

Item No 6.2	Classification OPEN	Decision Level PLANNING COMMITTEE	Date MARCH 31 2009
From HEAD OF DEVELOPMENT MANAGEMENT		Title of Report DEVELOPMENT MANAGEMENT	
Proposal (08-AP-0039) Erection of an 11-level (70.40 AOD) 24,786 m ² (gross external area) extension to Tate Modern to comprise Class D1 (non-residential institution) use including display and exhibition spaces, performance spaces, education and learning facilities, together with ancillary offices, catering, retail and other facilities, landscaping, external lighting, servicing, vehicle and cycle parking and associated works including works to the public highway and necessary demolition of outbuildings, annexes and structures.		Address TATE MODERN BANKSIDE, SUMNER STREET, LONDON SE1 9TG Ward Cathedrals	
Application start date: 9/1/2009		Application expiry date: 1/5/2009	

PURPOSE

- 1 To consider the above application, which is for planning committee consideration due to the strategic nature of the proposals.

RECOMMENDATION

- 2 Resolve to grant permission, subject to a S106 agreement and also subject to referral to the London Mayor and referral to the Secretary of State.

BACKGROUND

Site location and description

- 3 Tate Modern occupies the former Bankside Power Station on the south bank of the Thames; facing St. Paul's Cathedral and linked to it by the Millennium Bridge. On the south side of Tate Modern is Sumner Street, to the west is Hopton and Holland Street and to the east Park Street.
- 4 The proposed extension would be on the south west corner of the existing building above the disused oil storage tanks for the former power station. It would involve the demolition of western half of the 'Switch House' which runs along the southern side of the building and has been occupied by EDF Energy as a transformer sub-station supplying electricity to the City of London.

Details of proposal

- 5 The installation of more efficient equipment by EDFE has allowed the consolidation of their activities to the east side of the Switch House and the release of the remainder for the extension to Tate Modern. The extension, known as Tate Modern 2 (TM2) will be constructed by the demolition of part of the west end of the Switch House (at the south west corner of the building) and adding a new building to this area which extends south to take in part of the site of the former underground oil storage tanks. These tanks will be retained and re-used as part of the development. The new building will provide 24,786 m² (gross external area) of accommodation on 11 levels, including one below ground, to a height of 70.40m. The indicative breakdown of the gross internal area is:

6

Display	5,424 m ² - including a large exhibition space of 1,500m ²
Circulation	3,718 m ²
Learning spaces	1,590 m ²
Back of House	4,049 m ²
Tate Staff Office	1,592 m ²
Visitor Services	2,588 m ²
Catering	1,113 m ² - cafes, bars and restaurants
Plant	2,418 m ²
TOTAL	22,494 m² (24,786 m ² gross external area)

- 7 The building will be linked to Tate Modern 1 internally at levels 1 and 2 and via a pedestrian bridge at level 5. The building will include three terraces, one on top of the building with a panoramic view over London, one at the roof top level of the existing structure looking down on Tate Square and another terrace overlooking the Turbine Hall.
- 8 The application includes the creation of a new south entrance and north – south pedestrian route through the Turbine Hall, which will remain open for at least 12 hours a day. There will also be improvements to the public realm, with a new public open space to the south, to be called ‘Tate Square’, which will act as a public forecourt and gathering space. Visitors, residents, workers and students are likely to take advantage of the southern orientation for recreation, sitting and eating. Terraced seats will be integrated into the design.
- 9 The western open space will no longer function as a public forecourt for Tate Modern but will instead be a destination, a space for recreation and events at the head of the Turbine Hall ramp. There will also be loosely arranged densely planted gardens. It is intended to retain or relocate all existing trees and plant some 1,300 birch and poplar trees.
- 10 An Environmental Impact Assessment has been submitted as part of the application, covering a wide range of issues where the development may potentially have an impact.

- 11 Amended plans, were received on 18th February 2009, including revised landscaping and parking plans, and internal access changes. These changes relate to the following:
- 1) Boundary wall to the oil tanks terrace on the corner of Sumner Street and Holland Street is set back to widen pavement to 3.1m;
 - 2) New pedestrian pathway in the parking area for disabled visitors;
 - 3) Changes to the design of the stairs between levels 1 and 2, and replacing spiral stairs between levels 5 and 11 with conventional rectilinear stairs;
 - 4) Repositioning of the level 5 bridge between TM1 and TM2 to improve access;
 - 5) Changes to the terrace on level 6; and
 - 6) Insertion of new internal window looking over the Turbine Hall.

Planning history

- 12 The former Bankside Power Station was built in two phases, in 1947 and 1963, by Sir Giles Gilbert Scott. The power station was designed as a monumental symmetrical composition and, although it is not listed, it is a distinguished architectural composition. Scott's symmetrical elevations are characterised by integrity and power, with particularly fine brickwork.
- 13 By 1990 it was clear that the Tate Collection was far too large for the original Tate Gallery on Millbank (now Tate Britain) so it was decided to create a new gallery in London to display the international modern component of the collection. Bankside power station was available, as it had closed in 1982, and was a very striking and distinguished building and offered all the space that they thought they would need. From 1996 to 2000 the power station building was converted to Tate Modern by Hertzog & de Meuron architects. Tate Modern opened to the public on May 12 2000.
- 14 It continues to be a distinguished and impressive piece of architecture, even with the recent alteration at rooftop level (called the 'light beam') for Tate Modern by Herzog & de Meuron, as this is considered to have respected the original architectural design.
- 15 Tate Modern has been a huge success, with over 36 million visitors since it opened. For the first six years there were on average 4 million visitors a year, which is more than twice the number the building was designed for, and between 2006 and 2008 visitor number exceed 5 million a year, largely due to the successful installations of Carsten Hoollier's slides and the Doris Salcedo's crack. However, the projected 2008/9 figures (to end of this March) are likely to be back to about 4.7m. The numbers of visitors has resulted in overcrowded galleries and catering, and visitor services being oversubscribed. There is an urgent need to improve and extend facilities.
- 16 On December 23 2008 planning permission (with legal agreement) was granted for the erection of a 12-level (76.33m Above Ordinance Datum Level) 24,385m² (gross external area) extension to Tate Modern to comprise Class D1 (Non-residential Institution) use including display and exhibition spaces, performance spaces, education and learning facilities, together with ancillary offices, catering, retail and other facilities, landscaping, external lighting, servicing, vehicle and cycle parking and associated works including works to the public highway and necessary demolition of outbuildings, annexes and structures.

