

Committee	STRATEGIC PLANNING COMMITTEE	
Report Title	LEWISHAM GATEWAY SE13	
Ward	Lewisham Central/Blackheath	
Contributors	Emma Talbot	
Class	PART 1	Date: 11 DECEMBER 2014

Reg. Nos. DC/14/89233

Application dated 29 September 2014

Applicant Richard Hesketh, Quod (agents for Lewisham Gateway Developments Ltd/GLA)

Proposal Approval of Reserved Matters for Block B (comprising Block B1 and B2 of 15 storeys and 22 storeys respectively) to provide a total of 169 residential units (comprising 83 one-bedroom units, 82 two-bedroom units and 4 three-bedroom units) and 571sqm (GEA) of retail/restaurant/cafe floorspace (Use Class A1 and/or A3)), associated hard and soft landscaping and related works pursuant to condition 2, relating to siting, design, external appearance and landscaping for the comprehensive mixed use redevelopment of the outline approval DC/06/62375, dated 08 May 2009 for the Lewisham Gateway Site, SE13 (land between Rennell Street and Lewisham Railway Station) for 100,000m<sup>2</sup> comprising retail (A1, A2, A3, A4 and A5), offices (B1), hotel (C1), residential (C3), education/health (D1) and leisure (D2) with parking and associated infrastructure, as well as open space and water features with up to 57,000 m<sup>2</sup> residential (C3), up to 12,000 m<sup>2</sup> shops, financial & professional services (A1 & A2), up to 17,500 m<sup>2</sup> offices (B1) / education (D1), up to 5,000 m<sup>2</sup> leisure (D2), up to 4,000 m<sup>2</sup> restaurants & cafés and drinking establishments (A3 & A4), up to 3,000 m<sup>2</sup> hotel (C1), up to 1,000 m<sup>2</sup> hot food takeaways (A5), 500m<sup>2</sup> health (D1), provision of up to 500 car parking spaces and a revised road alignment of (part of) Lewisham High Street, Rennell Street, Molesworth Street and Loampit Vale and works to Lewisham Road.

Applicant's Plan Nos.

AA4876-2001 Rev B; AA4876-2002 Rev B; AA4876-2003 Rev A; AA4876-2101 Rev C; AA4876-2102 Rev B; AA4876-2103 Rev C; AA4876-2104 Rev B; AA4876-2105 Rev B; AA4876-2106 Rev B; AA4876-2107 Rev B; AA4876-2108 Rev B; AA4876-2109 Rev B; AA4876-2110 Rev B; AA4876-2111 Rev B; AA4876-2112 Rev B; AA4876-2113 Rev B; AA4876-2114 Rev B; AA4876-2115 Rev B; AA4876-2116 Rev B; AA4876-2117 Rev B; AA4876-2118 Rev B; AA4876-2119 Rev B; AA4876-2120 Rev B; AA4876-2121 Rev B; AA4876-2122 Rev C; AA4876-2123 Rev B; AA4876-2124; AA4876-2125 Rev B; AA4876-2201 Rev C; AA4876-2202 Rev B; AA4876-2203 Rev B; AA4876-2204 Rev B; AA4876-2205 Rev B; AA4876-2206

Rev B; AA4876/2301 Rev B; AA4876/2302 Rev B; AA4876/2303 Rev B; AA4876/2401 Rev B; AA4876/2402 Rev B; AA4876/2403 Rev B; AA4876/2404 Rev C; AA4876/2405 Rev A; AA4876/2406 Rev C; AA4876/2407 Rev A; AA4876/2408 Rev A; AA4876/2501 Rev B; AA4876/2502 Rev B; AA4876/2503 Rev B; AA4876/2504 Rev B; AA4876/2505 Rev B; AA4876/2506 Rev B; AA4876/2507 Rev B; AA4876/2508 Rev B; AA4876/2509 Rev B; AA4876/2510 Rev B; AA4876/2511 Rev B; AA4876/2512 Rev B; AA4876/2513 Rev C; AA4876/2514 Rev A; AA4876/2515 Rev A; AA4876/2516 Rev A; AA4876/2517 Rev A; AA4876/2518 Rev B; AA4876/2519 Rev A; AA4876/2520 Rev B; AA4876/2521 Rev A; AA4876/2522 Rev A; AA4876/2600 Rev A; AA4876/2610 Rev A; AA4876/2611 Rev A; AL5121-2000 Rev C; AL5121-2001 Rev C; AL5121-2002 Rev C; AL5121-2003 Rev C; AL5121-2100 Rev B; AL5121-2101 Rev B; AL5121-2102 Rev B; AL5121-2103 Rev B; Consultation Report; Design Statement Revision A; Energy Implementation Strategy; Planning Conformity Statement; Supplementary Environmental Statement Non Technical Statement, Supplementary Environmental Statement Volume 1 - Main Report; Supplementary Environmental Statement Volume 2 – Appendices; Revised Air Quality Chapter (received 07.11.14) ; Lewisham Gateway Phase 1B Environmental Statement Clarification Note: Noise; Lewisham Gateway Phase 1B Environmental Statement Clarification Note: Other Matters; Email dated 25.11.14; Renewables Appraisal (November 2014); Lewisham Gateway Phase 1 Material Sample Board Elevations AA3491-2.1-920 (as revised by Technical Information Package and samples of RGB Merlot Handmade & PPC fascia ‘AzkoNobel Interpon D36 Matt (30) SA261E RAL 9911 Crittall White’) and Landscape AA3491-2.1-921

Background Papers

- (1) Case File LE/152/Z/TP
- (2) Local Development Framework Documents
- (3) The London Plan (June 2011)
- (4) NPPF

Designation

Core Strategy – Growth and Regeneration Area, Area of Archaeological Priority, Lewisham Town Centre, Strategic Site Allocation 6

Screening/Scoping

Scoping opinion issued on 23 September 2014. No objections raised subject to comments being incorporated.

**1.0 Purpose of the Report**

- 1.1 On 8 May 2009 part outline, part detailed planning permission was granted for the comprehensive mixed use redevelopment of the Lewisham Gateway Site, subject to conditions and a s.106 agreement.
- 1.2 The overall scheme has been broken down into four main phases;

- Phase 1A comprising Buildings A1 and A2 and public space known as Confluence Place,
- Phase 1B comprising Buildings B1 and B2
- Phase 2 comprising Blocks C, D1, D2, E and F.
- Infrastructure, including works to roads and rivers

1.3 In May 2013 reserved matters approval was granted for Phase 1A of the Lewisham Gateway development. This comprised the construction of two mixed-use buildings, the laying out of open space, and implementation of the approved highway and river/infrastructure works phase. Works commenced in Spring 2014 with works to construct the new road layout beginning in Summer 2014.

1.4 On 29<sup>th</sup> September 2014, an application for reserved matters approval for Phase 1B of the Lewisham Gateway development was submitted. This comprises two mixed-use buildings and associated landscaping.

#### Matters for Determination

1.5 The principle of development (including the overall quantum, mix of uses, the scale, height and massing of buildings), the general layout of the site (including the location of buildings, routes and open spaces) and the detail of the road layout and works to the rivers have been previously assessed and planning permission granted for these elements of the development. Accordingly these do not form part of the current application and are not matters for determination at this stage.

1.6 The issues for determination by the Committee are the reserved matters as set out in Condition 2 of the planning permission dated 8th May 2009 specifically:

- Siting
- Design
- External Appearance
- Landscaping.

#### **2.0 Property/Site Description**

2.1 The Lewisham Gateway site is bounded principally by Rennell Street in the south, the Lewisham-Blackheath railway line in the north, the Lewisham-Ladywell railway line to the west and to the east by Lewisham High Street. It encompasses Station Road (currently shut due to the works on site), the A20 and A21 including the roundabout at the junction of Molesworth Street and Lewisham High Street. Other than the DLR station, DLR/mainline ticket office, all other buildings previously on site have now been removed. The site includes the confluence of the Ravensbourne and Quaggy rivers which also flow from south to north through the site on the western and eastern edge of the site respectively. In addition, land on Thurston Road (to accommodate a relocated bus layover facility) forms part of the wider Gateway site.

2.2 The current reserved matters application relates only to that part of the wider development site south of the Lewisham-Blackheath Railway line and incorporating

land to the east of the DLR station towards Lewisham High Street. The Gateway site as a whole is 5.6 hectares, with the current application comprising an area of approximately 0.2 hectares.

- 2.3 To the west of the Lewisham/Ladywell railway line on the south side of Loampit Vale is the 'Renaissance' development' a mixed-use scheme comprising a new leisure centre, 788 new homes, commercial and retail space, and new public open spaces. The development is now largely complete. On the northern side of Loampit Vale is the Thurston Road Industrial Estate site with planning permission for a development of up to 17 storeys comprising 406 residential units and retail to the ground floor. Work is progressing on site. Further east is a retail park with a number of large shed units. To the north of the Lewisham/Blackheath railway line is a Tesco retail superstore (and associated parking) and a row of two storey Victorian houses on Silk Mills Path with two houses sitting alongside Silk Mills Path known as Sharstead Villas. Further to the north are new developments at Conington Road and to the north east the land rises towards Blackheath. To the east is the St Stephen's Conservation Area, with a row of locally listed five storey late-Georgian properties (predominantly in commercial use but including residential) fronting onto Lewisham High Street and the listed St Stephens Church and to the south of the church the Police Station. To the south of Rennell Street is Lewisham shopping centre and the 22 storey Citibank Tower, and between Molesworth Street and the railway line to the west an area of open space which is currently being utilised for construction purposes.
- 2.4 The site is located within Lewisham Town Centre and is allocated as a Strategic Site in the Core Strategy. The site falls within Flood Zone 3a and is within an Air Quality Management Area.

### **3.0 Planning History**

- 3.1 On 8 May 2009 planning permission was granted subject to conditions and a s.106 agreement for the comprehensive mixed use redevelopment of the Lewisham Gateway Site for up to 100,000 m<sup>2</sup> comprising retail (A1, A2, A3, A4 and A5), offices (B1), hotel (C1), residential (C3), education/health (D1) and leisure (D2) with parking and associated infrastructure, as well as open space and water features. The permission was in outline with all matters reserved other than works comprising the realignment of the public highway and diversion of the existing Ravensbourne and Quaggy rivers that were approved in detail. The permission allows for:
- up to 57,000 m<sup>2</sup> residential (C3)
  - up to 12,000 m<sup>2</sup> shops, financial & professional services (A1 & A2)
  - up to 17,500 m<sup>2</sup> offices (B1) / education (D1)
  - up to 5,000 m<sup>2</sup> leisure (D2)
  - up to 4,000 m<sup>2</sup> restaurants & cafés and drinking establishments (A3 & A4)
  - up to 3,000 m<sup>2</sup> hotel (C1)
  - up to 1,000 m<sup>2</sup> hot food takeaways (A5)
  - 500m<sup>2</sup> health (D1)
  - provision of up to 500 car parking spaces
  - revised road alignment of (part of) Lewisham High Street, Rennell Street, Molesworth Street and Loampit Vale and works to Lewisham Road.
- 3.2 Since the original permission was granted in 2009 a number of small changes to the development have been proposed by the applicant and approved as non-material

amendments under s.96a of the Town and Country Planning Act 1990. These have allowed for the variation of wording attached to conditions 3, 19, 22, 30, 46 and 47 to vary the exact timing for submission of details of landscaping, lighting and sustainability and to specify the noise levels to be achieved within units as opposed to specifying the level below the background that would need to be achieved. Changes have also been made to the detailed river works drawings, to Building A by the incorporation of a lower ground floor plant room, as well as adjustments to the highways layout including alterations to crossings, the introduction of new cycle advanced stop lines, feeder lane, off carriageway cycle path and east bound cycle lane, modification of traffic islands, the widening of Rennell Street, alterations to the Thurston Road bus stand internal layout, and changes to the length of bus stops.

