and that the design, materials, and appearance of the scheme reflect its local historic context.

Environment Agency

- 5.5.16 The FRA states that a further 500mm of raising above the proposed 5.7mAOD will be accommodated and the EA would expect details of how this would be achieved to be set at the reserved matters stage. Adjacent & nearby sites might not offer the same resistance to breach and the floor levels of more vulnerable accommodation should be set accordingly. Any detailed application should set floor levels based on the most relevant and up to date breach information available at the time.
- 5.5.17 They note that commercial uses have been proposed on development plot 22, which is located within the river channel, and classed as Flood Zone 3b. In accordance with tables 1, 2 and 3 of the Technical Guidance to the NPPF, such uses are not acceptable, and should not be permitted in this location.
- 5.5.18 The submitted flood risk assessment does not refer to the proposed new jetty. The EA continue to seek hydrodynamic modelling to understand what the impacts of altered river hydraulics would have on scour and deposition. Erosive action of the foreshore may undermine and/or expose the footings of the tidal flood defences and impact on the ecology of the foreshore and may require further mitigation if necessary.
- 5.5.19 Structures in the River Thames should be utilised for river dependent uses, in accordance with the Blue Ribbon Network Policies of the London Plan, particularly policy 7.28. They acknowledge that the proposed public open green space utilises existing structures in the River Thames. If the Council are satisfied that these proposed uses comply with London Plan policies, they would seek that additional enhancements to the structures are provided to maximise ecological benefit.
- 5.5.20 The EA maintain that a detailed engineering assessment of works to flood defences should be provided to ensure the right level of safety for the users of the development. The statutory flood defence level is 5.23m AOD and should be maintained throughout development. For a development of this size, they would recommend that flood defence is designed and raised to 2100 levels at time of construction.
- 5.5.21 They request confirmation of the distances between buildings and flood defences to ensure clear access for inspection and repair of the flood defences.
- 5.5.22 Appendix I of the FRA shows a typical outfall detail including a pump to overcome tidelocking, but the FRA describes attenuation of surface water on site until such time as it is able to discharge by gravity. The EA favour the latter approach. The EA welcome commitment of SUDs features to provide attenuation on site. The surface water drainage scheme should aim to achieve greenfield run-off rates.
- 5.5.23 They are unsure how the new tidal inlet would contribute to the nature conservation value of the site and would like a commitment from the developers that this new feature will be designed in such a way to improve habitat for the ecology of the area before they would recommend conditions.
- 5.5.24 The EA must be notified immediately of any incident likely to cause pollution. Waste from the development must be re-used, re-cycled or otherwise disposed of in accordance with Environmental Protection Act 1990 and in particular the Duty of Care. Details should be made available of where waste is going to be taken All

areas where waste is stored, handled or transferred shall be underlain by impervious hard-standing with dedicated drainage to foul sewer or sealed tank to prevent pollution of the water environment.

- 5.5.25 There is the potential for demolition waste to be contaminated and hazardous; therefore works site should register as a hazardous waste producer. Identifying a quarantine area is good practice for stockpiling of hazardous or suspected hazardous demolition wastes. The developer should prepare an Incident Management Plan.
- 5.5.26 The project should have one Site Waste Management Plan as a live document which must be updated through the course of the project.

Natural England

- 5.5.27 No objection. A condition is recommended to ensure the adequate protection of bats and the incorporation of enhanced green infrastructure is encouraged. The local planning authority should consider securing measures to enhance biodiversity.

Transport for London

- 5.5.28 In addition to the GLA Stage 1 response already outlined, TfL made separate more detailed comments. They concluded that further work was required in order to comply with the London Plan:

- Reconsideration of sites used to estimate the future trip generation of this site. TfL considers it is necessary to use more comparable TRAVL or TRICS sites or carry out bespoke surveys to identify suitable sites for comparison, particularly for business and residential uses.
- The CPMP should be further developed and its implementation and enforcement secured through a condition.
- Agreement with the Council to provide and fund a CPZ to reduce any overspill parking and protect buses.
- The funding of car club membership for residents for a period of at least 3 years, to be included within the S106 Heads of Terms.
- A contribution of £5.75m for bus service enhancements for 5 years, with additional funding of infrastructure for new stops and upgrade of 2 existing stops (costs to be agreed).
- The development of a River Boat Service Strategy, secured as a condition and £4.25m towards the provision of the river bus within the S106. This should be used to pump prime the service and/or encourage its use by residents, staff and visitors to the development.
- TfL requests clarification of the impact of the proposed road widening of New King Street on future footway capacity and pedestrian access.
- The conclusion of the land transfer agreement at the Council prior to determination of this application and a suitable Grampian condition to ensure delivery of the road improvements.
- The inclusion of funding of Legible London wayfinding within the S106 Heads of Terms.
- Commitment to monitor HGV movements periodically, strategy to be agreed.

- Further investigation into the use of the river for movement of materials during demolition and construction phases, particularly as the site is to include a wharf.
- Conditions/S106 provisions to ensure delivery of the new wharf.

5.6 Other Consultees

Thames Water

- 5.6.1 With regard to surface water drainage it is the responsibility of a developer to make proper provision for drainage to ground, water courses or a suitable sewer.
- 5.6.2 With the information provided, Thames Water has been unable to determine the waste water infrastructure needs of this application. The existing water supply infrastructure has insufficient capacity to meet the additional demands for the proposed development.
- 5.6.3 Should the Local Planning Authority look to approve the application ahead of further information being provided, Thames water have requested a series of conditions in order to control the impacts of the development.
- 5.6.4 Thames Water will require the points of connection to the public sewerage system as well as the anticipated flow (including flow calculation method) into any proposed connection point. This data can then be used to determine the impact of the proposed development on the existing sewer system.
- 5.6.5 In addition, the overall reduction in surface water flows should be provided. If the drainage strategy is not acceptable Thames Water will request that an impact study be undertaken.

Port of London Authority (PLA)

- 5.6.6 The proposed reduction in the physical extent of the wharf area is agreed, in principle, as is the proposed relocation of the wharf to the northern end of the site. As identified in the Marine Terminal Assessment, at least five metres of water would be available at the proposed jetty at all states of the tide and this is welcomed.
- 5.6.7 The PLA remains unconvinced by the conclusions reached in the Marine Terminal Assessment within Table 2.2 (Interim Use Scenario Analysis) and furthermore within the Paragraph 3.3 (Consultations), both in relation to the proposed volumes and the methodology employed. As such the PLA contends that this cannot provide an appropriate justification for the conclusion that Scenario 1 (use for Convoys construction) provides an 'active' use of the wharf.
- 5.6.8 The phasing and time period for the use of the wharf in connection with the construction activities should be clarified and a greater commitment should be made to utilising the river for the transport of construction materials to and waste materials from the site during this time, including greater volumes and types of materials than those specified in the report. This should be captured in any S106 agreement.
- 5.6.9 The PLA also notes that the proposed approach adopted within the report appears to be the use of the wharf for both construction activities and other cargo-handling uses (albeit initially on a temporary basis). There is no objection in principle to this however further information is required to demonstrate how these

arrangements would work in practice. If it is agreed, then it should be secured within the S106 agreement.

- 5.6.10 In addition to this a suitably worded clauses in the S106 agreement should ensure that the permanent wharf is provided and operational before phase 3 commences.
- 5.6.11 The shape and dimensions of the wharf are far from ideal. The PLA is concerned to ensure that all of the wharf is useable for cargo-handling operations, particularly if there is to be multi-occupation of the wharf – this issue is also relevant in relation to jetty design and location.
- 5.6.12 The PLA remains concerned that the quantum of floorspace to be provided may prejudice the viability of the wharf. In order to maintain viability, the layout of the wharf and its infrastructure should not be planned in the absence of any operator(s) and following consultation with the PLA.
- 5.6.13 Whilst acknowledging that the application is currently in outline, the location of the development parcels appears to be for determination. There appears to be little evidence to suggest that the likely juxtaposition at the boundaries of the wharf and the adjacent development parcels can be appropriately and successfully mitigated.
- 5.6.14 Reference is made in the Mayors Stage 1 report to the potential use of part of the wharf for a local charitable/educational historic project. Whilst the PLA is supportive in principle of such projects, the appropriateness of the use of the wharf part of the site is questioned. It is considered that the applicant should demonstrate that this project could not be located elsewhere on the site before further detailed consideration is given to the use of the wharf site and that it would not prejudice waterborne cargo handling operations.
- 5.6.15 Subject to the completion of a navigational safety risk assessment and the removal of the existing ro-ro infrastructure, the proposed location for the river bus pier is acceptable in principle. It is recommended that the provision of this facility during phase 1 is secured through a suitably worded clause in any S106 agreement.
- 5.6.16 It is noted that it is proposed for there to be 32,200m² of associated vessel moorings. The PLA would wish to have detailed discussions with the applicant about this element.
- 5.6.17 Two public access routes are shown running through the safeguarded wharf boundary. The suitability of the public access which runs through the centre of the site is questioned. This could have significant implications for cargo handling operations and as such should be removed from the plans.
- 5.6.18 Concerns remain about certain elements of the proposed development. These concerns principally relate to the form, nature, timing and use of this safeguarded wharf. This uncertainty results in a scheme which is contrary to planning policy and the PLA therefore must, at this time, object to this application. The PLA would be happy to provide further comments on the application following the receipt of further details and amendments to the scheme and to work with the applicant and the Council to find acceptable solutions to the issues it has raised.

London City Airport

- 5.6.19 The developer must provide to LCY a construction programme and methodology before work commences on-site to be approved by the airport with regard to safeguarding.
- 5.6.20 Any changes to the height or exact location of the development must be re-submitted to London City Airport for re-assessment given the proximity to the airfield. The developer is encouraged to consider the construction methodology as it is likely that for the tallest block (P02) at 158.95m AOD, the cranes required would significantly infringe safety limits and therefore would not be acceptable to the airport.

Metropolitan Police

- 5.6.21 A Secured by design planning condition is requested which is justified by crime data in the Evelyn ward.
- 5.6.22 It is also suggested that a CCTV and lighting strategy is developed with Lewisham council so that public space can be adequately monitored for public safety and security and that the infrastructure is fit for purpose and sufficiently future proofed.