- 17 The planning committee had resolved to grant planning permission on the 23rd July 2007 but with so many other agencies involved (especially TfL) the S106 legal agreement could not be signed until December 23 2008. During this period of delay the opportunity was taken to further consider the design and form of the building. This was originally triggered by a desire to retain and re-use the three underground former oil storage tanks. These would have been replaced in the 2008 approved scheme by a deeper auditorium but it became clear that there was greater interest in retaining these unique spaces, in part for gallery use.
- 18 The main changes between the 2008 TM2 permission and this application are:
- Change in the principle external materials from glass to an innovative form of brickwork cladding;
 - Revised form of the building;
 - Greater energy efficiency and re-use of EDFE waste energy;
 - Approx. 6 metre reduction in overall height;
 - Retention and re-use of the former underground oil tanks;
 - Stepping in of the west façade;
 - Small shift in the building structure to the west; and
 - Inclusion of the Hopton Street (S106) land within the western landscape.
- 19 TM2 will form a new building located on the southern part of the site above the disused oil storage tanks of the former Bankside Power Station, at the west end of the Switch House. The development involves the partial demolition of the Switch House and re-use of the oil tanks and is enabled by the consolidation of the existing EDFE transformer station into the east end of the Switch House, releasing the west end of the structure for Tate use.
- 20 On November 13 2008 the council determined, following a screening and scoping opinion request, that an Environmental Impact Assessment was required for this application and set out the information that would be needed in their Environmental Statement.

Planning history of adjoining sites

Bankside 1-2-3:

- 21 In June 2003 permission was granted for a predominantly office development with a total gross floor area of approximately 117,280 m², known as 'Bankside 1-2-3', (formerly the St. Christopher's House office development). Comprising 3 separate buildings of 60.5m, 48.6m and 48.6m in height, located to the south and south east of Tate Modern (and to the west and south of Bankside House), this incorporates two new open spaces at street level, creating two new north-south routes which link Southwark Street to Tate Modern. This development is now completed and occupied. It accommodates 108,023m² gross of offices (B1), 7,438m² gross of retail (A1), 1,819m² gross of leisure floorspace (D1), and associated servicing and car parking.

44 Holland Street and 47 Hopton Street

- 22 About 50m to the west of the Tate Modern, permission was granted on appeal in June 2003 for the redevelopment of the warehouse site for a 20 storey stepped residential tower of up to 48m rising to 63m in height (known as the Hopton Street Tower). The building would comprise 19 private and 9 affordable flats, with 26 basement car parking spaces. Retail (A1) and/or restaurant (A3) uses were to be provided at ground, first and second floors.
- 23 Foundation works started on the site, however it was then acquired by GC Bankside LLP, who also own and are developing the 'Bankside 4' development on the other side of Holland Street. As part of their Bankside 4 development they have agreed that this site will instead be used for an open space which could include a small structure for community, cultural and/or recreational purposes and/or any other purpose to facilitate and define the use of the open space. The Tate has an agreement with the owners whereby the land will be transferred to them for use for community, cultural and/or recreational purposes. In this current application the land is to be included within a large landscaped public area.

Bankside 4

- 24 On the June 19 2007 permission was granted for the redevelopment of the Bankside Industrial Estate on the west side of Sumner Street and Holland Street, between the junctions of Southwark Street and Hopton Street, for a new residential development known as 'Bankside 4'. It will involve the construction of 5 buildings: one 6 storey; two 12 storey (42.86m); one 18 storey (61.55m) and one 24 storey (80.45m), with a double basement extending across much of the site. The development will have 229 residential flats on the upper floors, with retail, amenity and leisure uses at ground floor level. This scheme involves the abandonment of the Hopton St Tower scheme (*see above*), secured through a S106 agreement, which will transfer the site on a long (999yr) lease to the Tate for public open space, and inclusion in its landscaped area.

185 Park Street

- 25 In February 2006 planning permission was refused for a mixed use development at 185 Park Street, including 134 flats and 19,192 m² of offices. The scheme would have had a 24 storey (89m high) residential tower on the west corner facing Tate Modern, an 8 storey office building and a 5 storey residential building in Sumner Street. An appeal against the refusal was dismissed on April 17 2007. There is interest in pursuing a revised development but this may be on hold during the current economic conditions.

1 Blackfriars Road

- 26 On December 18 2007 the committee resolved to grant planning permission for a mixed use development incorporating six-star hotel and residential use contained within 3 buildings: a 51 storey tower (170m AOD high), a separate block rising to 6 storeys and a single level podium. The application was called in for determination by the Secretary of State and a Public Inquiry took place in September 2008. A decision is expected in March 2009.

20 Blackfriars Road

- 27 On 22 January 2008 LBS resolved to grant planning permission for a mixed use development totalling, amongst other things, 83,915m² Gross External Area (GEA) comprising 286 residential flats (Class C3), 25,769m² of office floorspace (Class B1), 1,170m² of retail floorspace (Class A), 562m² of Class D1 (community) uses, and the creation of new open space. The development would include two towers, a 23 storey office tower (105m AOD high) and 42 storey residential tower (148m AOD high), and lower rise buildings of up to 7 storeys fronting Stamford Street and Paris Gardens. This application was also called in for determination by the Secretary of State and a Public Inquiry took place in September 2008. A decision is expected in March 2009.

Other developments in Blackfriars Road

- 28 There are also other large mixed-use development proposals in Blackfriars Road. Immediately south of Christchurch Gardens, which adjoins the 20 Blackfriars Road site, is Wedge House, 32-40 Blackfriars Road. Here, on January 11 2008 planning permission granted for an 11 storey office building with retail at ground floor level. On the other side of the road, at 231-241 Blackfriars Road, a 15 storey office building and 5 storey residential building was granted planning permission with legal agreement on October 25 2007.

FACTORS FOR CONSIDERATION

Main Issues

- 29 The main issues in this case are:
- a] the principle of the development in terms of land use and conformity with strategic policies; and
 - b] whether the design, appearance, scale and massing of the proposed new building are acceptable in this locality.

Planning Policy

- 30 The development plan for this area comprises the Southwark Plan 2007 and the London Plan (consolidated with amendments since 2004) 2008.