- 3.3 On 1<sup>st</sup> May 2013, reserved matters approval was granted for Block A (also known as Phase 1A) of the Lewisham Gateway development comprising two buildings, one of 25 storeys and the other 15 storeys providing a total of 193 residential units (comprising 18 studios, 97 one bedroom, 74 two bedroom and 4 three bedroom units) and 518 sq.m (GEA) of retail/restaurant/cafe floorspace (Use Class A1 and A3) and open space (including 'Confluence Place').
- 3.4 All pre-commencement conditions relating to Phase 1A and the site wide infrastructure phase have been discharged.
- 3.5 On 28 July 2014 a Scoping Opinion request in respect of proposed reserved matters for Phase 1B was submitted to the Council (DC/14/88519). The Council has determined that on the basis that the Scoping Report was acceptable subject to it responding positively to comments raised about flood modelling and noise.
- 3.6 On 26 March 2013 planning permission was granted for a period of 3 years for the installation of a temporary bus drivers' facility at the former Travellers' Site, Thurston Road SE13 and on 19<sup>th</sup> June 2014 planning permission was granted for the construction of a single storey building to provide a permanent facility for bus staff on this site which is now an operational bus stand.

#### **4.0 Current Planning Application**

##### **Reserved Matters**

- 4.1 The application submits details to comply with the matters reserved at outline stage for Phase 1B of the Lewisham Gateway development. This comprises two buildings in the north east corner of the site (south of the Lewisham-Blackheath railway line) and the laying out of public realm around the building. Associated works to the public highway (principally Station Road) were approved in detail as part of the 2009 Lewisham Gateway planning permission.
- 4.2 Condition 2 of the outline planning permission states:
- "No Phase of the development shall be commenced until layouts, plans/sections, elevations and other supporting material detailing:
- (i) siting of the buildings and other structures;
  - (ii) design of the buildings (including floor areas, height and massing);
  - (iii) external appearance (including samples of the materials and finishes to be used for all external surfaces and including but not limited to roofs, elevation treatment, glazing);
  - (iv) landscaping of all public and other areas.

in each case relevant to that Phase have been submitted to and approved in writing by the local planning authority, save that this Condition shall not require the submission of details in relation to matters already approved under this permission as referred to in conditions 4, 5 and 6. Unless otherwise agreed in writing by the local planning authority, the development shall in all aspects be carried out in accordance with the details approved under this Condition 2.”

- 4.3 In summary the proposals comprise two buildings (connected by a single-storey section) located to the south of the new alignment to Station Road to provide 169 residential units with retail/restaurant/café units (Use Class A1 and/or A3) at ground floor. The western of the two buildings (referred to as Block B1) is 15 storeys in height, 47m high (to roof level). The eastern building (referred to as Block B2) is 22 storeys, and 69m high (to roof level). Block B1 provides 68 units (40 one-bedroom units and 28 two-bedroom units), and Block B2 101 units (43 one-bedroom units, 54 two-bedroom units and 4 three-bedroom units).
- 4.4 In addition to the buildings, new public realm around the building is proposed including a viewing platform facing south towards the new Confluence Place.

#### Conditions

- 4.5 A number of pre-commencement conditions have been submitted in parallel to this reserved matters application and are being considered separately. These include some conditions that are required to be submitted with reserved matters applications (such as micro-climate and pedestrian environment) as well a number of details that are integral to the design of scheme (such as access for people with disabilities and amenity space provision). These are:
- 3 Details of on-site vehicle servicing and parking; internal footpath layout, including all surface treatments; hard and soft landscaping and planting site boundary treatments; foul and surface water drainage, including on site and off site connections/improvements.
  - 8 Details of access arrangements for people with disabilities.
  - 20 Scheme for the insulation of residential units against external noise to achieve specified internal noise levels.
  - 21 Details of the configuration and extent of the provision of communal and/or private residential amenity space, including the provision of children’s play space.
  - 24 Details of the measures to achieve appropriate minimum levels of amenity in respect of wind environment.
  - 26 Modelling and design to ensure a reasonably acceptable walking space.
  - 27 Details of the provision for cycle parking for residents.
  - 29 Details of green and brown roofs.
  - 30 Scheme for the landscape works including details of planting, timescales for implementation and ongoing management/maintenance.
  - 36 Details of finished floor levels of buildings
  - 46(a) Sustainability assessment
- 4.6 These details have yet to be determined.

## **Supporting Documents**

### **Planning Conformity Statement**

- 4.7 The Planning Conformity Statement outlines how the current proposals accord with the original planning permission. It notes that the submission seeks to address the reserved matters relating to Building B and associated public realm. Details of the approved phasing are provided and a statement regarding affordable housing which concludes that this phase of the scheme is unable to deliver any affordable housing. This matter has been independently tested for the Council and is considered further in section 8 of this report.

### **Design Statement**

- 4.8 The Design Statement sets out the site history, including the 2009 planning permission, which establishes the parameters and design objectives for reserved matters applications, as well as the approved design framework that establishes the more detailed design guidance for the scheme. The document outlines the brief for the buildings based on the approved parameters and policy requirements, and the approach to the massing including the splitting of the approved block into two buildings joined at the ground floor. Plan typologies, details of the elevation treatment and materials including detailed studies of ground floor treatments, residential levels and upper levels, amenity and the acoustic performance of facades are also considered. Access and circulation are discussed as well as lifetime and wheelchair homes, public art, designing out crime and phasing. The remainder of the report addresses public realm and landscape approaches with appendices detailing the schedule of accommodation and pedestrian flow analysis. Following comments on detailed points regarding the amenity space, phasing and land use reconciliation, the document was revised.

### **Supplementary Environmental Statement**

- 4.9 A Supplementary Environmental Statement (ES) has been submitted to support the reserved matters application, plus appendices and a non-technical assessment. Following a review of the Supplementary ES at pre-application stage the Council identified limitations in the air quality assessment which required further information to be submitted to enable the Council to determine the application. The applicant was formally notified by way of a Regulation 22 letter of the additional information that was required and the further information that was provided by the applicant has been appraised by the Council and found to satisfactorily address the issues raised in terms of the identification of impacts and mitigation measures. Clarification notes for other topic areas have also been provided.
- 4.10 The Supplementary ES comprises the main report, appendices, further information, clarifications and non technical summary and sets out the background to the current submission including details of the approved 2009 scheme, the details of the current scheme, construction timeline and a consideration of alternative schemes. The updated policy context and changes in policy since the original (2006) ES and ES Addendum (2007) were prepared and 2014 are listed. Particular changes of note are the deletion of all PPGs and PPSs and their replacement with the National Planning Policy Framework (NPPF), the introduction of the London Plan (2011) including the Revised Early Minor Alterations (2013) and the Draft Further Alterations (January 2014) and the Core Strategy (2011) and the Lewisham Core Strategy (2011), Lewisham Town Centre Local Plan (February 2014) and Lewisham Site Allocations (2013).

The Methodology explains that an updated baseline has been assessed for each topic area, identifies a new list of committed developments for consideration in each topic area for cumulative effects and detail of significance criteria.

- 4.11 The Supplementary ES covers the topics of Socio-Economics, Air Quality, Noise and Vibration, Water Resources and Flood Risk, Archaeological Resources and Cultural Heritage, Ecology and Nature Conservation, Townscape and Visual, Wind, Daylight and Sunlight and Other Issues including public utilities, transport and access, archaeological resources and cultural heritage. Each topic summarises the findings of the previous assessment, outlines the relevant legislative and policy context at the national, regional and local level, sets out the methodology for assessment of the topic, describes the baseline, assesses the effects of the development and then identifies any necessary mitigation, the residual effects and cumulative effects. The conclusions from each topic area are described in turn in the following paragraphs.

#### Socio-Economics

- 4.12 The Supplementary ES updates the policy position and baseline condition as well as updating impact assessment to take into account new methods of measuring the expected population. The chapter looks at the socio-economic impacts on the scheme as a whole, taking into account the detail for Block B.
- 4.13 It notes that there is a higher proportion of working age residents in nearby Lewisham and Greenwich wards (the Inner Impact Zone) than the average in wards in the wider area of Lewisham, Southwark, Greenwich and Bromley (the Wider Impact Zone) and London as a whole. There is also a higher level of educational attainment in the Inner Impact Zone compared to the Wider Impact Zone and it is stated that the area has a good range of education, health and community facilities.
- 4.14 The Supplementary ES notes that there would be a beneficial effect on employment as a result of the scheme with 691 to 1400 jobs generated by the overall development, 25 FTE of which would be attributable to Block B.
- 4.15 The development when complete would house between 1,383 to 1,764 people (based on the minimum and maximum scheme parameters). It is stated that the effects remain consistent with the Original ES and there should be no significant adverse effect on school places or healthcare facilities.
- 4.16 It concludes that the socio-economic impacts and mitigation requirements remain consistent with the Original ES and no new or different likely significant environmental effects have been identified.

#### Air Quality

- 4.17 Following a Regulation 22 Request for further environmental information, the air quality chapter of the Supplementary ES has been updated. This updated chapter provides a summary of the previous assessment and reassesses the air quality impacts using monitoring data available for the area from 2011 which represents a worst case scenario.
- 4.18 Identified mitigation for the construction phase remains to be controlled through environmental management controls via the Code of Construction Practice secured through the planning conditions. As a result, the ES states that the residual effects would not be significant.



- 4.19 Increases in NO<sub>2</sub> concentrations and PM<sub>10</sub> concentrations as a result of the scheme are predicted to be negligible and not significant. However, at new properties introduced into the area the predicted concentrations of NO<sub>2</sub> would be above the air quality objectives up to the 2<sup>nd</sup> floor with the concentrations reducing as you go further up the building.
- 4.20 In accordance with the mitigation proposed for Phase 1A, it is proposed that ventilation would be provided to 1<sup>st</sup> – 8<sup>th</sup> floors, drawing in air from roof level. With the mitigation proposed, the impacts are not considered to be significant.
- 4.21 It is noted that the exact CHP and boiler plant to serve the development (which would be located in Building A and link into this phase of the development) has not yet been chosen and the assessment, including the air quality neutral assessment, has made assumptions about the type of plant and hours of operation. The ES therefore proposes that a further detailed assessment and modelling would need to be undertaken once the exact specification of the plant is known and this would be submitted to the local planning authority for approval.

#### Noise and Vibration

- 4.22 Noise and vibration impacts have been updated with baseline noise and traffic surveys undertaken in 2012, 2013 and June 2014 along with a review of changes in policy, guidance and standards since the Original ES.
- 4.23 Impacts from the construction phase remain unchanged with identified mitigation secured through planning conditions. The Supplementary ES has identified the specific measures already committed to as part of the site wide Code of Construction Practice secured by condition.
- 4.24 The updated baseline noise survey found that there had been no significant change in noise levels compared to the Original ES baseline study. It is therefore concluded that the mitigation measures proposed in Original ES remain appropriate. The specific measures proposed for Buildings B1 and B2 are outlined and are considered to meet the required noise targets and provide appropriate living conditions and there will be no significant effects.
- 4.25 No new or different likely significant impacts have been identified.
- 4.26 A clarification note has also been submitted which provides various updates to the noise and vibration chapter to address initial queries regarding the noise monitoring, mitigation specification and construction mitigation. The clarifications do not change the conclusions of the chapter.

#### Water Resources and Flood Risk

- 4.27 The Supplementary ES updates the policy position since the Original ES and compares recent modelling data against that considered in the Original ES. This concludes that the baseline is not significantly different and there has also been no significant change in the morphology of the rivers since the previous assessment.
- 4.28 The development is not at significant risk of flooding and would result in a reduction in surface water run off, leading to a minor beneficial effect. The requirements for mitigation are in accordance with the Original ES.

- 4.29 During the construction phase there are potential effects which will require mitigation. Those measures would be secured via the Code of Construction Practice and Construction Method Statements imposed upon the 2009 planning permission.
- 4.30 The impacts of the development and mitigation are consistent with those identified in the Original ES and no new or different likely significant impacts have been identified.