Council for British Archaeology

- 5.6.23 The London and Middlesex Archaeological Society (LAMAS) Committee acts on behalf of the Council for British Archaeology (CBA) in commenting on Listed Building Applications within the Greater London area. They note that the Masterplan seems to try to address some of the heritage concerns previously raised. In this, it is only partially successful – mainly because the quantum of floor-space remains very much the same. Further changes are needed before LAMAS can consider a “balance” between the site’s heritage and its development potential. Currently, the proposed development of the site is considered to be at the cost of a proper historic appreciation, and is therefore unacceptable. They made detailed representations, the conclusions of which are set out below.
- Procedures – they question whether an Outline application should be considered for such a complex site.
 - Connectivity – to appreciate the scale of the Dockyard and the relationship between the component parts a specific and sensitive landscape and development strategy is needed.
 - The basin – this was the central feature of the Royal Dockyard. The Richard Rogers scheme made more of this feature than the current proposal, which would be harmful to the setting of the Listed Olympia Building.
 - Tall buildings – such structures questionable in this location and their use to “mark” the slipway, basin and double dock would be seriously detrimental to an understanding of these heritage assets and their settings.
- 5.6.24 In addition LAMAS consider that there are three detailed issues which require further consideration:
- The Working Wharf – conflicting aims remain un-resolved. To connect a landside working area with the wharf while allowing for pedestrian access along the River is complex and rarely well designed. LAMAS has proposed a solution (akin to Shad Thames) but a detailed plan is critical.

- Archaeology – a better and proper understanding of the overall archaeology of the site is required, including any further work needed because of changes in the new Masterplan. A detailed understanding of archaeological remains and their fragility is also needed, to inform the layout and the landscape proposals. The approach so far has been thorough but not necessarily comprehensive.
- Landscaping – the landscaping of spaces, docks and the pier need to be revised to give a better appreciation of the heritage assets and define routes between them. That would allow for an overall appreciation of the former Royal Dockyard and its historic importance, and a better relationship with the River.

5.6.25 LAMAS consider that the sheer scale of development militates against an acceptable scheme but, if the connectivity between heritage assets can be achieved together with properly landscaped areas around these historic sites, then an appreciation of the scale and features of the Tudor Dockyard might be possible and, if this framework of existing remains is used to inform the layout of the new development, there is a possibility that a sympathetic and appropriate scheme for the site might evolve.

5.6.26 However, the Committee does not consider that this Masterplan proposal is either sympathetic or appropriate as it would have a detrimental impact on designated and undesignated assets that go to make up a hugely important historic site.

5.6.27 They therefore urge the Local Planning Authority to either:

- a) Delay consideration until procedural matters can be discussed and resolved, or
- b) Defer the Application to allow for further consideration along the lines they have suggested, or
- c) Refuse Permission and Consent because of the impact upon the fabric and setting of this nationally important site and its individual heritage assets.

5.7 Consideration of Consultation Responses by the Mayor of London

5.7.1 A copy of all consultation responses received by the Council prior to 30 October 2013, i.e. when the Mayor of London decided to call-in the application and act as the local planning authority, have been provided to the GLA. Acting as local planning authority, the Mayor will need to take these representations into account when determining the application.

5.7.2 Since 30 October further letters of objection have been sent direct to the GLA and copied to the Council for information. These include letters from the National Trust, Todd Longstaffe-Gowan Landscape Design, the London Parks and Gardens Trust and the Garden History Society, the Naval Dockyards Society, the Council for British Archaeology, the World Monuments Fund, Dan Pearson Studio and Gardens Illustrated. The letters raise concerns about the present proposals, the incorporation of heritage assets and their setting and many express support for community projects, particularly the Sayes Court Garden proposals.

5.7.3 Copies of all consultation responses are available to Members.

6.0 POLICY CONTEXT

6.1 Introduction

6.1.1 Section 38 (6) of the Planning and Compulsory Purchase Act 2004 states that any determination under the planning acts must be made in accordance with the development plan unless material considerations indicate otherwise. The development plan for Lewisham comprises the Core Strategy, Development Plan Document (DPD) (adopted in June 2011), those saved policies in the adopted Lewisham UDP (July 2004) that have not been replaced by the Core Strategy and policies in the London Plan (July 2011) and Revised Early Minor Alterations (October 2013).

6.2 National Policy and Guidance

National Planning Policy Framework

6.2.1 The NPPF was published on 27th March 2012 and is a material consideration in the determination of planning applications. Annex 1 of the NPPF provides guidance on implementation of the NPPF. In summary this states that (paragraph 211) 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. As the NPPF is now more than 12 months old paragraph 215 comes into effect. This 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)".

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

National Planning Practice Guidance

6.2.3 In August 2013 the Government published draft National Planning Practice Guidance for consultation which closed in October. This complements the National Planning Policy Framework and provides advice on how to deliver its policies. As a consultation draft whilst the guidance is a material consideration, at this stage it has limited weight in determining applications.

6.2.4 Other relevant national guidance is:

By Design: Urban Design in the Planning System - Towards Better Practice (CABE/DETR 2000)

Safer Places: The Planning System and Crime Prevention (ODPM, April 2004)

Guidance on Tall Buildings (English Heritage/CABE, July 2007)

6.3 Strategic Policy

London Plan (July 2011) and Revised Early Minor Alterations (October 2013)

6.3.1 The London Plan policies relevant to this application are:

Policy 1.1 Delivering the strategic vision and objectives for London

Policy 2.9 Inner London
Policy 2.13 Opportunity areas (Deptford Creek/Greenwich Riverside)
Policy 2.14 Areas for regeneration
Policy 2.15 Town centres
Policy 3.1 Ensuring equal life chances for all
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
Policy 3.7 Large residential developments
Policy 3.8 Housing Choice
Policy 3.9 Mixed and balanced communities
Policy 3.10 Definition of affordable housing
Policy 3.11 Affordable housing targets
Policy 3.12 Negotiating affordable housing on individual private residential and mixed use schemes
Policy 3.13 Affordable housing thresholds
Policy 3.15 Coordination of housing development and investment
Policy 3.16 Protection and enhancement of social infrastructure
Policy 3.17 Health and social care facilities
Policy 3.18 Education facilities
Policy 4.1 Developing London's economy
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 5.1 Climate change mitigation
Policy 5.2 Minimising carbon dioxide emissions
Policy 5.3 Sustainable design and construction
Policy 5.5 Decentralised energy networks
Policy 5.6 Decentralised energy in development proposals
Policy 5.7 Renewable energy
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 5.15 Water use and supplies
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 6.5 Funding Crossrail and other strategically important transport infrastructure
Policy 6.9 Cycling
Policy 6.10 Walking
Policy 6.13 Parking
Policy 6.14 Freight
Policy 7.1 Building London's neighbourhoods and communities
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 7.9 Heritage-led regeneration
Policy 7.10 World Heritage Sites
Policy 7.11-7.12 London View Management Framework
Policy 7.13 Safety, security and resilience to emergency
Policy 7.14 Improving air quality
Policy 7.15 Reducing noise and enhancing soundscapes
Policy 7.18 Protecting local open space and addressing local deficiency
Policy 7.19 Biodiversity and access to nature
Policy 7.24-7.27 Blue Ribbon (including Safeguarded Wharves)
Policy 7.29 The River Thames
Policy 8.2 Planning obligations
Policy 8.3 Community infrastructure levy

6.3.2 In October 2013 the Mayor of London published Revised Early Minor Alterations to the London Plan and these are operative as formal alterations and form part of the development plan.

London Plan Best Practice Guidance and Supplementary Planning Documents

6.3.3 Of relevance are:

Draft Sustainable Design and Construction SPG (July 2013)
Shaping Neighbourhoods: Character and Context - draft (February 2013)
Use of planning obligations in the funding of Crossrail, and the Mayoral Community Infrastructure Levy (April 2013)
Shaping Neighbourhoods: Play and Informal Recreation (September 2012)

6.4 Local Policy Framework

Core Strategy

6.4.1 The Core Strategy was adopted by the Council on 29 June 2011. The Core Strategy, together with the London Plan and the saved policies of the Unitary Development Plan, is the borough's statutory development plan. The following lists the relevant strategic objectives, spatial policies and cross cutting policies from the Lewisham Core Strategy as they relate to this application:

Spatial Policy 1 - Lewisham Spatial Strategy
Spatial Policy 2 - Regeneration and Growth Areas
Core Strategy Policy 12 - Open space and environmental assets
Core Strategy Policy 14 - Sustainable movement and transport
Core Strategy Policy 15 - High quality design for Lewisham
Core Strategy Policy 18 - The location and design of tall buildings
Core Strategy Policy 19 - Provision and maintenance of community and recreational facilities
Strategic Site Allocation 1 - Requirements for strategic site allocations
Strategic Site Allocation 2 – Convoys Wharf

A copy of the Strategic Site Allocation is included as Appendix 2 to this report.

Unitary Development Plan (2004)

6.4.2 The saved policies of the UDP relevant to this application are:

STR URB 1 - The Built Environment
STR URB 4 - Regeneration Areas
URB 1 - Development Sites and Key Development Sites
URB 3 - Urban Design
HSG 4 - Residential Amenity
HSG 5 - Layout and Design of New Residential Development
LCE 1 - Location of New and Improved Leisure, Community and Education Facilities

Planning Obligations Supplementary Planning Document (January 2011)

6.4.3 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.

Emerging Plans

6.4.4 Paragraph 216 of the NPPF provides that, unless material considerations indicate otherwise, decision takers can also give weight to relevant policies in emerging plans according to:

- The stage of preparation of the emerging plan (the more advanced the preparation, the greater the weight that may be given);
- The extent to which there are unresolved objections to relevant policies (the less significant the unresolved objections, the greater the weight that may be given); and
- The degree of consistency of the relevant policies in the emerging plan to the policies in the NPPF, the greater the weight that may be given.