Southwark Plan 2007

- 31 Proposals Site SP2 – for cultural uses of national and international significance.
Within an Archaeological Priority Zone
Within the Thames Policy Area
Within the Central Activities Zone
Within an Air Quality Management Zone

Borough and Bankside Action Area
Borough and Bankside District Town Centre
Strategic Cultural Area: SP7 – Arts, Culture and Tourism
Strategic Policy SP 3 – Quality and accessibility
Strategic Policy SP 5 – Regeneration and creating employment
Policy 1.1 – Access to Employment Opportunities

Policy 1.7	–	Development within town and local centres
Policy 1.8	–	Location of developments for retail and other town centre uses
Policy 1.11	–	Arts, Culture and Tourism uses
Policy 2.5	–	Planning Obligations
Policy 3.1	–	Environmental Effects
Policy 3.2	–	Protection of Amenity
Policy 3.3	–	Sustainability Assessment
Policy 3.4	–	Energy Efficiency
Policy 3.5	–	Renewable Energy
Policy 3.7	–	Water Reduction
Policy 3.8	–	Waste Management
Policy 3.9	-	Water
Policy 3.11	–	Efficient use of land
Policy 3.12	–	Quality in Design
Policy 3.13	–	Urban Design
Policy 3.14	-	Designing out crime
Policy 3.18	–	Setting of Listed Buildings, Conservation Areas and World Heritage Sites.
Policy 3.19	–	Archaeology
Policy 3.20	–	Tall Buildings
Policy 3.21	–	Strategic Views
Policy 3.22	–	Important Local Views
Policy 3.28	-	Biodiversity
Policy 3.29	–	Development within the Thames policy area
Policy 5.1	–	Locating Developments
Policy 5.2	–	Transport impacts
Policy 5.3	–	Walking and Cycling
Policy 5.4	–	Public transport improvements
Policy 5.6	–	Car Parking
Policy 5.7	–	Parking standards for disabled people and the mobility impaired
Policy 5.8	–	Other parking
Policy 7.4	–	Bankside and The Borough Action Area

London Plan (consolidated with amendments since 2004) 2008

32	Policy 1.1	-	London in its global, European and UK context
	Policy 2A.1	–	Sustainability Criteria
	Policy 2A.4	–	The Central Activities Zone
	Policy 2A.5	–	Opportunity Areas
	Policy 2A.8	–	Town Centres
	Policy 3B.8	–	Creative Industries
	Policy 3B.9	–	Tourism Industry
	Policy 3C.2	–	Matching development to transport capacity
	Policy 3C.18	-	Allocation of street space
	Policy 3C.20	-	Improving conditions for buses
	Policy 3C.21	–	Improving conditions for walking
	Policy 3C.22	–	Improving conditions for cyclists
	Policy 3C.23	–	Parking Strategy
	Policy 3C.24	–	Parking in town centres
	Policy 3C.25	-	Freight strategy
	Policy 3D.4	–	Development and promotion of arts and culture
	Policy 3D.7	-	Visitor accommodation and facilities

Policy 4A.1	-	Tackling climate change
Policy 4A.2	-	Mitigating climate change)
Policy 4A.8	-	Hydrogen economy
Policy 4A.3	-	Sustainable design and construction
Policy 4A.4	-	Energy assessment
Policy 4A.5	-	Provision of heating and cooling systems
Policy 4A.7	-	Energy efficiency and renewable energy
Policy 4A.9	-	Adaptation to Climate Changes
Policy 4A.10	-	Supporting the provision of renewable energy
Policy 4A.11	-	Living roofs and walls
Policy 4A.12	-	Flooding
Policy 4A.13	-	Flood risk management
Policy 4A.14	-	Sustainable drainage
Policy 4A.16	-	Water supplies and resources
Policy 4B.1	-	Design principles for a compact city
Policy 4B.2	-	Promoting world-class architecture and design
Policy 4B.3	-	Enhancing the quality of the public realm
Policy 4B.5	-	Creating an inclusive environment
Policy 4B.8	-	Respect local context and communities
Policy 4B.9	-	Tall Buildings – location
Policy 4B.10	-	Large scale buildings – design and impact
Policy 4B.15	-	Archaeology
Policy 4B.16	-	London View Protection Framework
Policy 4B.18	-	Assessing development impact on designated views.
Policy 4C.17	-	Thames Policy Area
Policy 5D.2	-	Opportunity Areas in South East London
Policy 5G.2	-	Strategic priorities for the Central Activities zone
Policy 6A.4	-	Priorities for planning obligations
London View Management Framework SPG 2007		

Planning Policy Guidance [PPG] and Planning Policy Statements [PPS]

33	PPS1	-	Delivering Sustainable Development
	PPS6	-	Planning for Town Centres.
	PPS9	-	Biodiversity and geological conservation.
	PPG13	-	Transport
	PPG15	-	Planning and the Historic Environment
	PPG16	-	Archaeology and Planning
	PPG14	-	Planning and Noise
	PPS 22	-	Renewable Energy
	PPS25	-	Development and Flood Risk.

Consultations

34	<u>Site Notices:</u>	26/2/2009
	<u>Press Notice:</u>	29/1/2009
	<u>Pre-application meetings:</u>	22 October, 13 November, 2 and 10 December 2009.
	<u>Briefings arranged for Committee and ward members:</u>	26 November and 11 March 2009.
	<u>Site Visits:</u>	Many including 29 January 2009 and 24 & 26 February 2009
	<u>Last date of consultations posted:</u>	27 February 2009

- 35 Internal Consultees
Conservation & Design Team, Access Officer; Transport Group; Public Protection, Archaeology, and Policy.
- 36 Statutory and non-statutory consultees
GLA; GOL; TfL; English Heritage; CABE; City of London; City of Westminster; London Borough of Lambeth; Southwark Police; Fire Service (Southwark); Ambulance Service; The Twentieth Century Society; Tourist Board; Environment Agency;
- 37 Neighbour consultees
516 letters to individual occupiers, including flats in: 44 to 58, 60-62, 67, 71 Hopton Street; 101-1101 Bankside Lofts, 65 Hopton Street; Gallery Lofts, 69 Hopton Street; 62-76 Park Street; 185 Park Street; 1-18 Block E, Peabody Buildings, Park Street; 2-6 Canvey Street; 1-99 Sumner Buildings, Sumner Street; Blue Fin Building, 110 Southwark Street; 82 to 96 and 116 to 144 (evens) Southwark Street; 47 to 53 (all) Bankside; 1 Zoar Street; 1-110 Falcon Point, Hopton Street; 1-21 Hopton Gardens, Hopton Street; St. Christopher's House Annex, Hopton Street; Bankside Industrial Centre, 5-11, 24, 25 Sumner Street; National Grid House, Sumner Street; Shakespeare Globe Theatre, New Globe Walk; 15 New Globe Walk; Falcon Point Tenants & Residents Association; Bankside Residents Forum;
- Additional Consultations by applicant:
- 38 Consultation between the Tate and local community have continued since, in 2000, Tate commissioned the Richard Rogers Partnership to create a vision for the future of Bankside, resulting in The Bankside Urban Study (May 2001). Dialogue has continued with local organizations and residents since, developing the Transforming Tate Modern Master Plan and the 'Bankside Urban Forest' proposals. There have been regular meetings with the Community Liaison Group, a cross section of local stakeholder representatives, since July 2005.
- 39 For the first TM2 proposals there were 2 Newsletters with project information sent to around 18,000 local residents and businesses, an exhibition held at Tate Modern since before application submitted; Exhibition material is on Tate web site; meetings with key stakeholders including the Council. This was continued with the current proposals for TM2 with a further community newsletter circulated to approximately 13,000 local residents, businesses and community organisations. This included invitations to visit a new exhibition of the scheme and visits to the Oil Tanks.
- 40 A public meeting was held on September 17 2008 and ideas discussed, particularly for the western landscape. From this it was decided to hold two workshops with local stakeholders, the first on 4th December. A public exhibition, of these proposals, opened on October 5 2008. At the exhibition a questionnaire was available. At the time the application was submitted there were 299 responses
- 87% felt that Tate Modern was either always overcrowded (13%) or sometimes overcrowded (74%), only 7% thought it never was;
 - On a scale of 1 to 10 (highest), 64% gave the new proposals 5 or above with 18% giving a mark of 10.
 - 69% thought the proposals would form an exciting addition to this part of London;
 - On the existing public spaces, 50% thought they were okay but could be