#### Ecology and Nature Conservation

- 4.31 The assessment is based on a survey undertaken in August 2014. This found that the originally identified habitats were absent due to the ongoing building works and as such, the site is currently of negligible biodiversity value.
- 4.32 During the construction phase, mitigation will be provided via the Code of Construction Practice, addressing issues such as contamination and dust to minimise adverse impacts on ecology. Directional lighting to avoid the river corridors will also be utilised.
- 4.33 Bats are noted to use the site for travel and access to other sites. Mitigation to encourage bat roosting is not proposed as part of this phase and the Supplementary ES notes that measures have been included as part of Phase 1A.
- 4.34 During the operational phase, a living roof will be included which will form part of a wider network across the masterplan site. Details of planting and management of litter, avoiding lighting the river corridor as well as avoiding overshadowing of marginal plants beneath the viewing deck is also proposed as mitigation.
- 4.35 The ecology and nature conservation impacts of the proposed development and mitigation measures required are consistent with the Original ES and no new or different likely significant impacts have been identified.
- 4.36 A response to comments on the Ecological approach to the scheme has been submitted to provide clarification. The note addresses the approach to living roofs, opportunities within Phase 1B for bat roosting, lighting, landscaping and management. It does not change the conclusions of the Supplementary ES .

#### Townscape and Visual

- 4.37 The townscape and visual assessment has been updated to identify any changes, looking at development that has taken place since the Original ES was undertaken and committed developments. Updated photographs were taken from the same or similar viewpoints and an assessment of cumulative effects with 5 other town centre schemes has been undertaken.
- 4.38 The assessment identified that the townscape character of the site had not been significantly effected by recent development although changes have occurred to the baseline and views as a result of developments in the vicinity of the site. The baseline changes are not considered to result in significant effects.
- 4.39 It is stated that the Lewisham Gateway development will result visual and townscape effects, the majority of which would be beneficial with the exceptions being on surrounding conservation areas. Adverse effects are identified in night time views for residents of Silk Mills Path as a result of the loss of views of the night sky and building lighting. However, overall the development is anticipated to improve views by creating a 'varied and interesting skyline'.

No significant cumulative effects are considered to arise as a result of simultaneous developments progressing within the town centre.

- 4.40 The mitigation required is consistent with the Original ES and no likely new or different significant impacts have been identified.
- 4.41 A note of clarification has been submitted to provide updated illustrative views of the Phase 1B proposals. This does not change the conclusions of the Supplementary ES.

#### Wind

- 4.42 The wind assessment was originally undertaken as part of the Phase 1A application which updated the Original ES with a new wind tunnel test including surrounding developments and the detailed design of Block A and Block B. Since that time, the design of Buildings B1 and B2 has not significantly changed. The predicted wind speed was measured at 100 pedestrian level locations as well as 16 balconies and 10 roof garden locations for Blocks A and B and compared with the Lawson Criteria.
- 4.43 The baseline conditions scenario (committed developments, no Gateway) was considered to present no risk of unacceptable winds.
- 4.44 With the proposed development, no unacceptable risk was considered to occur at pedestrian level. Rooftop gardens were found to be suitable for their intended use apart from Building D1 which is yet to be designed in detail. Suggested mitigation during detailed design of that building includes planting and screens. Incorporated mitigation to balconies takes the form of balustrades to Building B1 and both balconies and vertical screens to Building B2. Tress are also proposed to the south of Building B1 resulting in an insignificant residual impact.
- 4.45 The Original ES tested a canopy on Block B. This has not been included in the current scheme and the areas still remain suitable for their intended use. Save for the aforementioned canopy, the requirements for mitigation are consistent with those identified in the Original ES and no likely new or different significant impacts have been identified.
- 4.46 Further clarification has been provided on the suitability of one point in the southeast corner of Block B2, identified as suitable for strolling or standing in the winter. It has been confirmed that this area does not propose areas of outdoor seating and therefore is acceptable for its intended use. The clarifications do not change the conclusions of this chapter.

#### Daylight and Sunlight

- 4.47 The assessment has been updated to take into account changes to policy, guidance and committed developments since the 2006 ES.
- 4.48 The current application is consistent with the maximum scheme that was tested in the Original ES and changes in policy and guidance have not affected the assessment of effects. Residual impacts on the adjacent hotel (under construction) have not been assessed as effects are considered to have been taken into account as part of the consideration of that development.
- 4.49 The impacts are consistent with those identified in the Original ES and no likely new or different significant impacts have been identified.

## Other Issues

- 4.50 Public utilities were identified as part of the Original ES. No further assessment has been undertaken as this has been addressed through condition.
- 4.51 Transport and access was reassessed as part of the Phase 1A submission and it was found that traffic levels had reduced since the Original ES. As such, that assessment provides a robust basis to assess the scheme and the development will not result in any likely new or different significant effects. A travel plan will be submitted.
- 4.52 Archaeological resource and cultural heritage was reassessed as part of Phase 1A and it was found that there were no new or different significant effects. Archaeological mitigation has been secured through condition 28 of the 2009 planning permission.
- 4.53 Land quality was reassessed as part of Phase 1A and an intrusive site investigation undertaken which was used to discharge condition 42 of the 2009 planning permission. The impacts and requirements for mitigation are consistent with those identified in the 2006 ES and no likely new or different significant impacts have been identified.

## **Energy Implementation Strategy**

- 4.54 The Energy Implementation Strategy details how carbon reductions would be achieved with Phase 1 incorporating an energy centre that will be connected to Blocks A1/A2 and B1/B2, providing a 25% reduction in carbon dioxide emissions. No renewables are proposed. Following queries arising during the consultation period, a note on the renewable energy proposals has been submitted. This states that although no renewable energy is proposed as part of this phase, this will be reviewed in subsequent phases. Such reviews will also consider any new or emerging technologies.

## **Consultation Report**

- 4.55 The consultation support outlines the pre-submission consultation undertaken for the current application, the information that has been made publicly available through various channels and an overview of the feedback received.

## **5.0 Environmental Impact Assessment**

- 5.1 The original planning application for the Lewisham Gateway development was accompanied by an Environmental Statement (ES) ('the 2006 ES') and an Addendum ('the 2007 Addendum'), referred to below collectively 'the Original ES'. These documented the likely significant environmental effects of the proposed development, and identified measures to mitigate the consequential impacts. A Supplementary ES was submitted in 2013 to support the Phase 1A reserved matters application. This was prepared as an update to the Original ES addressing the following topics:

- Air quality
- Noise and vibration
- Water resources and flood risk
- Ecology and Nature Conservation
- Townscape and Visual
- Wind
- Land quality
- Cumulative effects and impact interactions

- 5.2 In preparing the current reserved matters application the applicant has assessed whether the details of the proposed buildings B1 and B2 and the associated public realm give rise to new or significantly different environmental effects from those identified in the Original ES. The most significant changes to the application site since the Original ES are the demolition of the public house, shops and mini cab office on Lewisham Road south of the railway (now a small park); the demolition of several four storey properties on Lewisham High Street (now a vacant plot); and the demolition of buildings from the Thurston Road site (also now a vacant plot). Changes to sites in the vicinity are described above under 'Site Description and Surrounding Area'.
- 5.3 A Scoping Opinion request in respect of Phase 1B of the Lewisham Gateway development was submitted to the Council and identified that as a result of policy changes and/or changes in background conditions (including recent developments in the vicinity of the site) there is the potential for new or significantly different impacts in respect of the following topics:
- Socio-Economics
  - Air quality
  - Noise and vibration
  - Water resources and flood risk
  - Ecology and Nature Conservation
  - Townscape and Visual
  - Wind
  - Daylight and Sunlight
  - Cumulative effects and impact interactions
- 5.4 Accordingly further assessment has been carried out and the findings are reported in a Supplementary ES submitted with the reserved matters application
- 5.5 On 5<sup>th</sup> November, the Council wrote to the applicant requiring the submission of further information in accordance with Regulation 22 of the Town and Country Planning (EIA) Regulations 2011, to amplify or verify information contained in the Environmental Statement in order to fully assess the likely significant impacts in relation to air quality. This further information was provided on 7<sup>th</sup> November 2014. The Supplementary ES along with the further information and clarifications updates the assessments provided in the Original ES to identify any likely new or different significant environmental effects of the detailed proposals for Block B and the associated public realm. The Supplementary ES also includes environmental information now required in an ES in accordance with the requirements of Schedule 4 of the 2011 EIA Regulations.
- 5.6 Environmental impacts of the reserved matters application are considered in this report under 'Planning Considerations'.

## **6.0 Consultation**

- 6.1 A total of 2951 properties within the vicinity of the site were consulted as part of the application. These included properties closest to the site (map included as an Appendix to this report) and letters were also sent to every person who had objected to the reserved matters application for Phase 1A.
- 6.2 The application was advertised in the press as an EIA application in accordance with the EIA Regulations on 1<sup>st</sup> October 2014 (giving 21 days for the submission of

representations). An additional 21 day period of consultation was undertaken on 12<sup>th</sup> November 2014 in response to the further environmental information that was submitted. All responses received, including after the 21 day consultation periods, but before this report was finalised have been taken into account and are considered in this report.

6.3 Site notices were also displayed.

6.4 Copies of all application documents were published on the Council's website.

#### Written Responses received from Local Residents and Organisations

6.5 At the time of writing this report, 22 responses have been received from the residents of 20, 22, 28, 36, 43, 50A and 103 Boyne Road, 8 and 71 Belmont Hill, 8 and 18 Belmont Grove, 1, 3, 4 and 38 Caterham Road, 69 and 85 Walerand Road, 32 Granville Park, 1C Eliot Park, 13 Waterway Avenue, the Ladywell Society and the Blackheath Society.

6.6 The main issues raised in letters from residents relate to:

- Supportive of regeneration but have concerns about the detail of this scheme
- The footprint and height of the buildings, which some respondents consider exceed the outline parameters, and should be at the lower end of the approved height ranges
- Impact on daylight/sunlight/overshadowing
- Cumulative impact with future developments and tall buildings which vary in size and design dominating the skyline, including the effect on the character of Lewisham
- The impact on St Stephens Church and adjacent conservation area
- Width of separation between the buildings and taking this to ground floor level
- Appearance and design of the buildings, including the darkness of the brick and the ability of the reconstituted stone to retain its light colour
- The use of solar panels on the buildings on glass panels at the front of balconies to help reduce carbon footprint
- The width of footways, ability to accommodate pedestrian movement during the peak and the use of pedestrian flow assessments from 2009. Sensitivity testing should be undertaken for an uplift in pedestrian traffic above the assumed 20%.
- Environmental impacts, including wind effects
- Lack of affordable housing and viability
- Transport capacity and access to and from the Station – the scheme will add to overcrowding in the peak hours and should promote the reopening of the platform 4 exit
- The quality of Confluence Place which should be larger and not dominated and overshadowed by buildings, it's management and safety – a bridge should be included to cross from the south bank to the north bank of the river
- Impact on services including schools and healthcare

- Encouraging business with local links to be represented on site
- Limited tree planting
- Parking impacts (including impact from removal of the basement)
- Potential for retail to be noisy and be used as take-aways
- Providing space for pavement cafes
- Overall loss of open space
- Road safety for pedestrians and cyclists – is there potential for bridges or underpasses?

6.7 The Ladywell Society raised the following matters:

- There is a concern that no affordable housing is proposed in this application on grounds of viability with the implication that there may be no affordable housing within the development which would be contrary to policy
- 49% of the flats would be one-bedroom which would fail to meet needs for larger family accommodation as identified in the Strategic Housing Assessment

6.8 The Blackheath Society state that the overall scheme is supported but aspects of the current submission are objectionable relating to:

- The heights of buildings are too tall and should be limited to the minimum permitted at outline
- The pedestrian flows through the site and the pedestrian flow modelling needs to be updated
- Too little community space and the buildings should be reduced to increase this
- A pedestrian bridge across the river should be included

6.9 All letters are available to Members

6.10 Given the level of interest in the application, a local meeting was held on 6<sup>th</sup> November to discuss the scheme. All residents who had objected to the scheme were invited to attend. Approximately 25 people attended the meeting. The main matters discussed were the scale and design of the buildings, with concerns about the height of the buildings and appropriateness of materials, the impact on access to and from the Station, including the ability of Lewisham Station to cope with an increase in users and the width of pavements, the future mix of uses, impact on parking, facilities for cyclists and the impact on local health services and schools. A note of the meeting is included as an appendix to this report.

