

## Development, Enterprise and Environment

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**Our ref:** D&P/3477/JA Pre-app  
**Date:** 13 October 2014

Dear Sarah,

**Town & Country Planning Act 1990 (as amended); Greater London Authority Act 1999 & 2007; Town & Country Planning (Mayor of London) Order 2008**

**Leegate Shopping Centre, Lee Green, Lewisham**

**LB: Lewisham**

**Our reference: D&P/3477/JA Pre-app**

Further to the pre-planning application meeting held on 23 September 2014, I enclose a copy of the GLA's assessment which sets out our advice and matters which will need to be fully addressed before the application is submitted to the local planning authority.

The advice given by officers does not constitute a formal response or decision by the Mayor with regard to future planning applications. Any views or opinions expressed are without prejudice to the Mayor's formal consideration of the application.

Yours sincerely,



**Colin Wilson**  
Senior Manager – Development & Projects

cc Alex Williams, TfL



## Leegate Shopping Centre, Lee Green, Lewisham

In the London Borough of Lewisham

### The proposal

Comprehensive redevelopment of the Leegate shopping centre, including demolition, in order to provide a retail led mixed use development, comprising buildings ranging from 2 to 11 storeys in height, incorporating approximately 26,550 sq.m residential (Use Class C3), 3,650 sq.m. food store (Use Class A1), approximately 3,050 sq.m. retail unit (Use Classes A1 to A5), approximately 1,650 sq.m. leisure (Use Class D2), approximately 300 sq.m. creche/training (Use Class D1/D2), approximately 4,571sq.m. public realm, approximately 420 car parking spaces, approximately 490 cycle parking spaces, highways works, landscaping and all other associated works.

### The applicant

The applicant is **St Modwen Properties**, and the agent is **Deloitte Real Estate**.

### Context

1 A request was received for a pre-planning application meeting with the Greater London Authority on a proposal to develop the above site for the above uses. On 23 September 2014 a pre-planning application meeting was held at City Hall with the following attendees:

#### GLA

- Jonathan Aubrey, Senior Strategic Planner (Case Officer)
- Lyndon Fothergill, Principal Strategic Planner
- Giorgia Franco, GLA Energy
- Tom Jolley, Transport for London

#### Lewisham Council

- Gemma Barnes
- Monique Wallace
- Rachel Jones

#### Applicant

- Killian Morris and Colin Darby, St Modwen
- Joanne Dennis-Jones, Deloitte
- Sarah Hall, Deloitte
- Will Maby, GL Hearn
- Ken Thompson, Maccreeanor Lavington
- Richard Lavington – Maccreeanor Lavington
- Mark Fitch, Jacobs
- Sushil Pathak, Cudd Bentley

2 The advice given by officers does not constitute a formal response or decision by the Mayor with regard to future planning applications. Any views or opinions expressed are without prejudice to the Mayor's formal consideration of the application. Please note that the quality of the advice you receive will be dependent upon the documentation that you let us have in advance of the meeting.

## **Site description**

3 The proposal site is 2.25 hectares of developed land which is irregularly trapezoid in shape. The majority of the site area is in the applicant's ownership.

4 The site is currently occupied by concrete and brick building dating from the 1960s of up to eight storeys in height. On the ground floors and first floors the land use is predominantly retail with a number currently vacant. In the north –west corner is Leegate House a seven storey office building and in the north east corner is Cantilver House which comprises five storeys of commercial floorspace with an area of open space partially used for open air stalls at ground floor street level.

5 On the southern perimeter of the site above the shopping precinct are a number of residential blocks up to three storeys in height with a two storey car park building.

## **Details of the proposal**

6 The proposals will involve the comprehensive redevelopment of the Leegate shopping centre, including demolition, in order to provide a retail led mixed use development. The development incorporate approximately 26,550 sq.m. residential (Use Class C3), 3,650 sq.m. food store (Use Class A1), 3,050 sq.m. retail unit (Use Classes A1 to A5) 1,650 sq.m. leisure (Use Class D2), 300 sq.m. creche/training (Use Class D1/D2). The key design and development features of the building are:

- The full redevelopment of the urban block with the development edges wrapped around the food store/warehouse/service yard.
- An arcade that separates the food store from retail units and acts as an entrance foyer to the ASDA store.
- The buildings will range from 2 to 11 storeys in height with the massing based around a podium with second floor car park and third floor shared communal courtyard.
- Small shop units facing onto Eltham Road and Burnt Ash Road.
- Approximately 4,571 sq.m public realm.
- Approximately 420 car parking spaces and 490 cycle parking spaces
- Highways works and landscaping on Eltham Road and Burnt Ash Road.