improved;

- 51% wanted a greater range of facilities for eating and art related shopping;

Respondents also requested more seats, more trees, greenery, and planting, more outdoor artworks, all of which are now included in this application.

Consultation replies

41 Internal Consultees

Planning Policy - No objections

Statutory and non-statutory consultees

- 42 The London Mayor – (Stage 1 report, including response from GLA and TfL) Does not consider that the proposals fully comply with the London Plan. Concerns are primarily focused on three areas: Urban Design, Access/equal opportunities, and Transport issues.
- 43 The proposals are considered to accord with London Plan policies 1.1 (London in its global, European and UK context), 3C.2 (Matching development to transport capacity), 3C.22 (Improving conditions for cyclists), 3C.23 (Parking strategy), 3C.25 (Freight strategy), 3D.4 (Development and promotion of arts and culture), 3D.7 (Visitor accommodation and facilities), the energy hierarchy of 4A.1 (Tackling climate change), and 4A.10 (Overheating),
- 44 On Urban Design, the proposals comply with policies 4B.2 (Promoting World Class Architecture), 4B.3 (Enhancing the quality of public realm), 4B.9 (Tall buildings – location) and 4B.10 (Large scale buildings –design and impact). It is considered not to comply with Policy 4B.1 (Design principles for a compact City) as the lack of an active frontage to Holland Street is considered a weakness and further work is needed on the detailing of the junction between the new and the existing building on the western façade.
- 45 On Access and equal opportunities, whilst welcoming the external approach and improved permeability, it is considered not to comply with policy 4B.5 (Creating an inclusive environment) on a number of detailed points. Of particular note is their concern about a sloping floor on level 1 leading to the reception, steps from one of the tank galleries, the use of spiral stairs (with no lift option adjacent) with possible trip hazards on tapering steps and disorientation for visitors and the reliance on signage to find their way. A spiral stair down from the bridge at level 2 is not ideal in inclusive design terms. There is criticism of the lift lobbies not being larger to improve easier access into and out of lifts, and avoiding the cramped lobby space in TM1. The position of ticketing and main information areas should be brought to the second floor level and alternative inclusive means of access down to level 1, as close as possible to the proposed spiral stairway as possible.
- 46 On Transport, further information is sought on the developer agreeing to the proposed redirection of S106 contributions. The previous agreed allocation of £34,000 for monitoring and improvements to nearby Southwark Street bus stops is to be reallocated to revised bus and coach stop changes. (*N.B. This had already been*

agreed by the applicant and listed in the 'Heads of Terms' later.)

- 47 CABE - Welcomes this proposal, which promises to be a first rate addition to London's contemporary architecture. It is an intriguing and challenging architectural proposition, and one that is entirely dependent on the commitment of the client and quality of the design team. We have absolute confidence in both.
- 48 We support the main design principles: the creation of a public space to the south, the new north-south route, the siting of the new-build element, and the form and massing. We welcome the refreshing approach to extending an existing historic building by using a similar material and allowing any contrast to come from the architecture and the innovative brick treatment proposed. We believe the contribution the building will make to the existing Tate Modern and the skyline generally, is strong and wholly appropriate.
- 49 CABE refer to the successful relationship between the existing power station of Tate Modern 1 and the new Tate Modern 2, completing rather than extending, maintaining the primacy of the Turbine Hall. The architectural treatment is described as having a sense of calm, nobility and mystery juxtaposing solidity and veiled transparency. It is entirely appropriate to extend in brick, the same material as Tate Modern 1.
- 50 The amended design of the top of the building – the increased height of the level 11 terrace and the addition of the skylight – gives this publicly accessible space the potential to become one of London's great rooms.
- 51 Environment Agency - have submitted a detailed response to the documentation provided with the application and note that the risk management strategy proposed at the site should address significant risks to controlled waters.
- 52 English Heritage – No objections. This application should be determined in accordance with national and local policy guidance, and on the basis of your specialist conservation advice.

Neighbour consultees

Supporters: *(including those with some concerns)*

- 53 GC Bankside (owners of Bankside 4): strongly supports the latest proposals, which will increase the attractiveness of the location as a visitor destination and will result in a number of other positive benefits for the area. However, there are a few detailed comments / requests for clarification regarding the proposals. Notably the possible cumulative impact interactions as the detailed site operations, particularly the access routes for construction vehicles, given the close proximity of the two developments and the fact that the construction periods are now likely to overlap. Would wish to be consulted on the landscaping of the western area and hours of servicing (to TM2), and that wish to see restrictions put in place to protect the amenity of the significant number of new and existing adjacent residential properties. Would wish to see a condition requiring details of the street lighting along the north side of Holland Street.

3 Hopton Gardens: Supports, but should be no more than 8 storeys or it will spoil the

view from their gardens of Tate Modern.

41 Gallery Lofts: A prestigious and welcome addition to the area.

69 Falcon Point: No objections provided that Tate's motorcycle and car parks are situated south of the main Tate building.

77 Falcon Point: If we have to have a building on this rare piece of grass, then the Tate's proposals are the best of a bad job. Quite likes the plans and Tate is doing a grand job.

82 Falcon Point: Will enhance the area for residents and visitors to compliment other redevelopment in the area. Hope it starts soon.