Development Management Local Plan (Submission Version)

6.4.5 The Development Management Local Plan – Submission Version, is a material planning consideration and is growing in weight. The plan was submitted to the Planning Inspectorate on 15 November 2013 and an Examination in Public is expected in late February 2014. Therefore, in accordance with the NPPF, the weight decision makers should accord the Submission Version should reflect the advice in the NPPF paragraph 216.

6.4.6 The following policies are considered to be relevant to this application:

DM Policy 1 Presumption in favour of sustainable development
DM Policy 9 Mixed use employment locations
DM Policy 30 Urban design and local character (General Principles, Detailed Design Issues)
DM Policy 32 Housing design, layout and space standards (Siting and layout of development, Internal standards)
DM Policy 35 Public realm
DM Policy 43 Art, culture and entertainment facilities

7.0 PLANNING CONSIDERATIONS

7.1 Procedural Matters

- 7.1.1 As noted in Section 1 above, in October 2013 the Mayor of London determined that he would be the local planning authority in this case. As a consequence this Council is not the determining authority but can make representations to the Mayor of London setting out those issues it considers a material to his decision. The Mayor is also required to give the Council an opportunity to make oral representations at a hearing before he determines the application.
- 7.1.2 Following the decision of the Mayor of London to act as local planning authority Officers have been attending meetings organised by the GLA with the applicant's team and relevant Officers from the GLA and TfL. Prior to this decision, and following a review of the application documents, Officers raised a number of issues with the applicant regarding the form and content of the application documents including the ES, the townscape and visual impact assessment and transport matters. The applicant provided a written response, explaining and seeking to justify the approach that had been adopted however Officers are of the opinion that these notes do not resolve the outstanding matters.
- 7.1.3 Whilst there has been some progress on other matters, at this stage it is not known if the scheme will be amended to accommodate changes proposed by the Council. This report therefore assesses the application on the basis of the submitted documents unless formal written amendments have been submitted.
- 7.1.4 Members will be advised at the Committee meeting if any amendments have been submitted.

7.2 Considerations

7.2.1 The main issues to be considered in respect of this application are:

- i) Principle of proposed development
- ii) Safeguarded wharf
- iii) Employment space
- iv) Retail
- v) Housing (including affordable housing)
- vi) Layout, Heritage, Scale and Massing, Design
- vii) Transport, access and movement
- viii) Energy and Sustainability
- ix) Other considerations
- x) Delivery
- xi) Planning obligations

7.3 Principle of Proposed Development

- 7.3.1 Convoys Wharf lies within the Deptford Creek/Greenwich Riverside Opportunity Area where Policy 2.13 of the London Plan 2011 states that 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. Policy 3.7 of the London Plan 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.

- 7.3.2 Lewisham's 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, amounting to an increase in population of around 24,600 over this period together with significant new business and other employment generating floorspace.
- 7.3.3 Within the defined Regeneration and Growth areas, Strategic Site Allocation 1 (SSA1) in the Core Strategy identifies a number of 'strategic sites' that are of such a scale and significance that individually and collectively they are considered central to the achievement of the spatial strategy for the borough and will act as catalysts for regeneration. The redevelopment of these strategic sites is expected to deliver a comprehensive range of regeneration outcomes in terms of new homes and jobs in the borough's most deprived areas. Collectively and through associated accessibility improvements (public transport, pedestrian and cycle), public realm improvements and infrastructure provision (physical, social and green), the strategic sites will transform the physical environment and achieve place-making objectives. In terms of the delivery of development on the strategic sites, Core Strategy Policy 4 states that proposals will need to be progressed in the context of a site-wide masterplan, with details of the approach set out in Policy SSA1. This states that the masterplan will need to 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. The policy also states that if an applicant submits an outline planning application then this should be accompanied by a full planning application for Phase 1. Whilst the current application is entirely in outline it is considered that where the proposed parameters for layout (approximate location of buildings, routes and open spaces), scale (upper and lower limit for the height, width and length of buildings) and access are sufficiently well defined an outline application may be acceptable. Officers consider that in this case the application material does achieve this objective and that an outline application is acceptable.
- 7.3.4 The masterplan for Convoys Wharf has been prepared in general accordance with the process set out in Policy SSA1, and been developed in consultation with the Council and other organisations. The analysis of the site and its context has been thorough and, in general, the proposed layout of the site is based on an appropriate understanding of the issues, constraints and opportunities of this part of the borough. Strategic Site Allocation 2 (SSA2) relates specifically to Convoys Wharf, identifying it as a major regeneration opportunity that will make a major contribution to meeting Deptford's need for new homes, employment opportunities and community facilities, as well as providing a new destination on the riverfront.
- 7.3.5 Policy SSA2 sets out a number of priorities that comprehensive redevelopment of the site is expected to deliver, as well as urban design principles that should be reflected in any masterplan for the site. Policy SSA2 notes that the site has the potential to create a mix of uses that both support the development of commercial activity in the area. This includes the opportunity for continued wharf and wharf-related activities as well as in the creative sector and also an opportunity to tackle deprivation in surrounding communities and contribute to the diversity of the local economy and local job opportunities. The site also offers the possibility of providing new links between the site and its surrounding neighbourhoods, of highlighting Deptford's rich naval history, the potential to open up a major part of

Lewisham's Thames frontage to the public and to provide a direct connection between Deptford High Street and the Thames. In the light of this policy context the principle of high-density mixed-use development of the site is supported, as demonstrated by the Council's previous resolution to grant planning permission for a similar scale of development on the site.

7.3.6 However whilst the current application accords with a number of the priorities and principles set out in SSA2, Officers have concerns regarding the development strategy for the site, as well as the interpretation and acknowledgement of the site's history in the masterplan. These issues have been raised with both Hutchison Whampoa and the GLA although to date there has been only limited progress in resolving them. In the circumstances whilst the principle of development in accordance with SSA2 is supported, there are certain aspects of the proposed development that are considered unacceptable in their current form. These are examined in more detail below.

7.4 Safeguarded Wharf

7.4.1 Approximately half of the Convoys Wharf site is currently designated as safeguarded wharf. The Marine Terminal Assessment submitted with the application notes that the site has good navigational characteristics, being adjacent to a deep river berth and having jetty structures into the river, and in its current configuration provides flexibility of operation. These characteristics mean that the wharf is potentially attractive to a wide range of cargoes. The site is however surrounded by residential development, and roads between the site and the Strategic Road Network are generally residential in character.

7.4.2 The current application proposes a reduction in the area of safeguarded wharf from 9.1 hectares to 2.3 hectares (plus a new jetty structure of 0.3 hectares) and also a reconfiguration of the boundary of the wharf from a regular shape occupying the majority of the riverfront to an irregular one located at the northern end of the site. In support of the proposed changes the Marine Terminal Assessment sets out the process and outcome of discussions with potential operators to assess interest in the wharf (as reconfigured) for a range of cargoes. The GLA has stated that it considers this process satisfies the criteria in paragraph 7.77 of the London Plan in terms of being a viable wharf and notwithstanding the quality and flexibility of the existing wharf, given the wider locational characteristics of the site as well as the interest expressed by operators for the alternative layout the principle of the reduction and reconfiguration of the wharf is acceptable. From the Council's perspective it has long argued the case for a reduction in the area of wharf on operational grounds as well as the wider regeneration opportunities that redevelopment of the site offers. Accordingly the proposed reduction in the area of the wharf is in principle supported. Its location on the northern side of the site, allowing for more direct vehicular access to the facility, is also supported.

7.4.3 Whilst supporting the reduction in the size of the wharf, the Council has also previously proposed controls on the nature of cargoes that can be handled to safeguard residential amenity for people living adjacent to and on the site. The Planning Statement submitted with the application states that the final uses(s) of the wharf have yet to be determined and will be subject to on-going discussions with potential operators and permanent operators. The Marine Terminal Assessment provides greater clarity noting that the most likely wharf operation is the importation of dry bulk goods, although it also notes that other cargoes may

be considered as long as their environmental impacts can be acceptably managed. In this regard the ES states that for the purposes of assessing environmental impacts, in particular noise, the worst-case scenario is a combination of an aggregates handling facility and a glass recycling plant. Given the uncertainty regarding the use of the wharf and proximity of residential properties (as well as public open space on and adjacent to the site) it is considered appropriate that conditions are imposed regarding the operation of the wharf. This should cover hours of operation and permitted cargoes, as well as measures identified as mitigation in the ES to safeguard the amenity of existing and future residents of the area.

- 7.4.4 In terms of the process and timing of reducing the area of the safeguarded wharf (for example progressive rollback with development, or a single re-drawing of the boundary and re-designation on grant of permission/commencement of development) the GLA has yet to set out how this would be done. In the circumstances it is appropriate that these procedural matters are clarified and a mechanism agreed before determination of the current outline application.

7.5 Employment Space

- 7.5.1 SSA2 in the Core Strategy states that as well as ensuring that that any new development does not interfere with the operation of the wharf or prejudice its future operation, residential buildings should provide an appropriate mix of non-residential uses at ground floor level and residential above. In addition redevelopment of the site should provide for a mix of uses including at least 20% of the built floorspace (excluding the safeguarded wharf area) for a mix of business space (B1(c), B2, B8). It also states that retail uses should serve local needs and anticipates a mix of restaurant, food and drink uses to serve the site and visitors.
- 7.5.2 The current application proposes up to 419,100m² of built floorspace including up to 321,000m² of residential space and as well as 15,500m² of employment (Class B1 and Live/work) space and 32,200m² of space associated with the wharf (Sui Generis & Class B2). Other employment generating uses include up to 5,810m² of retail (Classes A1 and A2) and 4,520m² of restaurant/cafe and pub/bar (Classes A3 & A4), and up to 27,070m² of hotel (Class C1). In addition up to 13,000m² is proposed for community use including a proposed Primary school (Class D1). Subject to what is said below at paragraph 7.5.5, the mix of uses is considered appropriate and the inclusion of a hotel on the site is welcomed as it would support activities on the site and in the local area.
- 7.5.3 In terms of the B1 floorspace, and depending on the energy strategy adopted, then this could be up to 15,500m² of space for B1 or live/work space. The Planning Statement states that it is intended that a range of employment floorspace will be provided comprising small offices, workshops, studios and live/work accommodation “aimed at attracting small and medium sized firms who are just starting up, or expanding their businesses”. This would be “designed to accommodate talent already living and/or working locally in a high quality and supportive working environment and thereby foster local economic activity”. ‘Creative Industries’, including the Technology, Media and Telecoms (TMT) sector would also be provided for “through flexible space suitable to be used as, for example but not exclusively, rehearsal space, stage-set and design, film making / video / production enterprises, workshops for glass making, ceramics, stone carving and woodworking, and also artists’ studios”. This is elaborated on in the

Cultural Strategy that sets out more specific proposals for the site. Delivering live/work space that meets occupier needs (and also does not lapse into purely residential space) and low cost, new build space for start up businesses is a challenge and therefore whilst these aspirations are supported their realisation is uncertain. In the circumstances it is appropriate that delivery of the commitments and range of projects set out in the Cultural Strategy are secured by reference to an Implementation Plan secured through a S106 obligation.