## **Strategic planning issues and relevant policies and guidance**

7 The relevant issues and corresponding policies are as follows:

- Mix of uses *London Plan;*

- Housing *London Plan; Housing SPG; Housing Strategy; draft Revised Housing Strategy; Shaping Neighbourhoods: Play and Informal Recreation SPG; draft Shaping Neighbourhoods: Character and Context SPG;*
- Affordable housing *London Plan; Housing SPG; Housing Strategy; draft Revised Housing Strategy;*
- Density *London Plan; Housing SPG;*
- Urban design *London Plan; draft Shaping Neighbourhoods: Character and Context SPG; Housing SPG; London Housing Design Guide; Shaping Neighbourhoods: Play and Informal Recreation SPG;*
- Tall buildings/views *London Plan, Revised View Management Framework SPG;*
- Access *London Plan; Accessible London: achieving an inclusive environment SPG;*
- Sustainable development *London Plan; Sustainable Design and Construction SPG; Mayor's Climate Change Adaptation Strategy; Mayor's Climate Change Mitigation and Energy Strategy; Mayor's Water Strategy;*
- Ambient noise *London Plan; the Mayor's Ambient Noise Strategy;*
- Transport and parking *London Plan; the Mayor's Transport Strategy;*
- Crossrail *London Plan; Mayoral Community Infrastructure Levy; Crossrail SPG.*

8 For the purposes of Section 38(6) of the Planning and Compulsory Purchase Act 2004, the development plan in force for the area are Lewisham Core Strategy, Development Plan DPD (2011), saved policies in the adopted Lewisham UDP (2004) and the 2011 London Plan (with 2013 alterations). The following are also relevant material considerations:

- The National Planning Policy Framework and Technical Guide to the National Planning Policy Framework.
- The draft Further Alterations to the London Plan (FALP) (2014).
- Lewisham Council Development Management Local Plan (2014)

### **Principle of development**

9 The development proposals are for a mixed residential and commercial/leisure scheme consisting of 200 to 240 residential units, an Asda supermarket store and cafe, with approximately nine individual retail units which are proposed for local operators, together with a public house, gym and community centre.

10 London Plan policy 2.15 (town centres) encourages schemes such as those proposed by the applicant in Lee Green district as they would enhance the competitiveness of the centre:

*"Development proposals in town centres should conform with policies 4.7 and 4.8 and:*

- a sustain and enhance the vitality and viability of the centre*
- b accommodate economic and/or housing growth through intensification and selective expansion in appropriate locations*
- c support and enhance the competitiveness, quality and diversity of town centre retail, leisure, arts and cultural, other consumer services and public services*
- d be in scale with the centre*
- e promote access by public transport, walking and cycling*
- f promote safety, security and lifetime neighbourhoods*

- g contribute towards an enhanced environment, urban greening, public realm and links to green infrastructure*
- h reduce delivery, servicing and road user conflict.”*

11 Lee Green district centre was identified in the draft FALP under table A2.1 town centres classifications and broad future directions as being a town centre for potential down grading to local (neighbourhood) centre status due to the low levels of retail floorspace and activity. This potential down-grading of retail centre status has subsequently been withdrawn following further consideration by the London Plan team. In the context of the previous concerns raised by the London town centre health check (GLA: 2013) and FALP in relation to the Lee Green district centre retail health, the proposed scheme is welcome as it replaces underperforming retail floorspace with new increased and enhanced provision.

12 This proposed mix of uses generally complies with the Lewisham Core Strategy policy 6 (retail hierarchy and location of retail development) that identifies Lee Green as a district centre, which will expect major retail, leisure and related town centres uses including arts and entertainment facilities to come forward. The Leegate shopping centre is specifically mentioned in paragraph 6.87 stating in relation to Lee Green *“it is dominated by a single storey supermarket and the 1960s Leegate shopping centre (which includes an office block) both of which impact negatively on the coherence, legibility and identity of the town centre”*

13 The applicant’s proposals will involve the relocation of existing community uses (including an evangelical church), such uses are supported and protected by London Plan policy 3.16 (protection and enhancement of social infrastructure) and policy 3.1 (ensuring equal life chances for all). The applicant has indicated that the redevelopment will include the offer of a retail unit on a rent free basis to a community group and this is welcome and should be secured in the s106 agreement. It is however requested the applicant should in addition indicate what arrangements are being made for the relocation of the evangelical church and the support being provided

The principle of the retail led mixed use development proposed by the applicant within Lee Green district centre are strongly supported. This is because the proposal positively responds to concerns raised in the London Plan review of centres over its retail health and will positively enhance the district centres vitality and viability.