Objectors:

- 54 Flat 413 Bankside Lofts: Traffic for Tate including taxis use Holland Street and the additional traffic plus that for the planned Bankside 4 development will exacerbate existing problems. Hopes that the new development could include works to dampen existing noise problems, through screening or planting and use of appropriate materials.

Not objecting but comments

- 55 82 South Hill Park NW3 2SN (owner of flat in Bankside Lofts): Shame that the west Goods Handling Zone has to take up a large part of the western space and this is unlikely to be an attractive area if it accommodates large lorries. Would prefer to see deliveries on the eastern side, underground or within the building.

PLANNING CONSIDERATIONS

Principle of development

- 56 The site of Tate Modern is designated as Proposal Site 2P in the Southwark Plan. The appropriate uses are described as cultural uses of national and international significance. Other acceptable uses being employment (B1) and residential (C3) uses that are subordinate to the main arts or cultural use, including up to 30% residential use, and retail on the ground floor. This proposal complies with this designation.
- 57 Tate Modern is within the Bankside and The Borough Action Area which is described in the Southwark Plan as a unique location combining historic character with the best of new developments. It should be a mixed use district full of vitality with a range of housing and employment opportunities, cultural and visitor attractions, increased densities, high quality services and improved infrastructure. This proposal also complies with this designation.
- 58 Bankside has also been designated as a Strategic Cultural Area to protect and enhance the provision of arts, culture and tourism. Policy 1.11 of the Southwark Plan says planning permission will be granted for new arts and cultural and tourism uses if certain criteria are met, such as not unacceptably compromising the character of the area.

- 59 National policy on delivering sustainable development (PPS1) encourages the focus of the development that attracts large numbers of people to existing centres and provides more efficient use of land through higher density development.
- 60 The proposed development, for increased capacity for art and culture, fully complies with the policy designations for this site and would contribute greatly to the continued regeneration of this area and establishment of this locality as London's new cultural quarter. The principle of the development is therefore completely acceptable.

The need for the development

- 61 Tate Modern has been a huge success since it opened in May 2000, with over 36m visitors over that period. There were 4.8m visitors in the 8 months of the first year, settling down to an average of over 4 million visitors a year until 2006, since when the average number of visitors has been over 5.2m a year. As the building was designed for 1.8m visitors a year, this has resulted in overcrowded galleries and catering, and visitor services oversubscribed. There is an urgent need to improve and extend facilities. The demand for Tate's education and community programmes cannot be satisfied at present. Opportunities for learning will be a priority for the Tate in the next stage of development.
- 62 Tate also needs to expand to allow it respond to new and changing demands for visual culture and arts and the range of experiences and services that should be expected in a world leading museum of modern art. Tate's collection is growing and into art forms new to the Tate, including photography, film, video and performance. More display space is needed for these types of art as well as making space for parts of the existing collection to be brought out of storage. Larger galleries are required for large-scale works and a range of small galleries for art that suit a more intimate environment.
- 63 The additional 22,494 m² of internal space would bring an opportunity to create new and varied spaces that will show Tate's growing international collection, expand its programme and give education a top priority. It is anticipated that visitor numbers will initially rise once TM2 opens (possibly to 6m) but should settle down at about 5.2 million a year, in line with the National Gallery and British Museum.

Environmental impact assessment

- 64 Detailed studies have been undertaken, and included in the Environmental Impact Assessment (EIA), of the potential impact of Tate Modern 2 on daylight, sunlight, overshadowing, overlooking, the local micro-climate (wind) and light pollution. These have demonstrated that in all these cases the impacts would be negligible. In particular, any impact on the nearest residential occupiers would not be noticeable. The cumulative impact for surrounding residential has also been considered to be of negligible to minor adverse significance.
- 65 A wind tunnel test was carried out on a scale model of TM2 and the neighbouring buildings and a comfort scale established around the building at different times of the year and this showed that the effects would, in the worst cases, range from being negligible to having a minor adverse significance. The worst case locations would be

at the north west corner of TM1 and the level 11 terrace but even here the conditions would be acceptable for people standing or walking. All seating and landscaped areas where people will be expecting to enjoy the area in comfort will be suitable for sitting out most of the time.

- 66 The general impact of the development is considered to range from negligible to minor beneficial throughout most of the site. (*The definition of 'negligible' in this case being 'tolerable for the desired use of the location tested'*). The change in wind conditions as a result of the cumulative scenario and the respective impact in terms of the desired pedestrian usage ranges from negligible to minor beneficial. (*Minor beneficial meaning results 1 category calmer than desired for use of the location.*)
- 67 Similarly the impact of the development on daylight and sunlight availability for neighbouring areas and property was found to be of negligible significance. (*Negligible in this context meaning no anticipated impact to daylight / sunlight availability and no noticeable deterioration in daylight or sunlight*). The cumulative impact of both TM2 and the Holland Street Buildings (Bankside 4) would in some cases be of minor to moderate adverse impact, where the relevant standards are not met in some locations but the overall standard is still acceptable.
- 68 The cumulative overshadowing analysis shows that the main amenity areas would all meet BRE guideline recommendations, achieving more than 60% of the area lit in the assessment month of March. The result of the additional overshadowing caused by the Holland Street Buildings was assessed as having a negligible effect.
- 69 The Holland Street Buildings scheme was developed with the massing of the previously approved TM2 scheme in place; therefore the daylighting design for this development was undertaken with knowledge of the TM2 proposals. Whilst the detailed design of TM2 has changed, the current massing is similar to the scheme submitted in 2006 so the cumulative assessment approved for the Holland Street Buildings remains valid.
- 70 The potential for light spillage was also considered in detail. Currently the closest residential property is Hopton Gardens, 63m away. At this distance any light produced by the development would be indiscernible and difficult to measure. However, the development will have an impact on the Holland Street Building scheme. When completed the nearest elevation will be just 10m away and will be illuminated to just 12 Lux which is within ILE Guidelines. The likely spillage from the Holland Street Building will be less than the 25 Lux cited in relevant guidance as the maximum permissible value of light spillage into adjacent windows for a densely developed urban site. The level of glare from the development would be negligible.
- 71 The potential impact on television, radio and other telecommunications has also been assessed. New buildings or structures can block television signals or cause ghosting by the reflection of signals off building facades. Bankside 1 has already blocked TV and the main FM radio signals from the Crystal Palace and Croydon transmitters. The additional signal shadow caused by Tate Modern 2 would fall well to the north in the commercial area of Farringdon where few (less than 10), if any, dwellings may be affected. The impact would therefore be negligible. Nevertheless a post construction survey will need to be carried out to establish whether there was any impact and what mitigating measures may be needed.