- 7.5.4 The overall floorspace allocated to business space (as specified in SSA2) amounts to a maximum of about 4% of the total floorspace but when other employment generating uses are included this increases to around 20% of the total. Whilst the balance of uses is not in accordance with Policy SSA2 it is considered that if implemented in accordance with the proposed mix of uses the development will contribute positively to employment opportunities and wider regeneration of the local area.
- 7.5.5 The Development Specification includes a floorspace schedule that sets out the maximum floor area to be permitted, by land use and on a plot-by-plot basis. This shows that on the majority of plots some non-residential floorspace is included as part of the development, but there is no specified minimum. The schedule also shows that the maximum floorspace is in almost every case also the maximum proposed residential floorspace for each plot. As a consequence, in the absence of a mechanism to deliver the non-residential floorspace there is the potential for this space to be reduced or omitted entirely from plots. The overall objective of delivering a mixed-use development providing a range of employment opportunities is a key aspect of policies in the Core Strategy. Therefore whilst it is unlikely that the scheme would be developed as solely residential (plus wharf) it is appropriate that a mechanism is put in place (by condition or S106 obligation) to secure the mixed-use nature of the development and maximise the non-residential space and employment opportunities. Subject to a mechanism being agreed to ensure a mix of uses is secured across the site then the overall mix of uses proposed is considered acceptable.
- 7.5.6 One potential employment generating use not currently part of the application is the construction on the site of a replica warship, The Lenox. This project is being promoted by a local group and proposes construction either in the Double Dry Dock or in the Olympia Warehouse, launching it into the Thames and eventually mooring the vessel in a restored former Great Basin in front of the Olympia Warehouse. The current application does not propose the reinstatement of the former Great Basin and construction of the ship on site may result in damage to below ground archaeological remains, however the project has the potential to provide employment opportunities as well as a visitor attraction and would be a direct and practical way of connecting the 21st century site with its past. The GLA has expressed the view that if the archaeological issues associated with remains beneath the Olympia Warehouse could be reasonably overcome there would be potential for community-led boat building within the Olympia building. However, they also acknowledge the issues associated with providing access to the Thames from the Olympia Warehouse and on balance are of the view that building the ship within a cradle on part of the safeguarded wharf would be the most realistic and practical means of launching The Lenox.
- 7.5.7 At this stage the GLA has requested from the applicant a briefing note setting out the archaeological risks and issues, and likely engineering challenges associated with building the Lenox within the Olympia building, and of providing a basin (or

other waterway) to allow for the Lenox to be launched into the Thames. This information is awaited and without a resolution of these issues Officers are of the view that as an important employment opportunity and with a clear link to the site's history the GLA should actively promote the incorporation of this project into scope of the current application.

7.6 Retail

7.6.1 The application proposes up to 5,810m² of retail (A1/A2) and 4,520m² of café/restaurant (A3/A4) floorspace to be provided on a phased basis across the site. A Retail Impact Assessment submitted with the application states that the retail uses are aimed at meeting the needs of the on-site population and people living and working in the immediate vicinity. It also notes that 'to a lesser extent' it is also designed to attract to the site visitors from further afield 'who will contribute to the vitality and viability of the overall regeneration scheme, and so help maximise the regenerative benefits for the wider Deptford area'. The report has been reviewed for the Council by independent retail specialists, Nathaniel Litchfield and Partners (NLP).

7.6.2 Convoys Wharf lies outside the existing town centre on Deptford High Street. Given the proximity of the High Street as well as other closer and more fragile shopping parades such as at Evelyn Street Triangle it is important that development at Convoys Wharf does not detract from or undermine the vitality and viability of existing centres. In this regard NLP recommend that the convenience goods element of the scheme is limited to a supermarket of no more than 800m² (gross retail floorspace) and that none of the other convenience goods retail units exceeds 300m² gross retail floorspace, with a combined maximum level of convenience goods floorspace on the site of 1,200m² gross. In terms of comparison goods retail floorspace the Retail Impact Assessment proposes that not more than 1,200m² gross is developed before 2019 and that a condition be imposed that no retailers represented on Deptford High Street be granted a lease during the first year after the first shop unit at Convoys Wharf is occupied. NLP advise that this condition should refer to Deptford Town Centre (rather than Deptford High Street) and that the period of time suggested within the condition should be extended to two years. In terms of A3/A4 uses, NLP advise that the condition proposed in the Retail Impact Assessment regarding the phasing of provision is appropriate but that a (minimum) time limit of two years before operators represented in Deptford Town Centre can be granted a lease.

7.6.3 The application also includes space for a market. Deptford Market is a key contributor to the vitality and viability of Deptford Town Centre and it is important that any market on Convoys Wharf does not impact adversely on this facility. To allow time for the market on the site to establish itself without drawing existing stallholders away from Deptford Market the applicant proposes a condition is imposed preventing existing stallholders on Deptford Market relocating to Convoys Wharf. NLP consider that this is appropriate but that this should be for a period of three years from first occupation of a stall on Convoys Wharf (rather than two) and that market stalls provided as part of 'meanwhile uses' on the site during construction are excluded in terms of the start date.

7.6.4 Subject to the different types of retail floorspace being controlled by conditions to ensure they do not adversely impact upon the vitality and viability of the nearby town centres, particularly Deptford Town Centre, the proposals in respect of retail floorspace are considered acceptable.

7.7 Housing

7.7.1 The application proposes up to 3,500 dwellings. This is in general accordance with Policy SSA2, however the policy also makes clear that delivery of that number of dwellings is subject to an acceptable site layout, scale and massing. The original 2002 application demonstrated that 3,500 dwellings could be accommodated on the site in an acceptable manner in terms of layout and massing of buildings. Given the serious reservations regarding the scale of some of the blocks proposed in the current application (see Section 7.8 below), however, Officers consider that support for the provision of 3,500 dwellings must, at this stage, be qualified.

7.7.2 In respect of the size and tenure mix Core Strategy Policy 1 states that developments will be expected to provide family housing (3+ bedrooms), and in the case of affordable housing 42% should be provided as family dwellings subject to locational criteria including the surrounding housing mix and density of population and the location of schools, shops, open space and other infrastructure requirements. The current application does not commit to a specific housing size mix, although the ES adopts an indicative mix with housing to be provided broadly in accordance with the following ranges:

Unit Size	Private	Affordable Rent*	Intermediate	Total
1 bed 2 person	1279 ¹ (40-45%) ²	34 (22-28%)	98 (22-28%)	1411 (35-35%)
2 bed 4 person	1250 (40-45%)	60 (42-48%)	272 (65-74%)	1582 (42-48%)
3 bed 6 person	357 (10-14%)	25 (15-22%)	24 (4-8%)	406 (10-14%)
4 bed 6-8 person	89 (2-4%)	12 (7-12%)	0	101 (2-4%)
Total	2975 85% of total	131 25% of affordable 4% of total	394 75% of affordable 11% of total	3500

* Various application documents refer to 'Social Rent' but the S106 Schedule refers to 'Affordable Rent'

¹ Environmental Statement

² Planning Statement

7.7.3 It is apparent from the indicative mix that the scheme is heavily skewed towards 1 and 2 bedroom units rather than larger (3+ bedroom) units and whilst there are some larger units, the provision of affordable units of this size is significantly below the target set out in Core Strategy Policy 1. In the light of the affordable housing issues outlined below it is appropriate that the final unit size mix is also kept under review.

Affordable Housing

7.7.4 The Council has a strategic target of 50% of homes being affordable from all sources, with the final provision subject to a financial viability assessment. To ensure a mixed tenure and promote mixed and balanced communities Core Strategy Policy 1 states that the affordable housing component should comprise

70% social rented and 30% intermediate housing, although it also notes that where a site falls within an area which has existing high concentrations of social rented housing the Council will seek to ensure that any affordable housing contribution is 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.

- 7.7.5 It is clear that the current application proposes a significantly lower proportion of affordable housing (15%) than the strategic target. In addition, the tenure mix is predominately intermediate tenure and overall the provision is predominately non-family sized accommodation. To support the proposed level of affordable housing the applicant has submitted a confidential financial appraisal of the scheme. They contend that even with affordable housing at 15%, given the construction and other costs of the development as well as implications of London Mayoral CIL the viability of the scheme falls far below the level at which a developer would normally wish to proceed. Accordingly, increasing the level of affordable housing would simply reduce further the already low return on the development.
- 7.7.6 The Council has had the financial appraisal reviewed by independent specialists, Lambert Smith Hampton, who have raised a number of questions regarding the appraisal. Given these points it is considered that the GLA should undertake its own analysis to satisfy itself that the appraisal is robust. This includes testing the land value assumptions in the appraisal given the introduction of the Mayoral CIL, establishing whether current market evidence has been used to set sales revenues, and considering the effect of applying reasonable growth assumptions in line with RICS guidance. From the Council's analysis it is considered that there are a number of items in the appraisal that should be adjusted and that with reasonable growth assumptions these could allow for affordable housing (and other contributions meeting the tests set out in the Community Infrastructure Levy (CIL) Regulations 2010) to be increased from the applicant's current proposals.
- 7.7.7 Core Strategy Policy 1 also requires that all new housing is built to Lifetime Homes standards and that 10% of all housing is to be wheelchair accessible or easily adapted for those using a wheelchair in accordance with London Plan policy. The applicant has confirmed that these standards will be delivered and this should be secured by condition.