#### Written Responses received from Statutory Agencies

##### Environment Agency

6.11 The Environment Agency (EA) raise no objections to the current proposal. They have commented that they are disappointed with the inclusion of the platform as it could reduce the habitat for nesting birds, but understand that the additional public access this would provide is important and therefore are not objecting to its inclusion.

## Lewisham Gateway Design and Access Panel

- 6.12 The application was reviewed twice by the Design and Access Panel prior to submission, although the general principles for Block B were also explored as part of the Block A reviews. The response to the details for Building B were positive overall and the summary of their response is set out below:
- 6.13 While recognising that the scheme as a whole is a vast improvement on the current situation, and that the north side of the buildings presents certain design challenges, the Panel feel that still more needs to be done, probably beyond the phasing line boundary, to make this area more than a through route and bus terminus. They hope that more can be done to create a meaningful space between the building line and the railway.
- 6.14 They accept the architect's arguments about the similarity of the buildings across the two parts of this first phase, and that subsequent phases are likely to be quite different. They consider that the buildings are well designed and whilst they recognised that there was still an opportunity for the design to evolve, they considered that the buildings will make a positive contribution to the area.
- 6.15 The Panel hope that, as the detailed design develops, the architects are allowed to finesse the facades and in doing so will encourage the subtle differences in detail to be revealed.

## London Borough of Greenwich

- 6.16 No response

## English Heritage

- 6.17 No comments offered

## Natural England

- 6.18 No response

## Thames Water

- 6.19 Thames Water have no observations on the reserved matters application.

## **7.0 Policy Context**

### Introduction

- 7.1 Section 70(2) of the Town and Country Planning Act 1990 (as amended) sets out that in considering and determining applications for planning permission the local planning authority must have regard to:-
- (a) the provisions of the development plan, so far as material to the application,
  - (b) any local finance considerations, so far as material to the application, and
  - (c) any other material considerations.
- 7.2 Section 38 (6) of the Planning and Compulsory Purchase Act (2004) makes it clear that the determination of planning applications must be made in accordance with the development plan unless material considerations indicate otherwise.



- 7.3 The development plan for Lewisham comprises the Core Strategy, the Development Management Local Plan, the Site Allocations Local Plan and the Lewisham Town Centre Local Plan, and the London Plan. The NPPF does not change the legal status of the development plan.

#### National Planning Policy Framework (NPPF)

- 7.4 The NPPF was published on 27 March 2012 and is a material consideration in the determination of planning applications. It contains at paragraph 14 a 'presumption in favour of sustainable development'. Annex 1 of the NPPF provides guidance on implementation of the NPPF. In summary this states 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)'.
- 7.5 Officers have reviewed the Core Strategy 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.

#### Other National Guidance

- 7.6 On 6 March 2014, DCLG launched the National Planning Practice Guidance (NPPG) resource. This replaced a number of planning practice guidance documents. In addition to the guidance within the NPPG, the other relevant national guidance is:

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

Planning and Access for Disabled People: A Good Practice Guide (ODPM, March 2003)

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

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

Code for Sustainable Homes Technical Guide (DCLG/BRE, November 2010)

#### London Plan (July 2011)

The London Plan policies relevant to this application are:

Policy 1.1 Delivering the strategic vision and objectives for London

Policy 2.5 Sub-regions

Policy 2.9 Inner London

Policy 2.13 Opportunity areas and intensification areas

Policy 2.15 Town centres

Policy 2.18 Green infrastructure: the network of open and green spaces

Policy 3.1 Ensuring equal life chances for all

Policy 3.2 Improving health and addressing health inequalities

Policy 3.3 Increasing housing supply

Policy 3.4 Optimising housing potential

Policy 3.5 Quality and design of housing developments

Policy 3.6 Children and young people's play and informal recreation facilities

Policy 3.7 Large residential developments

Policy 3.8 Housing choice  
Policy 3.9 Mixed and balanced communities  
Policy 3.10 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 Co-ordination of housing development and investment  
Policy 3.16 Protection and enhancement of social infrastructure  
Policy 3.17 Health and social care facilities  
Policy 4.1 Developing London's economy  
Policy 4.7 Retail and town centre development  
Policy 4.8 Supporting a successful and diverse retail sector  
Policy 4.12 Improving opportunities for all  
Policy 5.1 Climate change mitigation  
Policy 5.2 Minimising carbon dioxide emissions  
Policy 5.3 Sustainable design and construction  
Policy 5.5 Decentralised energy networks  
Policy 5.6 Decentralised energy in development proposals  
Policy 5.7 Renewable energy  
Policy 5.9 Overheating and cooling  
Policy 5.10 Urban greening  
Policy 5.11 Green roofs and development site environs  
Policy 5.12 Flood risk management  
Policy 5.13 Sustainable drainage  
Policy 5.15 Water use and supplies  
Policy 5.18 Construction, excavation and demolition waste  
Policy 5.21 Contaminated land  
Policy 6.3 Assessing effects of development on transport capacity  
Policy 6.7 Better streets and surface transport  
Policy 6.9 Cycling  
Policy 6.10 Walking  
Policy 6.11 Smoothing traffic flow and tackling congestion  
Policy 6.12 Road network capacity  
Policy 6.13 Parking  
Policy 7.1 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 7.13 Safety, security and resilience to emergency  
Policy 7.14 Improving air quality  
Policy 7.15 Reducing noise and enhancing soundscapes  
Policy 7.19 Biodiversity and access to nature  
Policy 7.30 London's canals and other rivers and waterspaces

London Plan Supplementary Planning Guidance (SPG)

- 7.7 The London Plan SPG's relevant to this application are:  
Accessible London: Achieving an Inclusive Environment (2004)

Sustainable Design and Construction (2006)  
Planning for Equality and Diversity in London (2007)  
East London Green Grid Framework (2008)  
Shaping Neighbourhoods: Play and Informal Recreation (2012)  
Housing (2012)

#### London Plan Best Practice Guidance

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

Control of dust and emissions from construction and demolition (2006)  
Wheelchair Accessible Housing (2007)  
Health Issues in Planning (2007)  
Managing the Night Time Economy (2007)  
London Housing Design Guide (Interim Edition, 2010)

#### Core Strategy

7.9 The Core Strategy was adopted by the Council at its meeting on 29 June 2011. The Core Strategy, together with the London Plan is the borough's statutory development plan. The following lists the relevant strategic objectives, spatial policies and cross cutting policies from the 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 1 Housing provision, mix and affordability  
Core Strategy Policy 6 Retail hierarchy and location of retail development  
Core Strategy Policy 7 Climate change and adapting to the effects  
Core Strategy Policy 8 Sustainable design and construction and energy efficiency  
Core Strategy Policy 9 Improving local air quality  
Core Strategy Policy 10 Managing and reducing the risk of flooding  
Core Strategy Policy 11 River and waterways network  
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 16 Conservation areas, heritage assets and the historic environment  
Core Strategy Policy 18 The location and design of tall buildings  
Core Strategy Policy 20 Delivering educational achievements, healthcare provision and promoting healthy lifestyles  
Strategic Site Allocation 1 Requirements for strategic site allocations  
Strategic Site Allocation 6 Lewisham Gateway

#### Development Management Local Plan

7.10 The Development Management Local Plan was adopted by the Council at its meeting on 26 November 2014. The Development Management Local Plan, together with the Site Allocations, the Lewisham Town Centre Local Plan, the Core Strategy and the London Plan is the borough's statutory development plan. The following lists the relevant strategic objectives, spatial policies and cross cutting policies from the Development Management Local Plan as they relate to this application:

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

DM Policy 1 Presumption in favour of sustainable development

DM Policy 7	Affordable rented housing
DM Policy 13	Location of main town centre uses
DM Policy 17	Restaurants and cafés (A3 uses) and drinking establishments (A4 uses)
DM Policy 19	Shopfronts, signs and hoardings
DM Policy 22	Sustainable design and construction
DM Policy 23	Air quality
DM Policy 24	Biodiversity, living roofs and artificial playing pitches
DM Policy 25	Landscaping and trees
DM Policy 26	Noise and vibration
DM Policy 27	Lighting
DM Policy 28	Contaminated land
DM Policy 29	Car parking
DM Policy 30	Urban design and local character
DM Policy 32	Housing design, layout and space standards
DM Policy 35	Public realm
DM Policy 36	New development, changes of use and alterations affecting designated heritage assets and their setting: conservation areas, listed buildings, schedule of ancient monuments and registered parks and gardens

### Lewisham Town Centre Local Plan

- 7.11 The Council adopted the Lewisham Town Centre Local Plan (LTCLP) on the 26<sup>th</sup> February 2014. The LTCLP, together with the Core Strategy, the Site Allocations Local Plan and the London Plan is the borough's statutory development plan. There is no specific Local Plan policy within the plan for the Lewisham Gateway site which is Strategic Site Allocation 6 within the Core Strategy. The Plan does contain a number of area wide policies which are of relevance to the proposals generally, including:

LTC9 Growing the local economy  
LTC14 Town centre vitality and viability  
LTC16 Retail Areas  
LTC17 Evening economy uses  
LTC18 Public realm  
LTC19 Tall buildings  
LTC21 Sustainable transport  
LTC24 Carbon dioxide emission reduction  
LTC25 Adapting to climate change

### Residential Standards Supplementary Planning Document (August 2006)

- 7.12 This document sets out guidance and standards relating to design, sustainable development, renewable energy, flood risk, sustainable drainage, dwelling mix, density, layout, neighbour amenity, the amenities of the future occupants of developments, safety and security, refuse, affordable housing, self containment, noise and room positioning, room and dwelling sizes, storage, recycling facilities and bin storage, noise insulation, parking, cycle parking and storage, gardens and amenity space, landscaping, play space, Lifetime Homes and accessibility, and materials.

## Shopfront Design Guide Supplementary Planning Document (March 2006)

- 7.13 This document seeks to promote good design in order to enhance the character and appearance of the borough as a whole. The guide advises on the use of sensitive design and careful attention to detail and that whilst shopfront design encompasses a wide variety of styles and details there are certain basic rules that apply everywhere.

### **8.0 Planning Considerations**

- 8.1 The principle of comprehensive redevelopment of the site has been approved through the outline planning permission granted in May 2009. This approved the overall quantum of development and land use mix, the scale, height and massing of buildings, and the site layout. The permission also approved the detail of the new road layout and works to the rivers. Accordingly, the issues for consideration at this time relate to details of the Phase 1B of the scheme not submitted at outline stage (the reserved matters).

- 8.2 The main issues to be considered in the determination of this reserved matters application and related scheme details are:

- General compliance with the outline permission
- Design of the buildings (including siting, floor areas, height and massing, external appearance)
- Housing and residential amenity (including noise and air quality)
- Landscaping principles
- Sustainability and energy
- Environmental considerations

### **General Compliance with the Outline Permission**

- 8.3 At the outline application stage a Development Specification defined the overall scale, form and layout of the Lewisham Gateway development. This included a series of Parameter Plans that, subject to limits of deviation, fixed certain key elements of the scheme such as the location and heights of buildings, and the extent of public realm. The Original ES submitted with the application was based on development parameters defined by maximum and minimum scales of development and land use/floorspace. In granting outline planning permission the Council was satisfied that, with mitigation, the impacts of the development were acceptable.
- 8.4 In terms of the overall scale of buildings, Parameter Plan 4 (Building Blocks Plan) fixes the position of blocks across the site (with a horizontal limit of deviation of 5m in any direction except where limited by fixed road alignments) and Parameter Plan 8 (Building Heights Plan) sets out maximum and minimum building heights across the site (measured from ground level to main roof level i.e. excluding plant rooms and vent shafts). Building B2, which forms part of Phase 1B of the approved scheme and the subject of the current reserved matters application, is defined as 'high zone' (54m-70m) and the western part as 'mid zone' (34m-47m). Parameter Plan 8 specifies that the difference in height between the two parts of the block should be at least 20m to ensure a clear differentiation between the buildings. All heights are measured from ground level, which in this case is 9.3m AOD. Parameter Plan 5 specifies the location and minimum size of public realm at ground level, as well as minimum distances between buildings within the

development and between Block B and Block C to the south (and not forming part of the current application). Also of relevance is Parameter Plan 3, which specifies the maximum extent of single level basements on the site, one of which was approved beneath Block B.