## **Retail**

14 The application proposals include a 3,650 sq.m. food store (Use Class A1) and approximately 3,050 sq.m. retail unit (Use Classes A1 to A5).

15 The site is located within the boundary Lee Green town centre which is defined as a district centre in London Plan table A2.1 town centres classifications and broad future directions. As the site is in centre and is identified in Lewisham Council’s Core Strategy for retail led mixed use redevelopment, there is no requirement under London Plan policy 4.7 (retail and town centre development) for the applicant to provide either a sequential test or retail impact assessment. The applicant is however requested to provide in its planning statement a study of potential impacts on existing shopping provision within Lee Green. This should furthermore set out the approach to decanting existing operating businesses (including the Weatherspoon’s public house) and community use within the Lee Green Shopping Centre. This should make reference to the criteria set out in London Plan Annexe two London’s town centre network.

## **Housing mix**

16 London Plan policy 3.8 encourages a full range of housing choice. This is supported by the London Plan Housing SPG, which seeks to secure family accommodation within residential schemes, particularly within the social rented sector, and sets strategic guidance for councils in assessing their local needs. Policy 3.11 of the London Plan states that within affordable housing provision, priority should be accorded to family housing. Also relevant is Policy 1.1, part C, of the London Housing Strategy, which sets a target for 42% of social/affordable rented homes to have three or more bedrooms.

17 The proposed residential mix (Table 1) does not provide for a reasonable provision of larger units with just 10% three bed units, whilst 35% are one bed dwellings and 55% are 3 bed dwellings. All of the 3 bed units are to be provided as town houses in the south of the master plan facing onto Carston Close and are indicated by the applicant as being affordable dwellings. Although these larger units are welcome, the overall percentage of larger units should be increased across the entire development to create a more diverse housing mix in the apartment unit provision and seek achieve 42% of any social rented homes to have three or more bedrooms.

## **Affordable housing**

18 London Plan policy 3.11(affordable housing targets) requires borough councils to *“seek the maximum amount of affordable housing”*. In order to give impetus to a strong and diverse housing sector, 60% of affordable housing provision should be for social rent and affordable rent and 40% for intermediate rent or sale. Priority should be accorded to provision of affordable family housing.

19 Furthermore the draft Further Alterations to the London Plan (January 2014) include in policy 3.12 a new section C which states: *‘Affordable housing should normally be provided on-site. In exceptional cases where it can be demonstrated robustly that this is not appropriate in terms of the policies in this Plan, it may be provided off-site. A cash in lieu contribution should only be accepted where this would have demonstrable benefits in furthering the affordable housing policies in this Plan and should be ring-fenced and, if appropriate, pooled to secure additional affordable housing either on identified sites elsewhere or as part of an agreed programme for provision of affordable housing.’*

20 The Lewisham Council affordable housing requirement set by its Core Strategy policy 1 is for 50% as a starting point for negotiations in all developments. The policy states where the site is in an area of high concentration of social housing the Council would consider a contribution to be provided in a way which assists the securing of a more balanced social mix – this may include a higher percentage of intermediate units.

21 The applicant has not provided full details of the affordable housing provision as the accommodation schedule is under development, but has provisionally indicated that it is targeting a potential 26% affordable units provision across the development. At the pre-application meeting the applicant stated that the three-bed town house units in the south of the site will be affordable dwellings, but no affordable units are so far indicated for the remainder of the housing development proposals.

22 The applicant stated that discussions have been held with Registered Providers (RP) that operate in Lewisham, but they are still to come to an agreement on the provider, number of units and type. These on-going discussions are welcome.

23 For this scheme GLA officers require that all affordable housing should be provided on site and not through a donor site or payment in lieu. This is because the scheme design appears to provide opportunities to integrate a range of affordable unit types given the multiple cores being

provided. The applicant's finalised approach and level of commitment to providing affordable housing should be justified through a viability assessment using the GLA/ Three Dragons Tool Kit or similar model. This will be should be independently reviewed on behalf of Lewisham Council and discussions held with GLA officers.