Residential Amenity

- 7.7.8 The Planning Statement states that in developing the proposals regard has been had to the Mayor of London's Housing Supplementary Planning Guidance (Nov 2012). This sets out minimum standards on a range of topics including dwelling sizes and provision of private amenity space for residents. Given the high density of the development and in the vicinity and available public open space it is particularly important that these standards are achieved or exceeded. These should be secured by condition. In addition, the provision of public open space and play space in accordance with the Mayor of London's Play and Informal Recreation SPG (2012) should be secured.
- 7.7.9 In terms of off-site impacts of the development, the ES considers daylight and sunlight to adjoining properties. Officers have raised particular concerns regarding the method of assessment and potential impact of taller blocks within the site, however. In particular the assessment based on the Illustrative Masterplan has not assessed the worst case allowable under the parameter plans and this is

considered to be a topic where further information should be sought under Regulation 22 of the EIA Regulations in order to complete the ES in accordance with the requirements of the EIA Regulations. The GLA has indicated that it is satisfied with the general method of assessment and that the applicant proposes to fully assess impacts on sunlight at reserved matters stage once the detail of the building form and materials are known. Although the GLA acknowledges that the daylight impact assessment does not consider a 'worst case scenario' (i.e. where parameters would be built out to their maximum extent) but is content that using the illustrative masterplan as the benchmark for the applicant's daylight assessment is reasonable and sufficient in this case. In terms of whether taller buildings behind/to the side of the assessed interfaces would contribute to an additional impact, the GLA has requested clarification although noted where there is no additional impact, this point need not be included within an ES addendum. At the time of preparing this report no clarification has been received on the point sought by the GLA. Whilst it remains a matter for the GLA to satisfy itself that the information provided within the ES/ES Addendum is sufficient to comply with the EIA Regulations, Officers remain concerned that daylight/sunlight impacts have not been properly assessed.

7.8 Layout, Heritage, Scale and Massing, Design

Layout

7.8.1 The application is submitted in outline with all matters other than access reserved for later submission and approval. The accompanying Development Specification fixes elements of the scheme for the purposes of defining the scope of the outline planning application and for assessment under the EIA Regulations. In addition to the floorspace schedule (which specifies the land use mix and maximum quantum of floorspace including maximum number of residential units and floorspace by use and Plot) a series of Parameter Plans describe and define the overall layout of the site and the form of development, specifically:

- the dimensions, shape and massing of development plots (including limits of horizontal and vertical deviation)
- the siting and massing of three towers on the site
- the proposed site levels
- the primary and secondary access and egress points to and from the site
- the primary vehicular, pedestrian and cycle routes through the site
- the principal areas of public open space
- the location and form of car parking across the site
- the phasing of the development

7.8.2 The Development Specification also establishes the principle of the retention and restoration of the listed Olympia Building, and its potential use for cultural/leisure/arts based space and supporting retail and employment uses. Together, the Development Specification and Parameter Plans provide the framework within which details of the scheme will be progressed at reserved matters stage. These have been interpreted and reflected in an Illustrative Masterplan that shows how the scheme could be built out. The Illustrative Masterplan has not been submitted for approval, although it has been used for environmental impact assessment purposes. Design Guidelines have also been prepared and submitted for approval and set out in detail the design approach for the development of buildings, routes and spaces across the site.

7.8.3 Key objectives of Core Strategy Policy SSA2 include the continuation of the main access route north/south of Deptford High Street/New King Street to the Thames frontage and extension of the Thames Path along the river front or as near as practicable given the protected wharf area. In addition it states that development should provide on-site open space (public and private) including a mix of green and hard landscaping (including sustainable urban drainage systems) that add to and maximise the value of adjacent open space, including potentially a public open space between Olympia Warehouse and the Thames frontage. The layout of the site, and routes defined by the development plots within the site, provide links to the riverfront as well as to adjoining open spaces including the existing Sayes Court Gardens, Upper Pepys Park and Twinkle Park. The layout also incorporates a riverfront route allowing the continuation of the Thames Path through the site as well as on-site open space around the Olympia Warehouse, in the location of the former Double Dry Dock and Slipway, and connecting Olympia Warehouse with Sayes Court Gardens. The overall layout of the site therefore achieves a number of the objectives set out in the Core Strategy. It is considered that in a number of key locations, however, the layout fails to respond appropriately or in a meaningful way to the heritage assets on the site.

Heritage

7.8.4 The Convoys Wharf site is of national importance with a long and significant history. Founded as a royal dockyard by Henry VIII in 1513, the majority of the site was a working shipyard up to the mid/late 19th century. This active, industrial heritage has left a wealth of archaeological remains across the site but also resulted in the layout changing and adapting to the expediencies of dockyard operations at particular times. In addition, a combination of WWII bomb damage and 20th century construction work has damaged or destroyed a number of the historic features of the site. Therefore whilst historic maps provide a useful record of the changing layout and character of the site, there is no one date or layout that can be regarded as ultimately definitive in terms of the informing the future layout of the site.

7.8.5 The above ground reminders of this past are limited to the Grade II listed Olympia Warehouse and sections of the perimeter wall and gate posts (and recently listed river wall). Extensive excavations carried out in 2010/11 by Hutchison Whampoa and overseen by English Heritage have however revealed the extent of below ground archaeological remains of the shipyard including remnants of the Tudor Storehouse (a Scheduled Ancient Monument), granite-lined double dry dock, wooden slipways, mast pond, and the basin in front of the Olympia Warehouse. In addition the location of John Evelyn's House was rediscovered although there are no remnants of his gardens. Off site to the east is the Grade II* listed Master Shipwright's House and to the north Grade II listed buildings that formed part of the victualing yard, with the mast pond straddling the site boundary and extending into Upper Pepys Park.

7.8.6 The application documents, including the Heritage Statement and Design and Access Statement, demonstrate that significant research work has been undertaken to explore the potential of the heritage assets on the site. Policy SSA2 in the Core Strategy states that an objective of any development is to protect and restore the Olympia Warehouse and protect the principal archaeological features of the site including Double Dry Dock, John Evelyn House and Tudor Store House, incorporating them into the layout and delivery of the Masterplan in a positive way as well as setting out a strategy for the protection

and/or incorporation of other features of historic interest and importance. Respecting and reflecting key elements of the heritage assets on the site is therefore fundamental and, in general, has informed the current masterplan.

- 7.8.7 However, whilst the approach is generally successful there are parts of the site where historic connections and layouts have been lost or ignored (such as the Officers Quarters) and more detailed aspects of the proposed layout fail to respect the underlying heritage assets or the location and setting of key buildings. English Heritage and Officers have raised specific concerns regarding the setting of the Olympia Building and its relationship with the river, the setting of the former Master Shipwrights House and the response to the site of John Evelyn's House and link with the associated gardens. These issues and concerns about the general response of the scheme to the site's history have also been expressed by LAMAS, the CBA and the Naval Dockyards Society and interest in the site has been expressed by the World Monuments Fund and National Trust. English Heritage has also noted that the location of significant dockyard features such as the Officers Quarters, Smithery and Navy Treasurer's House should be properly acknowledged and recorded so that their location and dimensions can be used to inform the next stage of the design process and reflected within the shape and location of new buildings and spaces.
- 7.8.8 The Olympia Building with its distinctive roofline has the potential to be an iconic feature within the development and provides a tangible link with the site's past use as a dockyard. The masterplan acknowledges this and places the building at the centre of a new public space. This approach is supported, as is the decision to set out the grid in contrast to the Olympia Building orientation. However, the masterplan and associated massing strategy compromises this space and if built to the maximum heights shown on the parameter plans then the buildings north and south would be in danger of encroaching onto the valuable setting of the Olympia Warehouse and likely to overwhelm rather than frame the building in many views. The GLA has recently considered this issue and concluded that the massing is acceptable however Officers remain of the view that given the importance of this building and its setting the general height should be a maximum of ten storeys and that feature buildings, which often appear at the lower edges of the roof of the Olympia Building, should be reduced proportionately to the mid-rise blocks.
- 7.8.9 Views of the Olympia Warehouse from the river (and its relationship back to the river) are particularly important, with the double arched elevation having a frontage of over 70 metres. In the proposed layout, the distance between the north face of Plot 02 and south face of Plot 03 is approximately 30 metres with the effect that this confines the view from the riverside back towards the Olympia Warehouse. When viewed from the river it is the long façade of Plot 02 that is likely to dominate this view, and the siting and height of Plots P02 and P03 are in danger of obscuring rather than framing this important view and giving prominence to the Olympia Building facade. The GLA has recently considered this issue and concluded that the siting and height of Plots 02 and 03 is acceptable however Officers remain of the view that it is important to safeguard this visual connection by amending these plots.
- 7.8.10 In respect of the Master Shipwrights House, located adjacent to the Double Dry Dock, it is considered that buildings on Convoys Wharf should respect this historic context and the scale of buildings should be reduced to a maximum five storeys (with three storey 'shoulder' height for setbacks) on the western side of the

Double Dry Dock. The GLA has requested the applicant to accommodate this change however a formal response has not been received. Accordingly Officers remain of the view that the parameter plans should be amended prior to any approval.