- 8.5 Approved Parameter Plan 4 identifies Block B as a single block whereas Parameter Plan 8 shows Block B as being two abutting 'buildings' (identified as B1 and B2) of different heights. The current reserved matters application proposes two separate buildings, connected at ground level. It is important to note that the approved Parameter Plans do not require that Block B must be built as a single building, nor do they preclude the division of blocks into separate buildings. Accordingly there are a range of building forms that could be built in compliance with the approved development parameters. Accordingly, subject to proposals complying with the approved dimensions, then splitting Block B into two separate buildings is in compliance with the terms of the outline planning permission.
- 8.6 In this reserved matters application the eastern building (Building B2) is approximately 69m in height to main roof level and the western (Building B1) 47m to roof level, both measured from ground level between the two buildings (+9.3m AOD). The buildings also have a difference in height of approximately 20.5m which is greater than the minimum required by Parameter Plan 8. The footprints of Buildings B1 and B2 are within the defined limits of deviation allowed for by the outline planning permission and therefore in terms of scale, massing and siting the reserved matters are in conformity with the outline permission.
- 8.7 The outline planning permission also fixes the maximum quantum of floorspace within the Gateway development as a whole (up to 100,000m<sup>2</sup>, comprising amongst other uses a maximum of 57,000m<sup>2</sup> of residential floorspace, 12,000m<sup>2</sup> of retail/professional service use and 4,000m<sup>2</sup> of café/restaurant/pub/wine bar use). Block A provides 518m<sup>2</sup> of retail and/or café/restaurant floorspace at ground level and 16,302m<sup>2</sup> of residential floorspace above. This current application proposes 571m<sup>2</sup> of retail and/or café/restaurant floorspace at ground level and 14879m<sup>2</sup> of residential floorspace above. In terms of compliance with the overall floorspace and mix of uses proposed in Buildings B1 and B2, including when combined with Block A, the current application is in conformity with the outline planning permission, being 1089m<sup>2</sup> of retail and 31,181m<sup>2</sup> of residential floorspace. For the purposes of the Original ES the outline application identified a minimum and maximum floorspace as well as land use mix scenarios for the site as a whole, however this did not specify the number or unit size and tenure mix of residential units within each building or phase, nor the precise location of specific non-residential uses. These matters are dealt with in more detail below.
- 8.8 Parameter Plan 5 sets out the location and extent of public realm at ground level as well as minimum spacing requirements between buildings. Block B is required to be at least 15m from Block C at the narrowest point. The detail of Block C has not yet been designed but position of the Block C and prescribed limits of deviation would enable the 15m minimum spacing to be achieved.
- 8.9 Parameter Plan 3 sets out the maximum extent of single level basements. Block B has permission for a basement beneath the building but no minimum is set, nor is there any requirement that a basement is to be provided. As such, the current proposal which does not include a basement conforms with the outline planning permission.

## **Design of the buildings including siting, floor areas, height and massing**

- 8.10 Core Strategy Policy 15 (High quality design for Lewisham) sets out the general objectives and approach to securing design quality in new development across the borough and Policy 18 provides more detailed guidance on the location and design of tall buildings. In respect of Lewisham Gateway itself, Strategic Site Allocation 6 sets out a number of urban design principles for the development of the site. The NPPF also highlights the importance of high quality and inclusive design, and of achieving a good standard of amenity for all existing and future occupants of land and buildings. The NPPF also notes that good design is a key aspect of sustainable development, which includes delivering a wide choice of high quality homes.

### Siting

- 8.11 The reserved matters application proposes two trapezoid shaped buildings (connected at ground level) with a longer elevation of approximately 29.5m and shorter 22m and 22.5m, and a building depth of 16.5m. The taller (eastern) building has its longer elevation facing south, and the lower (western) building has its longer elevation facing north.
- 8.12 The design of Block B mirrors the approach taken for Block A. As with Block A, the proposal is to split the block into two separate buildings and this is considered to be an improvement on the single block shown on the Parameter Plans. Creating two separate buildings allows for glimpses between them and adopting a trapezoid form and using contrasting materials enables them to be read more clearly as two buildings rather than 'merging' into a single block. The approach to massing and materials is considered to contribute to reducing the overall mass of the development when compared with the single block shown in the illustrative scheme at outline application stage. Splitting the block also allows some light to penetrate into the site, and the trapezoid shape of the buildings (with alternate long and short elevations facing in each direction) also allows for a changing perspective when viewed from different locations. The proposed approach to the siting of buildings is considered to be an imaginative and positive interpretation of the approved parameters and response to the site and its context, and is supported by Officers.
- 8.13 The application documents include details of the wind environment that demonstrate that, notwithstanding the height of the buildings an acceptable level of amenity for pedestrians can be achieved. As indicated on the approved Parameter Plans the northern face of Block B rises directly from the back edge of pavement on Station Road (with routes to the east, south and west) with the southern aspect providing opportunities for 'spill out' space from ground floor commercial premises including onto the proposed viewing platform.
- 8.14 The Original ES identified potential negative minor impacts along the southern face of Block B fronting onto Confluence Place and proposed a possible canopy along the southern façade of the building as mitigation. A canopy is not proposed in the current reserved matters application, however a wind tunnel assessment based on the building heights and locations undertaken for Phase 1A and including Block B (reported in the Supplementary ES and clarified in a note dated 31.10.14) shows that whilst conditions for pedestrians in all areas around the perimeter of Blocks B1 and B2 would be suitable for any activity (including entrances and long-term sitting during the summer and winter), one location on the southeast corner of Block B2 (ref. 137) would be suitable only for strolling and standing in the winter season..

There is no seating proposed on the southeast corner of Block B2 and accordingly it is considered that an acceptable pedestrian environment suitable for the intended use can be achieved around the buildings and in private amenity areas (i.e. balconies and rooftop gardens).

- 8.15 The positioning of the buildings will allow ground level retail/restaurant/café uses to overlook the river and Confluence Park whilst maintaining a walking route to the south and the north. This approach is supported in principle. Also of relevance is Condition 26 of the outline permission that requires the detailed layout of all buildings is modelled and designed to ensure that a reasonably acceptable walking space is achieved and that pavement widths do not prejudice pedestrian flows. A supplementary assessment has been undertaken looking at existing and likely future pedestrian numbers and movements. This assessment uses TFL pedestrian comfort levels based on the density of pedestrians taking account of the useable footway width. The analysis was carried out in March 2013 and informed by surveys carried out in December 2012 and so included new residents from the Loampit Vale/Lewisham Renaissance development and other completed developments in the vicinity of the site. The assessment has included a 20% growth in pedestrian numbers to take account of other approved schemes and residents from the Gateway development itself and has also taken into account areas for seating to the south. This assessment (reported in the Design Statement) demonstrates that at peak times there is sufficient space around Buildings B1 and B2, as well as in other locations across the site, to accommodate the projected number of pedestrians using these routes and achieve an acceptable environment for pedestrians.

#### Floor Area, Height and Massing

- 8.16 The principle of tall buildings in this location was approved under the outline planning permission for the comprehensive redevelopment of the Lewisham Gateway site granted in 2009 and the quantum of floorspace proposed in this reserved matters application is within the limits set out in that permission. The proposed height of the buildings at 69m and 47m to roof level utilises the maximum permissible within the parameters, with roof top plant (lift overrun) a maximum of 5.3m above roof level (with chimneys extending a further 1m and Building Maintenance Unit arms 1.5m above the lift overrun). The top two floors of the building are set back with the frame of the building that extends 4m above roof level and provides an enclosure to the roof top gardens whilst acting as a perforated 'crown' to the top of the building. As an open structure, through which the roof top gardens and sky can be glimpsed, this is considered an appropriate design response which assists in screening plant and equipment as well as providing a lighter feel to the top of the building than capping it at roof level. A 'canopy' within the perimeter of the roof provides a track for a building maintenance unit that can be stored within the lift enclosure.
- 8.17 The Supplementary ES includes photos from a number of the viewpoints assessed in the 2006 ES and 2007 ES Addendum, updated to show the context in 2014. These photos (and additional assessment in the clarification note dated 31.10.14) demonstrate that there have been changes in the visual landscape as a result of development to the west of the Gateway site, in particular the construction of the Loampit Vale 'Lewisham Renaissance' scheme. This change is particularly noticeable where the land rises towards Hilly Fields (in the view along Brookbank Road to the south west of the Gateway site), and to a lesser degree in the view from Loampit Vale at its junction with Algernon Road.



The foreground of views from the footbridge at Elverson Road DLR Station has changed as a result of the developments at Connington Road, however the view of the Gateway development is largely unchanged.

- 8.18 Since the Original ES was prepared other development in the town centre has taken place, resulting in a change to the general height and massing of buildings in the area. Accordingly whilst the Lewisham Gateway buildings will be visible in certain views, the context into which the development is being placed is of a similar scale. Given the emerging context of development in the vicinity of the application site the visual impact of the scale of buildings proposed is likely to have reduced compared with the baseline in the Original ES. In the circumstances, the height and massing of the buildings on the Gateway site are considered appropriate and it is considered that Condition 2 (ii) has been satisfactorily addressed.

#### External Appearance

- 8.19 The two proposed buildings have the same plan form and also adopt a similar elevational form, with a strong vertical emphasis created by solid panels from ground to roof level but broken at intervals up the building with horizontal bands. This approach was adopted in the design of buildings in Phase 1A, with the buildings having a strong expressed frame, with the remainder of the façade largely glazed and with recessed and part projecting balconies located on the corners of the buildings. Ventilation panels run floor-to-floor between the horizontal bands (offset between each section of the elevation). Together with window reveals these create variety and a depth to the elevations.
- 8.20 Building B2 comprises a light-coloured reconstituted stone frame with dark grey metallic finish window frames and gold coloured perforated metal finish ventilation panels. Building B1 by contrast uses brick for the main structure, but with the same dark grey window frames and gold ventilation panels as Building A1. Both buildings achieve a simple, strong and rational façade articulation whilst the extent of glazing, window reveals and varied balcony treatments add interest and depth to the facades and contribute to breaking down their mass. The replication of the appearance of Buildings A1 and A2 is considered to be appropriate and would help to ensure that the buildings are read as a family of buildings that relate successfully to one another. The balconies have a glazed balustrade and timber deck, with projecting balconies having a metal soffit. Those flats without balconies have full height doors with metal balustrades at first floor level and glass balustrades at upper levels.
- 8.21 The east and west elevations of Buildings B1 and B2 include a combination of gold coloured perforated panels and fins occupying the central bay of the building, similar to the approach to Block A. This results in a more solid feel to these elevations, mirroring Buildings A1 and A2. However the main stone/brick of the building frame remains the dominant feature and these elements add to, rather than detract from the appearance of the building by adding colour and variety to the façade detail. The fins provided on the facing elevations of the buildings provide a degree of privacy for occupants of adjacent flats given the limited distance between them (7.8m between facing secondary windows to habitable rooms). No fins are proposed on the southern elevations of the buildings however, in order to minimise solar heat gain (while windows are closed) solar control glazing incorporating a non-reflective 'tint' will be used throughout the development. Perforated gold panels are also proposed on the northern and southern elevations and provide ventilation to the units.