- 72 Strategic and local views, and the likely impact on traffic and pedestrian movement, were also considered in detail and are discussed later in this report

Impact of proposed development on amenity of adjoining occupiers and surrounding area

- 73 There has been a thorough assessment of the potential impact of this development on the amenity of nearby residents and other occupiers in the surrounding area. In addition to assessing the potential impact on daylighting, light pollution, wind, and television and radio reception for local residents, the potential for noise disturbance from additional vehicle movements and building operations have been assessed. To minimise the potential for noise nuisance, delivery drivers using the west goods handling yard will be required to switch off their reversing alarms during the evening and at night (19:00 to 07:00). In addition items of fixed plant will be selected so that noise levels for the nearest noise sensitive receiver will be 5dB below background noise levels.
- 74 To minimise light pollution, most of the internal lighting will be switched off when the development is not in use. However, in areas of high pedestrian numbers, extra external lights will be used at night together with CCTV to provide additional safety.
- 75 The main impact for the locality could be the increase in visitor numbers. The projected number of visitors is estimated at 5.2 million a year for Tate Modern 1 and 2. In addition, it is estimated that there could be a further 1 million visitors just to the landscaped areas around the Tate Modern buildings, as a result of the improved public spaces and the new north-south route. This assessment is based on Saturday peak numbers and does not include the use by the area's increasing office and residential population during the week, which is not expected to be as great as the peak weekend visitor numbers.
- 76 Most of the increased pedestrian flow is expected to be both where the greatest pedestrian movements are now, notably the Millennium Bridge, the River Walk west of Southwark Bridge, and around the north and new south entrances to Tate Modern. It is likely that the new north-south route through the building will reduce the use of the west entrance, and thereby reduce pressure on the western landscaped area, and increase the use of Sumner Road, Holland Street and Southwark Road.
- 77 As a result of Tate Modern 2, the higher levels of pedestrian movement are expected to have a beneficial impact on pedestrian safety in the currently very quiet area to the south of Tate Modern. Although the increased activity may be significant, its level is expected to have a negligible impact on the level of accessibility or the comfort levels of the pedestrian routes in the area. The links between Southwark Street and the new Tate Modern south entrance, with the onward link to the Thames, are likely to become enlivened and become more pedestrian friendly locations.

Traffic issues

- 78 The pattern of travel to Tate Modern are well established, with 75% of visitors using public transport and a further 14% walking from home, work or from another attraction. The location has a PTAL rating of 6a, which is excellent public transport accessibility,

with six underground tube stations nearby, six bus services, a taxi rank and river service to Tate Britain. No car parking will be provided for visitors except those who are disabled (and have a Blue Badge) and for taxis.

- 79 A revised plan has been submitted for the public realm, which also makes changes to parking arrangements for disabled visitors, to comply with requests from council officer and TfL. These include an increase in parking bays for the disabled, from 9 to 12, with all of the spaces located close to the south entrance.
- 80 A total of 186 secure bicycle parking spaces will be provided within the new landscaping scheme as part of this development. These spaces will comprise 110 visitor parking spaces and 76 staff cycle parking spaces. Visitor spaces will be distributed throughout the landscaping scheme to the west and south. In the western area, adjacent to a long bench, there will be 30 covered spaces. The remaining 80 visitor cycle spaces will not be covered.
- 81 The staff cycle parking spaces will be in the west and east Goods Handling Zones. All 44 in the eastern zone will be covered to reduce the visual impact; the remainder will be in the west zone and will be uncovered. In addition to the cycle parking provided for staff and visitors, the applicants have stated that they are committed to the "London Cycle Hire Scheme", which will be accommodated within the landscaped area to the north and/or west of the building.
- Servicing
- 82 Tate Modern (TM1) has an existing Goods Handling Zone (a delivery yard to the east) which handles both art and non art deliveries for the entire building. There is also a very limited amount of servicing via the western ramp. There is expected to be a 50% increase in servicing movements (for Tate Modern 1 and 2).
- 83 The Development will introduce a new Goods Handling Zone on the south west side of TM2, which will be used solely for deliveries to TM2. The existing eastern Goods Handling Zone will be retained and enhanced as part of the development. It will continue to provide most of the servicing for TM1 and TM2. The new south entrance will also be used for occasional servicing for large scale installations. The landscaping has been designed to accommodate vehicles using this entrance. The western ramp will be used on a similar basis.
- 84 The Applicant intends to continue to attribute the majority (approximately 62% of the weekly vehicle movements) of its delivery requirements for TM1 and TM2 to the existing (east) Goods Handling Zone, with only essential deliveries, such as art works, (accounting for an estimated 33% of the weekly vehicle movements) being directed to the south-west. The south entrance will handle an estimated 3% of the weekly movements and the western ramp is likely to handle 2% of the weekly requirements.
- 85 A Servicing Vehicle Management Strategy will be introduced prior to the occupation of the building to control the levels and frequency of service vehicle deliveries to Tate Modern and to ensure that they are within the limits tested in the Environment Statement. The Goods Handling Zone will be segregated from the wider areas of public realm to ensure public safety.
- 86 Operational parking has now been reduced to the existing 5 parking spaces, one of

which is for the Tate mini-bus, and one parking bay for disabled staff. This space is a minimum provision and suggests a planned provision for a very low proportion of disabled staff at Tate Modern, unless public spaces are also intended to be used by disabled staff.

- 87 Servicing to Tate Modern 1 will continue from the eastern courtyard and servicing to Tate Modern 2 will be from a new western courtyard, occupying the area currently used for parking for disabled visitors and for cyclists.
- 88 The Taxi waiting and drop-off area (for 7 taxis) will be relocated in Holland Street to a point closer to the corner of Sumner Street, which will be closer to the new south entrance which is intended to take over from the west entrance as a primary way into and through Tate Modern. The proposed legal agreement includes the monitoring of this provision to ensure that taxi provision matches demand.