- 7.8.11 In summary, to address these concerns it is considered that there need to be a number of limited but specific adjustments to the Parameter Plans:
- P01 – reduction in maximum height of the eastern building and reconsideration of the massing parameters to provide a lower scale of buildings and more sympathetic setting for the adjacent Master Shipwrights' Palace.
 - P02 and P03 – amendment of the footprint and positioning of the buildings to achieve a fuller view and appreciation of Olympia Warehouse from the riverside.
 - P03 – reduction in maximum height parameter to 10 storeys to improve the setting of the Olympia Warehouse building.
 - P06 and P08 – reduction in maximum height of buildings adjacent to the Olympia Warehouse to 10 storeys to improve its setting.
- 7.8.12 Another area where the layout of the Plots fails to adequately reflect the history of the site relates to the site of John Evelyn's House, which lies at an angle to the regular street pattern set up by the masterplan. Rather than adapt this grid to respond positively to the remains of the house, the building line of Plot 16 is deflected to take in the site of the house and as a consequence it is neither part of the building nor part of the public realm. This appears an artificial and forced solution rather than allowing the building line of the Plot to take in (or omit) the entirety of footprint of the former building and thereby leaving the final resolution to the detailed design of this building at reserved matters stage. Linked to this, and of equal concern, is that the positioning of the Plots and routes between them fails to connect the house to the former garden area in any meaningful way. Again, historic patterns of development appear to have been sacrificed to the strict grid layout of the masterplan. Redefining (or possibly combining) these Plots with accompanying design guidance that picks up on the historic layout and connections could appropriately address this concern without compromising the overall masterplan.
- 7.8.13 The 'Sayes Court Garden Group', working with the National Trust and others, is proposing that the site's historic association with John Evelyn is explicitly acknowledged in the layout of the site and that there is an active recognition of his work. This could be achieved by extending the existing Sayes Court Gardens into the site and the reconfiguration of buildings around the former site of John Evelyn's house to provide an educational and research complex. The site layout proposed in the application documents includes an area of open space/gardens extending from the existing Sayes Court Gardens towards the Olympia Warehouse however this alignment has no historical reference and fails to connect with the site of John Evelyn's House.
- 7.8.14 The GLA has recently identified this as an area where amendment to the site layout should be explored, although they have not specifically identified the importance of a green link between the existing Sayes Court Gardens and the site of John Evelyn's House. This element is the underlying principle of the Sayes Court Gardens proposals and Officers consider this green link to be of fundamental importance. No amendments have yet been submitted by the applicant. The 'Sayes Court Garden Group' (and 'Build The Lenox' Group) have

been active in developing their proposals and whilst Hutchison Whampoa have met with them no changes have been made to the application to reflect or accommodate the proposals, nor have they provided a reasoned explanation as to why the proposals could not be incorporated into the development. Given the fixes that would be established with an outline permission in terms of site layout, building footprints and land uses these are not matters that could be left to be dealt with at reserved matters stage. In the circumstances Officers are of the view that adaptations of the masterplan can and should be made to accommodate proposals to establish a green link between Sayes Court Gardens and the site of John Evelyn's House and associated gardens, and incorporate a dedicated space to allow for the building of a replica ship on the site as a tangible link to its former use.

Scale and Massing

- 7.8.15 Policy SSA2 in the Core Strategy states that development of the site should vary the design, density and height of buildings to provide a range of environments and streetscapes. The appropriateness of the site for high-rise development is acknowledged in the Core Strategy and reflected in the Council's resolution to grant planning permission in 2005 for a scheme delivering approximately the same quantum of development and incorporating three tall buildings. The parameter plans submitted with the current application include minimum and maximum building heights and footprints across the site and show a range of building heights across the site, rising from the edge of the site towards the centre and with three towers. Building heights are typically 4-5 storeys at the edge of the site (for example where the new development has an external street frontage such as onto Watergate Street, or adjoins existing properties such as those in Dacca Street) with 'mid-rise' buildings typically 8-12 storeys forming the majority of buildings within the Plots and 'feature buildings' 14-16 storeys in height in selected locations (for example on the main axis from New King Street and Grove Street entrances to the site as well as on Plots adjacent to Olympia Warehouse). Two of the three tall buildings (up to 38-40 storeys in height) are located on routes leading to the river and at the head of open spaces formed by the double dry dock and a former slipway. The third, and tallest building (up to 50 storeys) is located on the river and roughly in the mid point of the river frontage of the site.
- 7.8.16 The Core Strategy also states that development must protect the strategic view of St. Paul's Cathedral that crosses the site, and must take account of the wider panorama from Greenwich and the setting of the Maritime Greenwich World Heritage Site. The applicant has undertaken an assessment of the impact of the development in accordance with London Plan policies 7.11 and 7.12 and the London View Management Framework and the three towers lie outside the strategic viewing corridor. The development as a whole, and the tall buildings in particular, will be highly visible in views from locations such as Greenwich and Blackheath as well as in local and middle distance views from within Lewisham adjoining boroughs and in cross-river views. Given the existing relatively low scale nature of buildings on the site (and clearance of a number of warehouse buildings which has opened up views into the site) the scale of development proposed will result in a significant change to the townscape and have a significant effect on views.
- 7.8.17 The Townscape and Visual Impact Assessment in the ES concludes that "assuming that a high quality of architectural design, integrated with a network of open spaces and public realm, is achieved through adherence to the specified

outline massing parameters and adoption of the commitments in the Design Guidelines CW04, the predicted effects on landscape, townscape and visual amenity would be significant and entirely beneficial.” Whilst Officers do not agree with the conclusion in the ES that the impacts will be ‘entirely beneficial’, on the majority of plots the height of the proposed buildings is not, of itself, considered to be ground for objection. However the massing shown in the Illustrative Masterplan is considered to be overbearing in a number of locations and views.

- 7.8.18 Whilst it is appropriate that there is some flexibility to allow for designs to evolve and be refined, there are a number of locations where it is considered that building heights are unacceptable, particularly adjacent to heritage assets such as Olympia Warehouse and the Master Shipwright’s House. In terms of the massing of the buildings across the site it is relevant to note that the building dimensions proposed by the parameter plans could, if built to their maximum, accommodate around 20% more floorspace than is being applied for. As a consequence there is flexibility within the overall building envelope to reduce building heights without reducing the quantum of development or number of residential units across the site. Given the proposed maximum building dimensions, it is considered that reducing the height of selected buildings to address urban design and heritage concerns could be achieved without impacting on the achievement of the quantum of development and number of residential units being applied for.
- 7.8.19 A related concern is that whilst the overall quantum of development is currently fixed by the schedule of accommodation if the building height parameters are approved as submitted then there would be little or no scope to prevent buildings being built to their maximum height at reserved matters stage. In addition, having approved the principle of a larger building mass than that required to deliver the currently proposed floorspace/number of residential units, there would be little or no scope to refuse future applications to increase the quantum of development on the grounds of scale as the principle of the larger building mass will have been agreed. The applicant and GLA have suggested that the local planning authority has sufficient powers to control building heights at reserved matters stage i.e. by refusing applications on urban design grounds however given the issues outlined above it is considered that acceptable building heights need to be fixed at the outline application stage rather than being left to reserved matters stage.
- 7.8.20 In the circumstances, accommodating the proposed reduction in heights at outline application stage would achieve the objectives set out in Policy SSA2 of the Core Strategy without reducing the overall quantum of development that has been applied for.

Design

- 7.8.21 The application is submitted in outline with ‘appearance’ being reserved for latter approval. Subject to addressing the particular concerns identified above regarding massing then the acceptability or otherwise of the development will be largely dependent on the detailed design of the individual buildings. To inform and guide the detailed design of the development the applicant has submitted a Design Guidelines document. The Planning Statement explains that the guidelines are not intended to rigorously enforce a particular working method or design solution but rather to establish ground rules, and flexibility for innovation and imagination within the overall structure set by the masterplan. Officers consider however that the document is in effect a codebook describing all building elements and as a document for approval at this outline stage both Officers and

the independent Convoys Wharf Design Panel consider it is prepared to a level of prescription that limits the opportunity for the design of individual buildings to emerge and evolve. Whilst amendments to the Design Guidelines could be submitted for approval during the construction period there would be no requirement on the applicant to do so. Given the likely timescales for build out of the development, rather than fix the process and outputs at outline stage it is considered that there should be greater flexibility to allow the design to respond to circumstances and context as they emerge.

- 7.8.22 The application includes a number of tall buildings, including three towers. Officers and the Design Panel consider that the illustrative design for the tallest buildings is monolithic and that together the parameter plans and Design Guidelines militate against alternative design solutions that could create a more appropriate or varied built form. More generally whilst the maximum and minimum building dimensions in the parameter plans provide the opportunity for some variety to emerge in the built form, it is considered that the scope to reflect a local aesthetic or historic-based response is constrained by the Design Guidelines. A related issue is that when the 3-dimensional Illustrative Masterplan (produced for environmental impact assessment purposes) is read with the Design Guidelines this becomes the default scheme for reserved matters applications.
- 7.8.23 It is considered that design guidance in the application documents should be primarily about capturing the vision, key features and design principles for the different character areas and in providing guidance on how the land uses might evolve including the incorporation of a programme of 'meanwhile' uses. This would enable the development to achieve spontaneity of form through a dynamic process of design development rather than prescription, and formula. To address these concerns the Design Guidelines should also acknowledge that each plot will be formed of a finer grain of building, and offer different architectural responses from different architects. This would then translate into a finer grain of building and plot and is more likely to result in a finer grain of activity at the ground floor as well as a varied townscape. Without this there is a risk of conformity rather than the opportunity for diversity achieved through a looser set of guiding principles. In the circumstances it is considered that the Design Guidelines should either be significantly streamlined to identify what is essential (mandatory) in terms of providing guidance for reserved matters applications, or that they become 'for information' only.

7.9 Transport, Access and Movement

Introduction

- 7.9.1 The application proposes that the principal vehicular access is via New King Street at its junction with Prince Street (as at present), and the former access point on Grove Street at its junction with Leeway (currently closed). Secondary vehicular access is proposed from Watergate Street. In addition to these vehicle routes, pedestrian and cycle access to/from the site would also be possible from Sayes Court Gardens and, subject to access controls as it crosses the operational wharf, from Deptford Strand along the riverfront and from Upper Pepys Park.
- 7.9.2 Access from Grove Street would be two-way (including vehicles serving the wharf) with the access from New King Street being exit only (south bound) other than for cyclists. It is proposed that a new or diverted bus service would be routed through the site, initially via Prince Street but subject to land on the west side of New King

Street (in freehold ownership of LB Lewisham) becoming available then two-way operation for buses could be achieved. Car/van access and lorry access (other than serving the wharf) would be via Prince Street.

- 7.9.3 The application proposes the construction of a new pier to serve existing or new river bus services. Up to 1,540 residential parking spaces (a ratio of 0.44 spaces per dwelling with 10% for disabled) would be provided principally in decked parking within development plots, plus 300 parking spaces for non-residential uses. Limited on street parking would also be provided.