- 8.22 Samples of the proposed materials, which match those for Buildings A1 and A2, have been submitted with the reserved matters application and Officers are satisfied that as well as being appropriate for the buildings they are of an acceptable quality. Concerns have been raised about the appropriateness of the brick colour, however officers are satisfied that the colour would echo the range of brick types within the area which includes darker tones as well as yellow stocks. The samples provided demonstrate that the materials would be of high quality. The applicant has noted that all materials are subject to availability and procurement and that if alternatives are to be used they would closely match those submitted. Given that the Council is being asked to approve the materials for the buildings, then any alternative would need to be submitted to the Council for separate consideration and approval. Accordingly, should the Council approve the materials as currently submitted, it is recommended that an Informative is added to the Decision Notice highlighting this point.
- 8.23 The scheme has been reviewed by a site specific design review panel (DRP) during the design process. They have concluded that the buildings are well designed and would make a positive contribution to the area. The design approach to mirror Buildings A1 and A2 has been accepted by the DRP although they have queried whether, with time, these could further evolve. Officers consider the design approach of having buildings that would mirror each other to be appropriate and agree with the DRP's view that these are well designed and would be positive additions to the town centre, with Phase 2 providing scope for the design approach to evolve further. As part of the current application, plans to show the architectural detailing of each building have been provided which demonstrate that the finish would be of a sufficiently high quality. Officers are therefore satisfied that the design of the buildings is acceptable.
- 8.24 Ground floor frontages are between 4m and 4.6m in height and predominately glazed, with non-active frontages on the northern elevation only. These are kept to a minimum and provide access to refuse stores, and are positioned away from each other to avoid lengthy inactive frontages. Residential entrances are located at the north-west and north-east corners of the building, with each block having one entrance/foyer area. The ground floor of Building B2 includes a colonnade, with the commercial frontage 2.2m behind the pillars. Air intake and extract is designed to be integral to shopfronts, and a retail signage zone of 0.5m high has been identified that is internal to the units (and to be fixed to dropped bulkhead behind the external glass line).
- 8.25 The ground floor commercial space has been arranged so that it could operate as one large unit or three separate units. The central area has been designed as a fully glazed frontage of approximately 5.1m high, which would project out 0.85m from the building line of Building B2 on the northern elevation. The unit would be able to be accessed from the north and south and has central doors marked with PPC metal fins with a metal canopy over the entrances on both elevations. Officers consider the fully glazed unit to be a welcome element of the design that provides the opportunity for commercial space to be accessed from the north as well as providing visual connection into and through the block. However, it is considered necessary to impose a condition requiring that the northern elevation of the shopfront to remain unobscured to ensure that this elevation remains open and does not introduce an inactive frontage as such an arrangement would mean that the main pedestrian route would be dominated by blank frontages.

8.26 Details of refuse storage for the residential units has been submitted. Subject to the refuse collection being supplemented by a privately arranged 2<sup>nd</sup> collection (as per the arrangements for Buildings A1 and A2), the details are acceptable.

Details for the refuse storage and collection arrangements for the commercial units have not been provided and a condition is proposed requiring these details to be submitted and approved by the Council.

8.27 London Plan policies 7.6 and 7.7 and Core Strategy Policy 15 and 18 aim to secure architecture of the highest quality, particularly in respect of tall buildings. The approach proposed for Buildings B1 and B2, to mirror Buildings A1 and A2 is considered to be acceptable. Key to the success of this approach will be to ensure that the design of each phase adopts the same use of materials and detailing and plans have been submitted to demonstrate that this will be achieved. The overall design approach of adopting the same footprint and design philosophy for each building but using different materials achieves a simplicity and repetition in architectural style whilst appearing as two distinct and contrasting buildings. This is considered successful, and subject to design details being implemented as submitted then the buildings would be positive additions to area.

8.28 It is considered that Condition 2(iii) has been satisfactorily addressed.

Housing and Residential Amenity

8.29 The Development Specification and outline planning permission specify a maximum number of residential units and the environmental impact assessment was undertaken on the basis of an assumed maximum (and minimum) number of residential units as well as indicative mix of size and tenure to inform such matters as child yield and play space provision across the site as a whole. However these documents do not specify the quantum and/or mix of unit sizes/tenures within each building or phase. Therefore whilst the total floorspace for residential (and non-residential) uses is clearly defined, the detail coming forward within each phase is more flexible subject to a reconciliation mechanism to demonstrate how the overall mix of uses will be delivered in the completed development. The amount of affordable housing is also subject to review to determine if it is viable and, if so, how much affordable housing could be provided.

8.30 Whilst residential mix by building is not specified in the permission there is a general aspiration to achieve a balance of flat sizes and tenures based on an indicative mix for the scheme as a whole. The current reserved matters application proposes a total of 169 flats as follows:

Flat Size	Phase 1B Reserved Matters Application Mix	Phase 1A and 1B Combined Reserved Matters Application Mix	Outline Application Indicative Mix
Studio	0%	4%	5%
1 Bedroom	49%	50%	50%
2 Bedroom	49%	43%	40%
3 Bedroom	2%	2%	5%

- 8.31 When compared to the outline application indicative mix this phase has a slightly lower percentage of studios and 3 bed flats and higher percentage of 2 beds. However, when Phase 1A is taken into account, the mix is in general accordance with the indicative mix and supports the objective of achieving a range of unit sizes across the site.
- 8.32 The units are accessed via separate entrance lobbies serving each building, accessed from Station Road with alternative side accesses also provided. The majority of the flats will be dual aspect, with single aspect flats orientated to the south. Given the building layout approved at outline stage, and the detailed configuration of the buildings now proposed with two separate blocks, it is considered that the layout of the flats achieves an acceptable balance of unit types and orientation. All flats have been designed to achieve at least the internal space standards set out in the London Plan and to meet the Lifetime Homes standard criteria. In addition 17 flats are designed to be wheelchair adaptable with 8 x 1 bed flats, 8 x 2 bed flats and 1 x 3 bed flat across Buildings B1 and B2. The wheelchair adaptable flats meet the space standards and layout requirements set out in the GLA's Housing SPG 2012. Mobility scooter parking / charging spaces are provided in the entrance lobby to the buildings.
- 8.33 No private car parking is proposed for the flats, and in accordance with the s.106 agreement, all dwellings will be provided with a folding 'Brompton'-style bicycle, which can be stored within the dwelling. Parking for people with disabilities will be provided on a permanent basis in later phases of the development, and in the interim four spaces will be provided in a secure location to the south of Confluence Place (secured as part of Phase 1A). This is within a reasonable distance and level route to Buildings B1 and B2 could be provided. The access arrangements are therefore considered acceptable in principle and the details will be secured as part of condition 8 of the original 2009 planning permission.
- 8.34 External private amenity space to the flats is in the form of semi-enclosed/recessed and projecting external balconies to all corner flats. The external balconies vary in size and meet the London Housing Design Guide space standards for the flat size and also provide useable space. Other flats have Juliette balconies. Where flats do not have external private amenity space the internal floorspace of the units has been increased above the London Plan space standard to compensate for the lack of external space. All 1 bed flats provide an additional 7-8sq.m of internal space and 2 bed/3 person flats provide an additional 8sq.m of internal space exceeding the +5sq.m for 1beds and +6sq.m for 2bed/3 person flats specified in the London Housing Design Guide standard. All flats also have access to the communal gardens on the roof of their respective blocks. Details in respect of the provision of children's play space is considered under 'Landscaping and Ecology' below.
- 8.35 In this phase of the development building B1 has been pre-sold for private rented sector housing (a form of private housing but for rental only rather than sale) with the remaining units in building B2 for private sale. The applicants have submitted confidential financial information to demonstrate that it is not viable to provide affordable housing in this phase of the development. This has been independently assessed for the Council and the advice is that the financial model is robust and the inputs and outputs can be verified as reasonable and accurate. The 2009 planning permission allowed for up to 20% of units within the scheme to be affordable. However, it was recognised at that time that due to the upfront costs of the infrastructure works to roads and rivers and the significant regenerative transformation that would bring to the town centre, the level of affordable housing

would need to be reviewed as the scheme progressed. This would take into account any decrease in values/increase in costs which would determine the amount of affordable to be delivered on site. Since 2009, infrastructure costs (including the relocation and diversion of underground services, the removal of the roundabout and construction of the new road network and works to divert the Rivers Ravensbourne and Quaggy) have now increased to the region of £35million. There will however be a further review of affordable housing provision on submission of the first application in the southern phase of the development.

- 8.36 The Gateway site is located in an area of existing poor air quality, primarily attributable road traffic. The Original assessed the likely significant effects of the development on local air quality and also conditions for future residents. This concluded that whilst annual mean NO<sub>2</sub> objectives would be exceeded in residential units in the lower floors of Block A, B and C, with mitigation (including drawing in clean air from roof level to the affected flats) an acceptable internal residential environment could be achieved. As part of the current reserved matters application the air quality assessment has been updated to take account of changes to the baseline conditions, changes to relevant policy and guidance, changes to the scheme and local committed developments, and new modelling tools.
- 8.37 In terms of pollutants, the Supplementary ES predicts that whilst PM<sub>10</sub> and PM<sub>2.5</sub> concentrations within the site will be below the relevant objective levels, concentrations of NO<sub>2</sub> will exceed the annual mean objective. This will occur up to second floor height across the site. However, the applicant has proposed that mitigation is provided to Level 8 for consistency with Phase 1A and officers consider that this is a suitably robust approach that would ensure that air quality issues would be satisfactorily addressed. This will be in the form of mechanical ventilation to the affected flats with clean air drawn from roof level. This approach is considered acceptable. The Supplementary ES notes that further modelling will be necessary once the exact CHP system is known and this will be secured via condition.
- 8.38 The site is currently exposed to high levels of road traffic noise (and to a lesser extent railway noise) and the Original ES proposed mitigation in the form of acoustic glazing specified to achieve a given level of noise attenuation and ensure acceptable noise levels within the proposed flats. Noise surveys have been undertaken as part of the current Supplementary ES and confirm that the background noise levels reported in the Original ES remain valid. Acoustic glazing to all flats is proposed, with very high performance double glazed units on the eastern elevation of Building B2 and high performance double glazed units on all other elevations of both buildings. All flats will be fitted with fully ducted mechanical ventilation to ensure air quality is maintained with windows closed to minimise noise from outside.

#### Landscaping and Ecology

- 8.39 The Outline Planning Permission for the Lewisham Gateway Development reserved landscaping, which is defined as the treatment of land (other than buildings). The approved application included defined public realm on Parameter Plan 5, which included areas of public space as well as pedestrian routes.

- 8.40 The drawings and information submitted to discharge Condition 2(iv) provide a landscape strategy identifying a range of hard landscape materials, tree specimens, plant specimens and their location, potential type and location of street furniture, the location of gates, balustrades and handrails and other detailed elements. The full details of the exact proposals to accord with this strategy will be submitted under Condition 30.
- 8.41 The Design Strategy accompanying the submission includes an open space assessment that defines areas of 'civic space' (which includes public routes around the building, 1206sq.m), 'parks and garden / semi natural urban greenspaces' (which includes the river corridor, pathways and walkways in Confluence Place, 1900sq.m) and 'provision for children and teenagers' (the soft landscaped area within Confluence Place, 450sq.m). The overall open space figures is stated to be 11,160sq.m, which includes the space that has already been approved as part of the Phase 1A reserved matters.