24 Should the affordable housing be shared ownership provided through a Registered Provider (RP), all future sell on sales would have to recycle receipts and usually the RP will have first option to purchase the unit back. If it is not the case the GLA will require a mechanisms in the S106 to ensure equivalent "recycling" so the affordable benefit is not lost.

#### Housing density

25 London Plan Policy 3.4 seeks to optimise the potential of sites having regard to local context, design principles and public transport accessibility. The application should be accompanied by an estimate of net development density and this should relate to table 3.2 of the London Plan and the PTAL.

### **Urban design**

#### Layout

26 The proposed scheme is well designed, successfully integrating a large supermarket with servicing, car parking and residential accommodation above.

27 Particularly welcomed is the way in which the architects have wrapped the supermarket unit with active uses on all sides ensuring a good distribution of activity and overlooking on all surrounding streets and avoiding any large amounts of blank frontage facing the public realm. Where retail units or townhouses could not be provided, the architects have designed the foyers to the residential cores to be wide and shallow so that they wrap the retail unit, and have located inhabited staff areas where this was not possible.

#### Residential quality

28 The residential quality is high, with each core accessed directly from the street providing legible entrances with to each individual block which is strongly supported. Each block provides clusters of no more than eight units on each floor, ensuring a good sense of community to each block and 70% dual aspect units. The provision of stand-alone townhouses is also strongly supported, as these not only increase the number of houses, they also successfully wrap the supermarket improving the quality of Carston Road

#### Building height & massing

29 The overall height and massing of the scheme ranges from three to eleven storeys in height, with the taller element marking the crossroads of Eltham and Lee Road. Whilst the building is larger and bulkier than the surrounding context it's town centre location is considered an appropriate place for this scale of development.

#### Building appearance

30 The appearance of the building is characterised by it's brick cladding and simple gridded elevation. The drawings indicate a high quality of detailing and materials which is also welcomed. To ensure this quality is delivered, the applicant is strongly encouraged to retain the same architects through to construction phase.

## **Children & young person's play**

31 Children and young people need free, inclusive and accessible spaces offering high-quality play and informal recreation opportunities in child-friendly neighbourhood environments. Policy 3.6 of the London Plan seeks to ensure that all children and young people have access to such provision. The challenge facing boroughs and their partners in play provision will be to find opportunities to retain and increase the provision of play and informal recreation, particularly in housing developments.

32 The applicant has not completed work on the child yield for the development due to the housing mix being under development and this calculation should be completed before submission. The design proposals do indicate that the child play space will be provided on the podium level for the apartment accommodation and at the pre-application meeting it was indicated that the town house play space provision would be off site using nearby parks.

33 The design & access statement should clearly set out how different age group play needs are to be met. This should include a review of existing facilities in the immediate area to meet play requirements of older children. Detailed guidance is set out with benchmark standards in the Mayor's *Shaping neighbourhoods: play and recreation* SPG (2012).

## **Energy**

34 The applicant should note that since 6 April 2014, the Mayor applies the 35% carbon reduction target beyond Part L 2013 of the Building Regulations as set out in the revised energy assessment guidance available on the GLA website. This is deemed to be broadly equivalent to the 40% target beyond Part L 2010 of the Building Regulations, as set out in London Plan Policy 5.2 for 2013-2016.

35 The applicant should commit to meeting Part L 2013 by efficiency measures alone. Evidence of how it is proposed that this will be achieved should be provided. The energy strategy should also include the following:

- The applicant has acknowledged that that from 6 April 2014 the Mayor applies the 35% carbon reduction target beyond Part L 2013 of the Building Regulations as set out in the revised energy assessment guidance available on the GLA website.
- Updated energy assessment planning guidance is available on the GLA website. This provides further information on the revised targets to take into account the new Part L 2013 of the Building Regulations. It also provides details on the information that should be submitted within the energy statement to be submitted at stage 1. See link <http://www.london.gov.uk/priorities/planning/strategic-planning-applications/preplanning-application-meeting-service/energy-planning-gla-guidance-on-preparing-energy-assessments> (please note that the Guidance document will be updated in the autumn 2014, the most up to date version should be applied when submitting the stage 1 application).
- The applicant should commit to meeting Part L 2013 by efficiency measures alone. Evidence of how it is proposed that this will be achieved should be provided in the form of sample modelling outputs (e.g. DER, TER and BRUKL sheets including efficiency measures alone).
- Evidence should be provided on how the demand for cooling will be minimised through passive design in line with policy 5.9.