Access Strategy

- 7.9.4 Vehicular access points to the site are constrained by adjoining development and the use of the New King Street/Prince Street and Grove Street/Leeway as the principal access points for all modes of road transport is appropriate. It is not proposed to reopen the Evelyn Street/Dragoon Road junction to vehicles and the routing of vehicles beyond the site to/from Evelyn Street would either be via Grove Street/Oxestalls Road (ingress and egress) or Prince Street (ingress) and New King Street (egress). The New King Street access is also highly likely to be the principal pedestrian access route, connecting with Deptford High Street and Deptford Station to the south.
- 7.9.5 The Transport Assessment seeks to demonstrate that the site could be served by New King Street in its current form but with existing on street parking removed however the Transport Assessment also acknowledges that within available highway land there is limited scope for enhancements. Without widening New King Street would also not be able to accommodate two-way bus movements resulting in a longer journey for buses travelling westbound through the site (i.e. via the Abinger Grove/Prince Street junction and then Prince Street) and potential confusion for passengers using a split route. Given that New King Street will be one of the key pedestrian and cycle access routes to/from the site it is considered that more comprehensive improvements to New King Street are necessary to both enhance the route as well as facilitate improved public transport access. In addition, without comprehensive improvements, the operation of New King Street would be compromised for existing residents and businesses. The applicants have indicated that subject to LB Lewisham making the land available then they would be willing to make a capped financial contribution towards these works. This would provide a 5m wide pedestrian footway on the western side of New King Street and widening of the carriageway to permit northbound bus working. The works would also include traffic signals on Evelyn Street at the new King Street/Deptford High Street/Watergate Street junction with an all-red pedestrian stage allowing for much improved crossing of this busy junction. The timing and detailed scope of these works needs to be agreed, as does the principle and costs of including land owned by the Council (leased to Lewisham Homes) to permit these works. Given the likely timescales for the submission and approval of reserved matters and discharge of pre-commencement conditions, as well as implementation and first occupation of the development it is considered that there is sufficient time to progress and agree these matters in advance of bus services being routed through the development. The widening of New King Street and associated junction works are considered to be essential elements of the site access strategy and should be secured through the S106 agreement.

- 7.9.6 Pedestrian and cycle access to and through the site includes from Sayes Court Gardens and along the Thames Path, which will continue from Deptford Strand along the riverfront through Convoys Wharf to Watergate Street. Subject to appropriate mechanisms to ensure pedestrian safety through the wharf the pedestrian and cycle access strategy is supported.
- 7.9.7 Public transport accessibility to the site is currently low and improvements to accessibility are required both to provide a feasible alternative to using private vehicles and to support the proposed density of development. The proposals include the new/diverted bus route through the site plus provision of new river bus pier to serve existing or new services. The applicant proposes a capped financial contribution to bus services that has been accepted by Transport for London plus a capped contribution to the cost of providing the new pier and financial support for the river bus service. Subject to the financial contributions being secured through the S106 agreement and the capital cost of the new pier not being capped (or taking funds from the river bus service contribution) then these measures are supported.

Mode Share, Trip Generation and Highway Impacts

- 7.9.8 The Transport Assessment is based on a number of assumptions about likely mode share as well as trip generation from the various uses on the site. In terms of different transport modes used by residents and business space on the site the following has been used:

Mode	2013 TA	
	Residents	Business*
Driving Car/Van	16%	25%
Car/Van Passenger	1%	3%
Bus, Minibus, Coach	24%	22%
Underground/Overground	16%	7%
DLR	8%	3%
Train	12%	15%
River Bus	10%	5%
Motorcycle, Scooter, Moped	1%	1%
Taxi Mincab	1%	2%
Bicycle	4%	3%
Foot	7%	14%

* different assumptions apply to school (staff and students), retail (A1-A5), wharf, cultural and hotel uses.

- 7.9.9 Subject to appropriate Travel Plan measures to promote non-car modes of transport then this assumed split is accepted. In terms of impacts on the local highway network and public transport services the Transport Assessment predicts the following peak hour movements:

Mode	AM Peak (08.00-09.00)			PM Peak (18.00-19.00)		
	IN	OUT	TWO-WAY	IN	OUT	TWO-WAY
Driving Car/Van	189	325	514	244	182	426
Car/Van Passenger	66	45	111	42	36	78
Bus, Minibus, Coach	274	487	761	391	279	670
Underground/Overground	129	322	451	258	176	434
DLR	55	151	206	113	72	185

Train	129	258	387	207	156	363
River Bus	74	195	269	157	107	264
Motorcycle	8	18	26	17	12	29
Taxi Mincab	18	30	48	28	24	52
Bicycle	37	76	113	60	39	99
Foot	719	408	1127	402	364	766

- 7.9.10 Given the scale of development and predicted vehicular movement to/from the site there will be a significant increase in traffic, both vehicular and non vehicular, on the local highway network and modelling of key junctions by the applicant has highlighted potentially significant and unresolved capacity issues. These would be exacerbated if the London Mayor's Cycle Superhighway scheme on Evelyn Street is implemented as this will reduce capacity and could therefore potentially jeopardise the implementation of the works at the New King Street/Deptford High Street junction considered necessary to facilitate pedestrian access to/from the site and Deptford High Street.
- 7.9.11 The Transport Assessment includes modelling work that seeks to demonstrate that the local highway network could accommodate the development traffic however it is considered that there is an understatement of the impact of the development. TfL also expressed this concern in the GLA's Stage 1 response in July 2013, when they requested further trip generation assessment together with area-wide VISSIM modelling of the Evelyn Street corridor and the Deptford Bridge/Deptford Church Street junction. This work was considered necessary to enable further understanding of the interaction of the scheme with the Strategic Road Network (Evelyn Street) and the TfL Road Network (A2/New Cross Road), to test options to reduce the impact of the development and to clarify the interrelationship between the proposals for Cycle Superhighway.
- 7.9.12 TfL has recently proposed a two-stage approach to resolving highway impact issues; firstly, establishing whether the proposed highway interventions are acceptable in principle and relate to development impact based on models submitted, and then secondly undertaking further traffic modelling (including micro-simulation using Vissim) at detail design stage. TfL acknowledge that when they come to look at the detail it may throw up impacts which have not been identified so far and that it cannot accept on the network. They also note that the extent of that risk is yet to be determined by TfL. Officers have serious concerns with this approach and leaving matters for resolution after the outline application has been approved. As determining authority the GLA (and TfL) will also need to satisfy itself as to the robustness of the data and subsequent modelling outputs and be satisfied that they are sufficiently resolved so as not to negate the potential benefits of the development proposals. Specifically, TfL must ensure that the impacts are fully assessed and understood before the case is determined.

Parking

- 7.9.13 The proposed residential car parking ratio at up to 0.44 spaces complies with the London Plan maximum parking standard for residential units and TfL have indicated that they are satisfied with the level of car parking. Officers consider however that before the car parking levels could be agreed, TfL need to satisfy itself that the proposed level would not jeopardise the delivery of improved pedestrian access at the junction of Evelyn Street and New King Street which Officers consider to be essential to promote pedestrian movement in the area.

7.9.14 The use of the non-residential car parking (300 spaces) will need to be managed and the applicant has suggested that this would be reviewed as the development progresses. Whilst this may be appropriate in principle, Officers would urge caution at the degree of flexibility suggested in the TA. The applicant has offered to provide a car parking management plan to ensure control over these spaces and officers therefore consider it necessary for conditions to be added to ensure that adequate parking enforcement and allocation of spaces is undertaken.

7.10 Energy and Sustainability

7.10.1 The application proposes two alternative scenarios to meet the energy hierarchy objectives. One is a connection to SELCHP and the other the provision of three on-site energy centres and provision of photovoltaic cells on buildings. The applicant has undertaken to use best endeavours to provide a connection to SELCHP and to look at appropriate trigger points in the development (rather than time periods) for the delivery of this connection. The trigger points are for further discussion however this overall approach is supported. In terms of the alternative, at this stage it is unclear whether three energy centres would be needed. If there is no resolution on the SELCHP link then the application site should be linked into a decentralised energy network in the area with pipework provided to the edge of the site.

7.10.2 In meetings the applicant has provided a commitment for all dwellings achieve Code for Sustainable Homes Level 4 (or the equivalent level at the time of any reserved matters application) and confirmation of this in writing is awaited. A commitment to achieve this level is required and supported. For commercial space the applicant has proposed a target of BREEAM 'Excellent' although also noted that this may not be feasible for all units. Subject to testing and resolving specific issues regarding compliance at reserved matters stage this approach is considered acceptable.

7.11 Other Considerations

Social Infrastructure

7.11.1 Policy SSA2 states that development of the site should provide for a primary school and associated social infrastructure sufficient to meet the demand of the new resident population. The application proposes the inclusion of a 2-form entry primary school on the site as well as space capable of being occupied by a health facility if there was demand for this.

7.11.2 The ES concludes that there is existing capacity in pre-school facilities and secondary school provision in the locality to serve the extra demand arising from the new development, and that the child yield from the development will be less than the 420 pupil capacity of a 2-FE primary school. Accordingly the applicant proposes that a capped financial contribution towards the cost of providing the 2-FE primary School is offset against any contribution towards pre-school or secondary school places. Whilst it is accepted that there is a current pre-school capacity in the locality and in secondary schools within the wider area this is forecast to change from 2016 when a current primary school age pupil 'bulge' progresses through the school age groups and resulting in a significant shortfall in secondary school places over the following ten years. Finalisation of the education contribution should therefore be subject to a further examination of and agreement on future school capacity. In addition, as full costings for the proposed

primary school have not been provided the financial contribution should not be capped at this stage.