### Public Realm

- 8.42 The public realm within the current application boundary incorporates the routes and spaces around Building B1 and B2, including the viewing platform over the river. The routes to the north and east edges of the site would be adopted by the relevant highways authority depending on the location (either LBL or TfL) and are proposed to be granite or pre-cast concrete slabs, with the exact finish to be confirmed once discussions have been concluded to ensure that the finish would be capable of future adoption. Officers are satisfied that the palette of materials being considered is of acceptable quality and that the detail provided for the purposes of the reserved matters application are acceptable.
- 8.43 The areas to the west and south would be finished in granite with five potential finishes specified all of 450x150mm. Samples have also been submitted. The materials mirror those for Phase 1A and are considered to be suitably robust given the anticipated footfall and would be of suitable quality, according with the Design Strategy secured as part of the original application and the approved Design Framework. The submitted landscape masterplan identifies general areas for street furniture, signage, cycle parking, bins and balustrades. Whilst the details are to be fully detailed under the relevant conditions, the general approach and locations are considered to be acceptable.
- 8.44 The viewing platform proposed over the realigned river to the south of Building B1 would measure 22-23.5m in length and 1.8m deep and would be approximately 3.8m above the level of the river planting. This would cantilever out over the river and have metal grating to seek to reduce overshadowing to the river. The EA have not objected to the scheme, noting the need to weigh the benefits of public access to the river against the biodiversity impacts. Officers consider that the overall Lewisham Gateway development results in a significant improvement to the river environment and biodiversity of the rivers generally and agree with the Environment Agency that the benefits of public access and interaction with the rivers is an important consideration. The applicant has provided details of potential overshadowing as a result of the platform which demonstrates that due to the height and depth of the platform, no areas would be permanently overshadowed by the platform. Apart from 9am on 21 June, shadows would be limited to the river wall itself rather than areas of marginal planting, however, the applicant proposes to use shade tolerant vegetation in this area to ensure that any impact is robustly

mitigated. Officers consider that the platform would not harm biodiversity and would be a welcome addition to the scheme.

- 8.45 The public realm within Phase 1B is largely limited to routes and some spill out space from the ground floor commercial space. Opportunities for planting are therefore limited within the boundary of this phase. It is proposed to have 12 trees provided located along the northern, southern and western edges of the building (additional trees are proposed to roof terraces also).

When the number of trees is considered alongside the 60 that will be planted as part of Phase 1A and the further opportunities for planting within phase 2, which will include larger areas of public realm and a public space known as St Stephens Square, the proposals for this scheme are considered to be acceptable.

- 8.46 The principle of the approach to hard landscaping throughout the scheme is considered to be acceptable both in terms of appearance as well as performance. The exact details would be considered and secured as part of the submission under condition 30 in addition to a management plan.

#### Amenity Space

- 8.47 The scheme has been designed to provide private amenity space for the majority of units through the introduction of balconies. Some of the one bedroom units propose Juliet balconies as opposed to external balconies due to design constraints. Where proposed, the units have been sized to exceed the minimum floor areas. All the balconies have been designed to meet the minimum required depth of 1.5m within the Housing SPG. In addition to the areas of private external space, and Juliet balconies as appropriate, the roofs of Building B1 and B2 would provide communal open space. These would measure approximately 500sq.m each and be partly beneath a canopy along the edges, providing wind mitigation. The space would be largely hard landscaped with areas of granite and decking with planters providing some vegetation. A series of benches would be located on the roof space. The Design Strategy identifies an area of artificial grass although this is not specified on the plans. The exact detail of planting will be addressed as part of Condition 30. The communal roof terraces (in addition to private amenity space) would be available prior to the occupation of Buildings B1 and B2.

#### Playspace

- 8.48 Block B would result in a child yield of 12 based on the Council's Planning Obligations SPD calculator model, which can be broken down into 2.6 0-2 year olds, 1.6 3-5 year olds, 4.2 primary age children and 3.1 secondary age children. This methodology of calculating child yield is based on the latest available information from the GLA. London Plan policy 3.6 Children and young people's play and informal recreation facilities states that developments including housing should make provision for play and informal recreation, based on the expected child population generated by the scheme and an assessment of future needs. The Mayor's Supplementary Planning Guidance 'shaping neighbourhoods: play and informal recreation (2012)' requires a minimum area of 10sq.m of play space for each child, which is also used as a local benchmark. It goes on to state that the 10sq.m per child benchmark should be set in the context of the overall open space requirements, and where open space provision is genuinely playable, the open space may count towards the play space provision.

- 8.49 The current proposals identify the soft landscaped areas of Confluence Park as play space. This measures 450sq.m overall, in excess of the minimum required 120sq.m. and when combined with the 110sq.m of play space required to support Phase 1A, the space proposed would still provide nearly double the area required. Concerns had been raised during the consultation period that a greater number of families are now living in 2 bedroom properties which may mean that projected child numbers are conservative. However, given the space available, Officers are satisfied that there would be sufficient provision. Whilst there is no formal play equipment proposed within this area, the area has been designed to provide informal play space within the park, incorporating a gentle slope down to the river, pavilions over the watercourse and unobstructed access to the river's edge, providing families with opportunities to engage with the river. It is considered that this area would provide a good size and quality of space that would be appropriate to meet the needs of this development

#### Living Roofs

- 8.50 A living roof is proposed to the roof of the single storey building that would link Buildings B1 and B2. The planting would be based on a varied substrate depth with a mix of wildflower and meadow type plug planting. Whilst the exact details would be subject to approval by condition, the proposed approach would be a positive contribution to biodiversity. The overall area, although limited for this phase, would be part of a more extensive network of bio-diverse roofs across the site and is therefore considered to be acceptable.
- 8.51 It is considered that the details pursuant to Condition 2 (iv) are acceptable and that overall, the provision of private and communal amenity space, including play provision is considered to be acceptable.

#### Sustainability and Energy

- 8.52 Since the grant of outline planning permission for the Gateway development in 2009 planning policy in respect of sustainability and tackling climate change and Building Regulations dealing with the conservation of fuel and power have been amended. London Plan (2011) policy retains the Mayor's energy hierarchy (reducing energy demand, supplying energy cleanly and efficiently, and incorporating renewable energy sources) but with the prime objective being to reduce overall CO2 emissions. Building Regulations also require that emissions in new buildings are reduced further than in the previous Regulations (2006). In the light of these changes an Alternative Energy Strategy for the Lewisham Gateway site was approved in 2013. This adopts the CO2 emissions target reduction of 25% and seeks to deliver this through lean, clean and green technologies. In respect of Phase 1 of the development (Buildings A1, A2, B1 and B2), an Energy Implementation Strategy has been submitted setting out how the 25% reduction will be achieved.
- 8.53 Through a combination of passive design measures in the building design and construction (aimed at minimising heating, cooling, and lighting demands) as well as energy efficiency measures in the operation of the building (such as lighting and ventilation systems) energy demand from Phase 1 (Phase 1A and Phase 1B) is expected to comply with the requirements of the 2010 Building Regulations (as secured in the Alternative Energy Strategy). CO2 emissions will be reduced beyond this level through the installation of a site wide energy network comprising a Combined Heat and Power (CHP) plant and gas fired boilers.



The CHP has already been approved as part of Phase 1A and will be located in a lower ground floor plant room to Block A1 to serve those buildings and Block B (with a second CHP being provided to contribute towards achieving the CO2 reductions across the scheme as a whole). The proposals also include the provision of capped pipework to the site boundary offering the potential to connect to adjoining sites or a local energy distribution network. The CHP and gas fired boilers are estimated to achieve a 25% reduction in CO2 emissions from the baseline of a Building Regulations 2010 compliant development.

The applicant has also considered the scope to accommodate a range of renewable energy technologies but has concluded that none are feasible within Phase 1. This is due to considerations such as the compatibility of solar water heating panels with the CHP (which would compete rather than complement each other in terms of meeting hot water demand and reduce the efficiency of the CHP), the effectiveness of ground source heat pumps (given the predicted heating/cooling demands of the development), and the available roof space to accommodate PV panels given the use of the majority of the roof space on Buildings B1 and B2 as communal amenity space for residents of the blocks. The availability of glass PV panels which could be used to clad balconies has been raised as part of the consultation responses as a relatively new way of providing PV. The current application does not propose to utilise this type of technology and the current application therefore has to be considered on its own merits. In the circumstances Officers are satisfied that in this phase of the development the incorporation of renewable energy technologies is not feasible however there is clear scope to accommodate these within later phases of the development and this will need to be explored as part of later application, considering all available technologies at that time.

- 8.54 For the purposes of the reserved matters application it is considered that the applicant has demonstrated compliance with relevant planning policy and sustainability targets.

#### Environmental Considerations

- 8.55 The Supplementary ES submitted to support the Reserved Matters application reviews the topic areas that were assessed in the Original ES to determine whether the detail of the first reserved matters application gives rise to any new or different likely significant impact on the buildings the subject of the current application.
- 8.56 No new or likely significant impacts have been identified relating to noise and vibration, water resources and flood risk, ecology, archaeological resources and cultural heritage, townscape and visual, wind, daylight and sunlight, land quality, utilities, waste and pedestrian movement. The impacts remain as originally assessed and found to be acceptable when the outline planning application was approved.
- 8.57 Daylight and sunlight impacts were specifically assessed as part of the Original ES. The Original ES assessed the impact of new buildings on sunlight and daylight to residential properties in the immediate vicinity based on the maximum scheme. It concluded that each of the assessed properties on Silk Mills Path would experience a loss of daylight such that the Vertical Sky Component (VSC) in future condition with the Gateway development would be less than 80% and was considered a major impact.

Such modelling does not take into account any existing trees and assumed a large unbroken block and therefore the modelled reductions in the VSC were a worst case.

- 8.58 The impact on daylight and sunlight was deemed to be acceptable at the outline stage due to the overall regenerative benefits of the scheme with the exact design and materials to be given thought in future reserved matters to mitigate the impact on those properties. One means of mitigation identified in the Original ES was the use of lighter coloured surfaces on buildings to increase the amount of reflected light received by the affected dwellings and the current application includes the use of lighter materials for the taller building (as does the tallest building in Phase 1A). It is also now proposed to split the modelled block into two buildings, enabling light to penetrate through. Officers consider that the present proposals have therefore incorporated mitigation that would improve upon the originally modelled conditions.
- 8.59 The socio-economic impacts of the scheme remain unchanged since originally considered. In terms of the baseline conditions and availability of school places, since originally permitted there has been an increase in demand for primary school places. However, the housing numbers from the Lewisham Gateway scheme have been included in the Council's annual Housing Trajectory and have been taken into account in its service planning assumptions (including school place provision) and the Council continue to progress opportunities for increasing provision. It is considered that the impacts arising from the Lewisham Gateway development have not changed, and the Council have factored this development into their pupil place projections to meet the demand.
- 8.60 Wind, air quality and noise and are considered in more detail in paragraphs 8.13-8.14, 8.36-8.37 and 8.38 respectively. The Supplementary ES has assessed the likely significant impacts of the development comprising the reserved matters application as well as the mitigation proposed as part of the original outline application and subsequent refinements. This demonstrates that the impacts can be satisfactorily mitigated and that residual impacts are acceptable. Ensuring that mitigation measures are provided and maintained can be secured by condition.
- 8.61 Overall, it is considered that the scheme would not give rise to any new or different likely significant impacts, subject to the inclusion of the further mitigation identified within this report.

#### Response to Objections

- 8.62 A number of issues have been raised in letters of objection. These have been considered and set out in the following paragraphs.
- 8.63 The approved 2009 outline planning permission included a height range for Building B2 of 54m-70m and Building B1 of 34m-47m. The heights are to main roof level (with plant and shafts specifically excluded) and are measured from ground level, which in this case is 9.3m AOD. The proposed height of the buildings are 69m and 47m to the main roof level and are therefore permissible within the parameters. Elements such as enclosures to the roof terraces, lift overruns and chimneys can exceed these heights. The buildings are therefore considered to be in accordance with the approved parameters.