- The applicant has investigated opportunities for connection to nearby district heating networks and found that there are none. The applicant has committed to providing a site wide heating network suitable for connection to wider district networks now or in the future.
- The site should be served by a single energy centre.
- A plan showing the size and proposed location of the energy centre should be provided
- The applicant is proposing to use CHP to serve the space heating and domestic hot water for the residential and the domestic hot water for the retail. Air source heat pumps are proposed to provide the space heating and cooling for the retail. A feasibility assessment of the CHP system should be included in the stage 1 application including details on the management and electricity sales arrangements for the system. If CHP is still proposed it should be optimised by maximising the demand it is serving so the system should be designed to also meet the space heating demand of the retail units.
- If solar technologies are proposed, a plan showing the proposed location of the installation should be provided

36 Updated energy assessment planning guidance is available on the GLA website. It provides details on the information that should be submitted within the energy statement to be submitted at stage 1. See link <http://www.london.gov.uk/priorities/planning/strategic-planning-applications/preplanning-application-meeting-service/energy-planning-gla-guidance-on-preparing-energy-assessments>.

## **Noise**

37 Policy 7.15 (Reducing noise and enhancing soundscapes) of the London Plan states that development proposals should seek to reduce noise by minimising the existing and potential adverse impacts of noise on, from, within, or in the vicinity of, development proposals as well as separating new noise sensitive development from major noise sources wherever practicable through the use of distance, screening or internal layout in preference to sole reliance on sound insulation. The Mayor will also support new technologies and improved practices to reduce noise at source, especially in road, rail and air transport. In addition standard 5.2.1 of the Mayor's Housing SPG states that developments should avoid single aspect dwellings that are north facing, exposed to NEC C or D or contain three or more bedrooms.

38 The applicant should demonstrate that the noise impacts on the car park and service yard operations on adjacent units is fully explained and mitigated against with particular reference to the dwellings adjacent to the open area in the shared communal courtyard.

## **Air quality**

39 London Plan policy 7.14 sets out that all development proposals should be at least air quality neutral and not lead to further deterioration of existing poor air quality. The applicant should demonstrate that the air quality impacts on residential units adjacent to the car park and service areas are fully investigated and outline the proposed mitigation measures that will be adopted.

## Transport

40 Transport for London (TfL) attended a GLA pre application meeting relating to this proposal on 23 September 2014. The level of comments below is therefore only intended to be a summary of TfL's view of this proposal. TfL will review the Transport Assessment when an application is submitted to council for approval. To assist in the development of the TA, TfL's 'Transport Assessment Best Practice Guidance' document is found on our website at the following links: <http://www.tfl.gov.uk/info-for/urban-planning-and-construction/transport-assessment-guidance> and <http://www.tfl.gov.uk/cdn/static/cms/documents/example-high-level-transport-assessment-structure.pdf>.

41 TfL has previously indicated its requirements to the developer in its pre application advice letter dated 16 July 2014. This letter covers matters relating to walking, cycling, public transport, the Transport for London Road Network (TLRN), and parking. In summary, TfL expects that cycle parking, electric vehicle charging points (ECVPs), disabled parking, and car parking will accord with London Plan standards. A PERS audit and wayfinding strategy should form part of the TA.

42 With respect to the access arrangements along Burnt Ash Road, TfL is currently reviewing this with a view to ensuring that the TLRN is not adversely affected. It is anticipated that the TA will also address the effect of this development on the operation of buses. A financial contribution for capacity enhancements may also be required.

43 TfL expects a financial contribution towards Legible London Signage and the installation of new bus stops in the vicinity of the subject site.

## The Mayor's CIL

44 In accordance with London Plan policy 8.3, the Mayoral Community Infrastructure Levy (CIL) came into effect on 1st April 2012. All new developments that create 100 sq.m. or more of additional floor space are liable to pay the Mayoral CIL. The levy is charged at £35 per square metre of additional floor space in the London Borough of Lewisham.

45 The applicant can estimate the future CIL charge by referring to the Greater London Authority website <http://www.london.gov.uk/publication/mayoral-community-infrastructure-levy>.

## Conclusion

46 The principle of the redevelopment of the site for mixed use development is supported by strategic planning policy. However, some issues relating to retail, community use, urban design, inclusive access, access, energy, noise, air quality and transport will need to be addressed before the application is submitted.

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for further information, contact GLA Planning Unit (Development & Projects Team):

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