Environmental Impact Assessment

- 7.11.3 As indicated above in this Report, in reviewing the ES a number of deficiencies and discrepancies have been identified. The applicant has agreed to submit an ES Addendum to address some of these issues however others remain outstanding. Officers have highlighted these matters to the GLA as determining authority, noting that if the ES Addendum does not include the relevant information then the GLA may need to consider requesting the information under a Regulation 22 request to ensure the ES (as supplemented by the ES Addendum) complies with the requirements of the EIA Regulations. The GLA has responded that whilst issues should be addressed/clarified relating to sunlight and daylight and cumulative effects on off-site receptors during later phase construction, in general, it is satisfied with the form and content of the ES and that it does not intend to seek further information beyond that already requested. Whilst it is a matter for the GLA to satisfy itself that the ES/ES Addendum complies with the requirements of the EIA Regulations, Officers remain concerned about the adequacy of the EIA process and consider any permission could be at risk of legal challenge on such grounds.

Flood Risk

- 7.11.4 The Environment Agency has raised a number of concerns regarding both the proposals (for example the provision of commercial uses on the existing fixed jetty, which is located within the river channel and classed as Flood Zone 3b) and the flood risk assessment that has been undertaken (for example it does not refer to the proposed new jetty where hydrodynamic modelling is required to understand what the impacts of altered river hydraulics would have on scour and deposition). The EA also consider that a detailed engineering assessment of works to flood defences should be provided to ensure the correct level of safety for the users of the development.
- 7.11.5 These matters currently remain unresolved and accordingly the GLA will need to satisfy itself that it has the relevant information and appropriate commitments from the applicant before determining the application.

8.0 PLANNING OBLIGATIONS AND COMMUNITY INFRASTRUCTURE LEVY

8.1 Introduction

- 8.1.1 In light of the London Mayor's decision to act as local planning authority in the determination of the current outline application he will also be responsible for negotiating and agreeing any planning obligations related to the development. The GLA has indicated that the Council will be involved in these negotiations and is expected to be a signatory to that agreement with the GLA and TfL however the final decision will be the Mayor's. LB Lewisham as highway authority would be responsible for agreements required under s.278 of the Highways Act 1980.

8.2 Planning Obligations

- 8.2.1 Submitted with the current application is a schedule setting out the scope and scale of planning obligations, in terms of both financial contributions and works in kind. In support of the proposed planning obligations the applicant has submitted

a confidential financial appraisal setting out the costs and revenues associated with the development. This current appraisal is an update of one submitted in 2010 and which proposed a policy compliant s.106 package with 15% affordable housing and achieved a profit level acceptable to the applicant to bring the site forward at that time. That 2010 appraisal was reviewed for the Council by independent consultants, Lambert Smith Hampton (LSH), and following discussions a set of costs and revenues were agreed.

8.2.2 The schedule of planning obligations submitted in April 2013 identifies £48m of s.106 costs, a Mayoral CIL contribution of £11.89m and 15% affordable housing. The April 2013 appraisal has been reviewed by LSH (see appendix 3) and, following discussions, the applicant submitted a revised report in December 2013 although no additional/amended appraisal was presented. Whilst a significant number of the assumptions used in the latest version of the financial appraisal have been previously agreed there are matters that require clarification to conclude that these remain current. Accordingly it is recommended that the GLA consider a range of matters and satisfy itself that they have been appropriately addressed. Specifically, whether:

- the land value in the appraisal reflects a reasonable land value benchmark given the introduction of Mayoral CIL
- the 2011 costs, adjusted to 2013 prices accurately represent the anticipate build costs
- the infrastructure items and costs reflect the current scheme
- the proposed s.106 costs represent that required to mitigate the impact of the development or are scheme costs
- the proposed revenues represent accurate and up to date data
- the proposed return to the developer is appropriate
- the proposed implementation programme represents a reasonable approach to delivering the proposed scheme
- the scheme will ultimately exceed a reasonable profit benchmark and therefore have the potential to deliver additional affordable housing
- the impact of sensitivity analysis of the proposed scheme by applying reasonable growth assumptions

8.2.3 Until such as time as these questions have been addressed the maximum level of affordable housing that the development can support cannot be determined. In addition, given the timescales over which the development will be implemented it is appropriate that a review mechanism is included in the S106 agreement to secure additional affordable housing should scheme viability improve.

8.2.4 Regulation 122 of the Community Infrastructure Levy Regulations (April 2010) sets out legal tests in respect of planning obligations; that is whether they are necessary to make the development acceptable in planning terms, they are directly related to the development and are fairly and reasonably related in scale and kind to the development. Officers have reviewed the schedule of planning obligations proposed by the applicant against these tests and it is considered that there are a number of omissions that need to be addressed in order to adequately mitigate the impacts of the proposed development. These include financial contributions towards nursery and secondary/post-16 education, off-site open space, improvements to Deptford High Street, and to the proposed community trust. The cost of these items, agreed in principle with Hutchison Whampoa in 2011, amount to approximately £12-13m. Whereas certain matters such as the

provision of affordable housing are subject to viability, mitigation of development impacts are not and the items identified are considered to meet the relevant tests.

- 8.2.5 In a number of instances the applicant is proposing that the financial contributions, such as the works to New King Street, are to a capped. At this stage it is not clear whether the identified costs are sufficient to fully mitigate the impact of the development and accordingly further assessment and discussion is required to ensure that the appropriate and necessary mitigation will be delivered. Officers also consider that whilst a significant proportion of the s.106 costs (such as those relating to works to the listed Olympia Warehouse building, the provision of the wharf and archaeological works on the site) are scheme development costs that will be incurred to fully implement the proposed development, it is appropriate that they are included in the s.106 to ensure the commitment and specification is secured. In addition to the overall scope and scale of the planning obligations there will also need to be detailed discussion regarding the wording of the relevant clauses. For example it is considered that the provisions in the schedule relating to the manner in which health, employment and training, and community facilities are to be provided need to be reviewed.

9.0 LOCAL FINANCE CONSIDERATIONS

- 9.1.1 Under Section 70(2) of the Town and Country Planning Act 1990 (as amended), in dealing with any planning application, the local planning authority is required to have regard to any local finance considerations, so far as material to the application. 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).
- 9.1.2 The Mayor of London's CIL is payable in this case and is thus a material consideration in the determination of the application. The weight to be attached to a local finance consideration remains a matter for the decision maker.

10.0 EQUALITIES CONSIDERATIONS

- 10.1.1 Section 149 of the Equality Act 2010 ("the Act") imposes a duty on the public sector, in the exercise of its functions, to have due regard to the need 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.
- 10.1.2 The protected characteristics under the Act are: Age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation.
- 10.1.3 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.

10.1.4 In determining the planning application in this case, the Mayor of London will be required to satisfy the equality duty in Section 149 of the Act.

11.0 CONCLUSION

11.1.1 In April 2013 an outline planning application for the redevelopment of the Convoys Wharf site was submitted to the Council. Following validation of the application consultation with statutory consultees, local organisations, interested parties and local residents and businesses was undertaken in May 2013. On 30 October 2013 the Mayor of London determined that he would be the local planning authority in this case. As a consequence this Council is not the determining authority but can make representations to the Mayor of London.

11.1.2 This report has set out the Council's response to the application and identified those matters it considers remain outstanding and which it considers the Mayor of London should take into account when he determines the application. In the circumstances Members are invited to consider and confirm the Council's position and those matters to be included in written and verbal representations to the Mayor.

12.0 RECOMMENDATION

Recommendation A

Members are recommended to resolve that the Mayor of London be advised that the Council:

Supports the principle of mixed use development of the site in accordance with Policy SSA2 of the Core Strategy

Considers that in its current form the application should not be approved and that amendments should be secured prior to determination in relation to the following matters:

1. Scale, Massing and Relationship with Historic Buildings and Spaces
Reducing the scale and massing of selected development parcels as outlined in the report to achieve an acceptable urban scale and an appropriate relationship of new buildings with historic buildings and spaces, in particular in relation to the Olympia Building, former Master Shipwrights House and site of John Evelyn's House.
2. Sayes Court Garden and The Lenox
The approach to Sayes Court fails to link the site of the Gardens with the remains of Sayes Court House. The opportunity to link these two historically significant spaces should be fully explored. The Lennox preferred building location is either within the Double Dry Dock or Olympia Warehouse These options need to be explored further, as does the future use of the Olympia Warehouse and an agreement reached on the deliverability of the double dry dock or Olympia Warehouse as options for constructing the Lennox.
3. Building in the Scope for Design Flexibility, Evolution and Innovation
The Design Guidelines should either be significantly streamlined to identify what is essential (mandatory) in terms of providing guidance for reserved matters applications and what is too specific/constraining, or should become 'for information' only.

4. Transport Issues

The site has a relatively low level of public transport accessibility and it is essential that car parking is minimised and the opportunity to provide access to public transport, pedestrian and cycle links are maximised. This includes the widening of New King Street to allow for two-way bus movement and improved pedestrian and cycle access and the re-design of the New King Street/Evelyn Street/Deptford High Street junction to provide a direct single all-red phased pedestrian crossing.

5. Community Benefits

Securing appropriate social infrastructure and the maximum possible amount of affordable housing to meet the needs of new residents. There is an identified need for investment in affordable housing and a range of community infrastructure projects directly attributable to the impact of the new development including the need for a new primary school, jobs and training and open space. A number of questions remain about the applicants' assumptions on costs and future values in their viability statement, changes to which could support additional S106 payments and affordable housing.

The Council considers that to ensure policy compliance and safeguard amenity, and in addition to any conditions and planning obligations that are imposed or agreed, the following are matters on which clarification and appropriate commitment is required from the applicant prior to determination of the application. The GLA must also satisfy itself that it has the relevant information on which to determine the application.

6. Clarifications, Commitments and Procedural Compliance

Operation of the wharf. Process and timing of reducing the area of the safeguarded wharf. Retail floorspace impacts. Housing mix. Transport Assessment modelling. Car parking management. School capacity. Delivery of projects set out in the Cultural Strategy. Mechanism to ensure a mix of uses is secured across the site. Lifetime Homes Standard, wheelchair and housing design standards. Decentralised energy network connection. CfSH Level 4 and BREEAM 'Excellent'. Environmental Impact Assessment and Flood Risk Assessment

Recommendation (B)

Authorise the Head of Planning to continue to negotiate with the GLA and the applicant to secure the amendments highlighted in this report and to present a further report to the Mayor at the representations hearing ahead of determination of the application, updating the Council's position in the light of those negotiations.