- 8.64 The acceptability of tall buildings and the height ranges, including their relationship with nearby heritage assets, were considered as part of the outline planning application and found to be acceptable. This is not capable of being revisited as part of this current application.
- 8.65 Issues relating to the acceptability of the size of Confluence Place/amount of green space and general appropriateness of this type of development are matters that were considered as part of the outline planning application. At that time each matter was considered and found to be acceptable. The current application, which is seeking to address reserved matters details, sits within the outline scheme that has been approved and the matters are therefore not capable of being revisited as part of this current application.
- 8.66 At the outline stage, the impact on local services was considered and found to be acceptable. Since that time, the approved outline scheme has been taken into account in forecasts for the area, including studies on pupil place needs and transport assessments for the town centre.
- 8.67 The current scheme does not include any renewable energy. However, the Alternative Energy Strategy secured through the Section 106 Agreement address energy over the entire development and proposes that elements such as PV cells are considered for later phases to deliver a scheme overall that would maximise carbon savings through the use of renewable energy in accordance with the London Plan policy 5.2 and CS Policy 8 within the Core Strategy. It is considered that the use of the roof space for amenity purposes for this particular block is a priority and is considered to be acceptable because of the opportunity to deliver renewable energy as part of later phases/buildings. The use of glass PV has not been specifically assessed as part of the submission and is not proposed as part of the current application and it must therefore be considered on its own merits. The approach on this phase does not preclude the further consideration of technologies and delivery of renewable energy as part of the later phases. The applicant has confirmed that different types of renewable energy and emerging technologies are likely to become more efficient and be considered as part of future reserved matters.
- 8.68 The applicant has submitted confidential financial information to demonstrate that it is not viable to provide affordable housing in this phase of the development. This has been independently assessed for the Council and the advice is that the financial model is robust and the inputs and outputs can be verified as reasonable and accurate. There will be a further review of affordable housing provision on submission of the first application in the southern phase of the development.
- 8.69 Concerns have been raised regarding transport capacity and the ability of public transport and Lewisham Station to accommodate this development and others within the town centre. The Lewisham Town Centre Transport Study Final Report dated October 2010 includes the additional trips predicted to be generated by committed and planned development within Lewisham Town Centre. As discussed in Paragraphs 5.2.17 and 5.2.18 of the aforementioned report, the 2010 Study assessed spare capacity on each of the public transport modes during the more critical AM peak hour (08:00 – 09:00) taking into account the additional demand likely to be generated by the Lewisham Gateway, Loampit Vale and Conington Road developments. The results were summarised in Table 5.1 which showed an unused capacity on the rail network of 11,744 (5,746 departing Lewisham) when taking into account the committed public transport improvements.

The 2010 study therefore concluded that the additional trips generated by further development can be comfortably accommodated on the future rail network and that even should other development uses come forward that could generate higher levels of public transport demand...it is considered that the trips generated can be accommodated on the future public transport networks (reference Paragraph 7.1.10). As part of the preparation of the Lewisham Town Centre Local Plan, the Transport Study was reviewed in and it was found that the conclusions and recommendations remain valid. The Council continue to seek to work with network rail and southeastern to improve access into the station.

- 8.70 The capacity of pavements and routes has been reviewed as part of the application based on surveys carried out in 2013 which have also allowed for a 20% uplift in pedestrians. This has found that the proposed routes within this phase could accommodate the anticipated levels of pedestrian movement. The application does not propose the inclusion of any additional routes through the buildings or bridges and Officers are satisfied that the scheme as designed provides sufficiently wide routes that would be able to accommodate the anticipated number of users.

## 9.0 **Implementation**

- 9.1 The development of the Lewisham Gateway site is a major and complex construction project that will take place in a series of phases over a number of years. The approved phasing for the overall programme envisages delivering the development over a period of 8 years with four main phases of development broken down into a number of sub-phases relating to site-wide infrastructure works (including river diversions), highway works and individual buildings.

Phase	Works	Year
Infrastructure	Site wide infrastructure Highways works	1-2
1A	Building A1/A2 and Confluence Place	1-2
1B	Building B1/B2	3-4
2	Building F* Building E Building C Building D1 Building D2 * with Building B or C	3-6 4-5 4-6 5-7 7-8

- 9.2 Phase 1A commenced in Spring 2014 and involves the construction of Buildings A1 and A2, river diversion works, the laying out of Confluence Place anticipated to take 2 years. The site-wide infrastructure and highways works including the construction of the 'Low H' road alignment commenced in July 2014 and should be in place when Phase 1A is completed. Phase 1B is anticipated to start in Spring 2015 with Buildings B1 and B2 taking up to two years to complete.
- 9.3 A detailed programme for construction covering the provision of temporary highway connections, bus facilities, and cycle and pedestrian routes needed to provide continuous access to, through and from the town centre, bus layover and mainline/DLR station was been approved for Phase 1A and the site wide infrastructure works. Further approvals will be needed for Phase 1B prior to the commencement of that phase.

## **10.0 Conclusion**

- 10.1 Outline planning permission has been granted for the comprehensive mixed-use redevelopment of the application site, including detailed approval of the highway layout and river diversion works. The outline planning permission included approval of the scale and massing of the development, the quantum and mix of floorspace to be provided and the overall layout of the site. This current application is for the approval of reserved matters in respect of the siting, design, external appearance and landscaping of Phase 1B of the development. The reserved matters are in conformity with the approved development parameters for the scheme (scale, massing, floorspace, mix of uses, extent of public realm) and the submitted details satisfactorily address the relevant policy considerations.
- 10.2 This application has been considered in the light of policies set out in the development plan and other material considerations including representations from third parties and on balance Officers consider that subject to the imposition of further conditions in respect of certain aspects of the development the reserved matters and related details are acceptable.

## **11.0 Summary of Reasons for Grant of Planning Permission**

- 11.1 The local planning authority has considered the particular circumstances of the application against relevant planning policy set out in The London Plan (2011) and the Core Strategy (2011). The local planning authority has further had regard to the National Planning Policy Framework and all other material considerations including policies in the Core Strategy and considers that:
- 11.2 The reserved matters are in accordance with the priorities and urban design principles set out in Strategic Site Allocation 6 in the Core Strategy and the siting, design and external appearance of the development is in accordance with London Plan policies 7.6 and 7.7 and Core Strategy Policy 15 and 18
- 11.3 The layout of the new public realm is appropriate and complies with London Plan Policy 7.5 which seeks high quality and accessible public realm. Further details of the landscaping are required to be submitted for approval under Condition 30 of the outline planning permission and the local planning authority is satisfied that a high quality public realm can be secured through this condition.
- 11.4 The energy demand and sustainability measures of the proposed development has been assessed in accordance with London Plan Policies 5.1, 5.2, 5.3, 5.6 and 5.7 and Core Strategy Policy 8 and the local planning authority is satisfied that the development will meet the relevant standards.
- 11.5 The proposed dwelling mix is considered to be acceptable given the target mix approved at outline planning application stage and the local planning authority is satisfied that the applicant has demonstrated it is not financially viable for this phase of the development to provide affordable housing.
- 11.6 Consideration has also been given to the objections made to the proposed development, as set out in this report. It is considered that none of the material objections outweigh the reasons for granting planning permission.

## 12.0 RECOMMENDATIONS

### RECOMMENDATION A

#### **GRANT APPROVAL FOR THE DISCHARGE OF CONDITION 2 (RESERVED MATTERS) subject to the following conditions:-**

- (1) The development shall be carried out strictly in accordance with the application plans, drawings and documents hereby approved and as detailed.
- (2) The reserved matters hereby approved shall not be implemented other than in accordance with the environmental standards and mitigation measures as set out in the Supplementary Environmental Statement (September 2014, Revised Air Quality Chapter (received 07.11.14) and related clarifications) and these shall be maintained in that condition for the duration of the development.
- (3) Notwithstanding the information shown on Drawings AA4876-2201 Rev C; AA4876-2202 Rev B; AA4876-2203 Rev B; AA4876-2204 Rev B; AA4876-2205 Rev B; AA4876-2206 Rev B; AA4876/2501 Rev B and AA4876/2513 Rev C, details of the elevations and specification of materials to the ground floor elevation of the buildings (including signage, access and details of refuse storage for the commercial units) shall be submitted to and approved in writing by the Council within 6 months of commencement of construction of any above ground superstructure.
- (4) Within 12 months of the commencement of the development of Block B, a detailed air quality assessment and further modelling for the proposed CHP and boiler plant including the effects of any downwash, shall be submitted to and approved in writing by the local planning authority.
- (5) The fully glazed northern elevation of the ground floor retail unit(s) (Use Class A1/A3) hereby approved shall not be obscured and whether or not permitted under Article 3 to Schedule 2 of the Town and Country Planning (General Permitted Development) Order 1995 (or any Order revoking, re-enacting or modifying that Order), no painting or application of colour to the northern elevation of the ground floor retail unit shall be carried out without the prior written permission of the local planning authority.
- (6) (i) The development shall be constructed in those materials as submitted namely: reconstituted stone (techcrete colour and texture code 629), perforated metal ventilation panel in 'Regency Gold 2', RGB Merlot, PPC fascia 'AzkoNobel Interpon D36 Matt (30) SA261E RAL 9911 Crittall White' and in full accordance with plans AA4876/2501 Rev B; AA4876/2502 Rev B; AA4876/2503 Rev B; AA4876/2504 Rev B; AA4876/2505 Rev B; AA4876/2506 Rev B; AA4876/2507 Rev B; AA4876/2508 Rev B; AA4876/2509 Rev B; AA4876/2510 Rev B; AA4876/2511 Rev B; AA4876/2512 Rev B; AA4876/2513 Rev C; AA4876/2514 Rev A; AA4876/2515 Rev A; AA4876/2516 Rev A; AA4876/2517 Rev A; AA4876/2518 Rev B; AA4876/2519 Rev A; AA4876/2520 Rev B; pages 42 to 51 of the Design Statement and Lewisham Gateway Phase 1 Material Sample Board Elevations AA3491-2.1-920 (as revised by Technical Information Package and samples of RGB Merlot Handmade & PPC fascia 'AzkoNobel Interpon

D36 Matt (30) SA261E RAL 9911 Crittall White') and Landscape AA3491-2.1-921

- (ii) The scheme shall be carried out in full accordance with those details, as approved.

### **Reasons**

- (1) To ensure that the development is carried out in accordance with the approved documents, plans and drawings submitted with the application and is acceptable to the local planning authority.
- (2) To ensure the development is carried out in accordance with the environmental impact assessment carried out as part of the Supplementary Environmental Statement dated September 2014 and the mitigation measures proposed therein.
- (3) In the interests of the appearance of the development and to ensure that the active frontage is maximised, avoiding back of house activities being placed on prominent frontages in accordance with Policy 15 High quality design for Lewisham of the Core Strategy (June 2011) and the Council's adopted Shopfront Design Guide Supplementary Planning Document (March 2006).
- (4) In order that the local planning authority may be satisfied that the development is not going to result in significant health impacts to existing and future residents from a deterioration in local air quality and to comply with Development Management Local Plan (November 2014) Policy 23 Air quality and GLA's Sustainable Design And Construction Supplementary Planning Guidance (April 2014).
- (5) In order that, in view of ensuring that the genuinely active frontage on the ground floor northern elevation is maximised, the local planning authority may have the opportunity of assessing the impact of any further development and to comply with Policy 15 High quality design for Lewisham of the Core Strategy (June 2011) and the Council's adopted Shopfront Design Guide Supplementary Planning Document (March 2006).
- (6) To ensure that the design is delivered in accordance with the details submitted and assessed so that the development achieves the necessary high standard and detailing in accordance with Policies 15 High quality design for Lewisham of the Core Strategy (June 2011) and Development Management Local Plan (November 2014) DM Policy 30 Urban design and local character.

### **INFORMATIVES**

- (1) The applicant is advised that irrespective of the statements regarding the availability and procurement of materials, any departure from the materials hereby approved and secured under Condition 6 would require separate formal approval by the local planning authority.

- (2) For the avoidance of doubt, for the purposes of Condition 5, the application of any translucent film or similar, would be considered as an application of colour.
  
- (3) **Positive and Proactive Statement:** The Council engages with all applicants in a positive and proactive way. For this particular application, pre-application discussions took place to agree the scope and content of the application and negotiations have taken place during the application process resulting in revised plans and details being submitted. For the reasons given, and expanded upon in a related case officer's report, a positive view of the submitted proposals was taken and in determining this application.