Design issues

Urban Design

- 89 As with the previously approved extension, the proposed new building would be a uniquely shaped structure in dramatic contrast to the orthogonal arrangement and monolithic shell of the neo-classical power station. However, whereas the previously approved glass faced building would have stood separate to, and in complete contrast with the existing Tate Modern building, the current proposed building is intended to appear to grow out of the existing building and be compatible with it.
- 90 The scheme takes the familiar brick-faced turbine hall of the power station and extends it to the south not only to create additional display space on the unused south side of the turbine hall but to establish a new primary entrance from the approach from Southwark Street to the south.
- 91 In contrast to the earlier 'glassy' proposal this scheme responds to and reinvents the brick-faced institution it aims to extend. The proposal appears austere and yet is surprisingly transparent. It is set back from the existing west face and extends dramatically up and away from the existing building in a form that twists to create a contrasting counterpoint to the landmark of the taller brick chimney.
- 92 The most dramatic aspect of this proposal is the brick face that stretches across the face and envelops the complex internal spaces of this new extension. This brick cladding will be attached to the concrete internal structure. The brick facing will be used in an innovative manner, based upon the technique of stone facing and without the use of mortar joints (connected instead by steel dowels with spacer washers), it will envelop the building and be 'perforated' at upper levels to let through light and give the façade a complex texture. In this way the façade will be animated, not only by the textures and the opening of the brick but also by the light that will filter through its perforated face.
- 93 The 'perforations' in the brickwork will be achieved with what seems to be a simple tactic of removing alternate bricks. However, it is more subtle in the delivery. The brick work will repeat the 'Flemish bond' used in the existing building, where the pattern is of alternate 'stretchers' then 'headers' (lengthwise then end-on bricks) but with the

bricks stacked two 'stretchers' upon another and all the 'headers' removed to create the perforations. In assessing the practical application of this proposal, the models of the façade have been tested to assess the risk of it attracting either pigeons or rock climbers.

- 94 Practical tests have been carried out to demonstrate that it will be unattractive to pigeons perching but unobtrusive deterrent measures can be built into the façade in areas of higher risk, such as near the café. The lower part of the brick work will be smooth, which will deter amateur climbers.
- 95 The brick façade will also reflect the colours of the bricks used in the existing power station building, which have a range from deep red at its base to yellow bricks at higher levels. The new extension will have a subtle and gradual change in its colours to match these reds and yellows, also taking into account the occasional darkness of the perforations in the facades. This detailing will be tested with a sample panel created for inspection on site before any work starts on the façade.
- 96 Windows will be formed by deep incisions in the brick face. These incisions will emphasize the horizontality of the extension, and contrasts with the vertical rhythm of the existing building. A deep incision at the parapet height of the turbine hall relates the extension back to the existing building. A further deep recess at the capping marks the culmination of the proposed extension. On the facades a composition of horizontal cuts and vertical slot windows reveals the quality of the chosen materials and introduces a counter-spiral to balance the twisting form of the extension.
- 97 The brick cladding extends to the capping of the public viewing platform to form a dramatic horizontal panorama of this part of London and link the visitor back to the turbine hall that inspired the extension, and the city beyond. It is unusual to compress the panorama in this way but the scale of this uninterrupted view of London and lack of visible support at the edge will form a dramatic culmination of the visitor's experience to the transformed Tate Modern.
- 98 This building will be just over 70m high, which is considerably taller than the turbine hall (42m with light beam extension, 33m originally) but below the height of the chimney (96m). Tate Modern has not only taken up a position of landmark significance but has become a destination of national importance in its own right. These works improve the accessibility and permeability of the gallery, and give it added presence and importance in this part of London.
- 99 The architectural qualities of this scheme are of the highest standard and are the work of a firm of architects in their ascendancy. It has won the support of CABE. Its scale and confidence of execution give it an enduring quality that will find its place in the public consciousness over time.

Views

- 100 A detailed visual and townscape analysis was submitted with the application which considers the potential impact on long range and local views. The proposal is located to the west and outside the backdrop consultation zone of St. Paul's Cathedral from Alexandra Palace and does not affect the appreciation of any strategic landmarks. In the river prospects from St. Paul's, Blackfriars and Southwark Bridges, the proposal

forms part of the undulating profile of the townscape visible in the cumulative view of the schemes that have been proposed for this part of the south bank. This scheme compliments this townscape.

- 101 The extension is unlikely to detract from the existing building as it will clearly appear at the rear, as an extension, but will be of brickwork that reflects the appearance of the former power station, matching the colour and bond of the existing brickwork. The existing building with its tall chimney will still be the monumental symbol on the Thames that this is Tate Modern. It would now have an eye catching and dramatically different extension that could not be confused as being anything but more Tate Modern.
- 102 The details and high standard of the design proposed achieves the requirements of the council's policy requirements for quality in design (policy 3.12) and urban design (policy 3.13). It also meets our policy requirements for tall buildings (policy 3.20) and views (policies 3.21 and 3.22)
- 103 On the matter of the junction between the existing building and the new west elevation, raised by the London Mayor, this was a matter examined in detail at the pre-application stage and, as a result of concerns expressed at that time; the west elevation was redesigned and now includes a vertical window close to this junction. In addition detailed drawings have been submitted to demonstrate how the transition in the brickwork from the existing building to the new façade will be achieved. These details are an improvement but there are still concerns that this is an area that could be improved. It is recommended that a condition be attached to any permission requiring the submission and agreement of further details relating to this junction. The details of the junction between the new and the existing buildings on the south elevation are satisfactorily resolved and would work well.

Inclusive design and accessibility

- 104 Inclusive design and accessibility were important considerations at the pre-application stage and since. Easy of access in and out of the building and through the galleries and other facilities was examined with all potential users in mind. There was concern about the original proposal to have spiral staircases between all levels of the building. Spiral stairs are not generally acceptable as inclusive design being physical barriers to some and difficult to manage for others, due to the uneven and tapering treads. This would have been a particular problem for the narrow spiral stairs proposed between levels 5 and 11. However, these were replaced in the amended plans submitted on the 18th of February, and conventional style stairs are now proposed.
- 105 Improvements were also made to the wide diameter spiral stairs still proposed at lower levels. Although less desirable than conventional quarter turn or half turn stairs with even tread depths, these stairs spiral around an open core and keep the inner steps for seating, which means that adequate tread would be maintained even at the narrowest points. In any case, there are adequate alternative lifts available near to the stairs in the extension. Only between levels 2 and 3 are the lifts more than a very short distance from the stairs.
- 106 The one location where the distance from a proposed spiral staircase to lifts is not considered satisfactory is the proposed open-core spiral staircase providing access

from the Turbine Hall up to the bridge on level 2, which provides a link between TM1 and TM2. Here the nearest lifts to the top or bottom of these spiral stairs will be the four existing lifts in TM1 (30m away) or a new single lift at the entrance to TM2 (26m away). To overcome this, the feasibility of providing an additional lift within the central core of these new stairs is being considered, and this can be secured by condition.

- 107 The size of lifts and their lobbies were also considered. From level 1 to 5 there will be two rows of four lifts facing each other with a 5m gap between them. From levels 6 to 11 only one row of four lifts continues upwards, with a gap of only 2.6m between the lifts and the stairs on each of these floors. As the depth of the lobby for the four lifts in the existing building is of a similar depth (of about 2.5m) and can get congested at busy times, it had to be considered whether this would be adequate.
- 108 The real issue is about the demand for the lifts and overcrowding of narrow spaces. The main reason for the extension is to relieve the overcrowding of the existing Tate Modern building, which has caused the cramped conditions. Nevertheless that is not the only consideration. In the existing galleries all the visitors not using the escalators or stairs would have to travel up or down in the one set of lifts. There is always going to be a heavy demand on their use so congestion is possible. However, TM2 will be providing larger and faster lifts, and twice as many lifts between levels 1 and 6 as existing.
- 109 Within the extension the main galleries that the public will visit are on the lower floors where eight lifts with a much wider lobby will be available. Few members of the public will be travelling up to the 6th to 9th floors as these are for staff, offices and Tate members. There is a restaurant on the 10th floor and viewing terrace on the 11th that would be used by the public but the size of the lift lobbies are considered to be adequate to meet the demand on these levels. The likelihood of congestion in the TM2 lift lobbies is therefore much less likely than the existing situation.
- 110 Whilst not ideal in all respects, due largely to the proposed spiral staircases and some shallow slopes due to the changes in ground level (particularly outside the building and in the retained lobby areas to the oil tanks) these do not constitute a serious barrier to mobility. All slopes within the Tate Modern extension will be less than 1:20. Overall, the level of accessibility in the new building will be more than satisfactory. Bearing in mind that a visit to these galleries requires some degree of mobility, whether on foot or using wheelchairs (which the Tate makes available, together with mobility scooters, located close to the parking for disabled visitors) the access issues have been generally well considered.
- 111 Accessibility in the surrounding landscaped areas will also be good. All the footpaths will be wide and have slopes not exceeding the acceptable pitch of 1:20. The main path leading from the road to the south entrance will be a maximum of 1:20, while the slope from the oil tank terrace will be 1:30 and the maximum slope between the parking for the disabled and the entrance will be 1:40. The paths within the landscaped areas will also be level, with slopes confined to 1:30 in the south landscaped area and 1:40 in the western and eastern landscaped areas.
- 112 The provision of seating in the landscaping areas will add to the use of these areas by a wider and more inclusive group of people. It is extremely likely that, like its counterpart at the Pompidou Centre, the exterior of the building will become a

destination in its own right. At the Pompidou Centre only about half its visitors actually enter the building. If that becomes the case here the quality of the surrounding landscaping has to be of the very highest standards and be capable of quite robust use. This does appear to be the case with these proposals.

Other design issues

- 113 The London Mayor has criticised the lack of an active frontage on the south elevation fronting Holland Street. This frontage was also an area which was of concern at the pre-application stage, but for somewhat different reasons. The retention of the three underground oil tanks, and the areas around them (as rough 'as found' galleries), is welcomed as these are spectacular reminders of the history of this site, and quite exceptional spaces in their own right.
- 114 As the top of these oil tanks are above ground level, having made that decision to keep them intact means that the new extension must have its ground level raised above the neighbouring streets. The extension does not cover the whole of the underground tanks, so two are sited to the east of the new building. The tops of these tanks will be made into a terrace in front of the café, with their outline 'expressed' with a low wall around their outline.
- 115 This does mean that, due to the slope of the land down to Sumner Street, the terraces and new building will be much higher than pavement level at the junction with Holland Street and Sumner Street. This means that an 'active frontage' on the short stretch where it adjoins Holland Street would not be practical due to the building being 2m higher than pavement level. It was for this reason that a landscaping solution was preferred along this short stretch of road.
- 116 Unfortunately, as the highest point of the proposed new terrace above pavement level was at this junction, the landscaping initially planned to soften the impact of the terrace ate into the already restricted width (2.7m) pavement. Officers concern was principally to improve the pavement width from the 2.15m originally proposed at the road junction to the 3.1m width now proposed. The result is a satisfactory balance between a quality landscaping solution and public accessibility
- 117 The approach towards Tate Modern from Southwark Street, whether along Holland Street or through the Bankside developments, will be spectacular. The view will be focused on the Tate Modern chimney and new southern entrance with the new extension to the left, partially framing the scene. A walkway leading visitors to the new entrance across a new open green space with trees. A similar quality approach will be achieved with the new western landscaping which will also add greatly to the setting of the view of the old and new Tate Modern buildings.

The Landscaping around Tate Modern

- 118 There are already landscaped areas all around Tate Modern. These all serve different functions and are of variable quality. The landscaped area to the north of Tate Modern (TM1), facing the embankment, is considered to have a national or even international function as the primary face of Tate Modern, largely hard surfaced to accommodate very large numbers of visitors, and is maintained to a high standard. This area will not be changed by this development and covers an area of some 10,490m².

- 119 The landscaped area to the west is limited in area by the Hopton Street development site, the ramp to the turbine hall and the yard set aside for bicycles and parking for disabled visitors. This means that much of this area is hard surfaced to cater for the high level of pedestrian movements. The remaining small landscaped area serves both visitors and local residents, with some seating amongst the trees. To the south west there is a lawn above the oil tanks, which is used by visitors and workers to sit out on in summer months, but the rest of the area is fenced off by the landowners, EDF Energy. To the east is a narrow landscaped strip alongside a pedestrian route skirting the site, behind a wire fence, linking Park Street to the Thames river frontage. All of these areas will be improved by these proposals. Whilst the total area of landscaping around Tate Modern will only increase from 21,010m² to about 23,770m², the quality of these spaces will be greatly improved.
- 120 These proposals will increase the existing area of public open space from 21,010m² (including 2,010m² fenced off for EDFE works) by 2,760m² to 23,770m². More significantly the quality of the landscaping to the west, south and east will be greatly improved. The new southern landscaped area (currently 5,980m² and proposed 7,030m²), which will for the first time extend along the whole of the southern side of Tate Modern, is intended to be of a standard suitable for a national function. This is expected to be used by visitors to Tate Modern, as well as local residents and workers. The principle features of this area will be the wide approach to the southern entrance flanked by soft landscaping, the oil tank terraces adjoining the entrance to the TM2 extension building and café, the public garden and trees extending along the Sumner Street frontage and the screened parking for disabled visitors (an area with shared access for EDFE maintenance).
- 121 With the new emphasis on the southern landscaped area, the west landscaped area will be able to serve a much more local function and will be enlarged by about 1,120m² at a future date when the land of the 44 Holland Street / 47 Hopton Street development is transferred to Tate Modern (on a long lease) as part of the Bankside 4 S106 agreement. This will bring the west landscaped area to 5,010m². In view of this increased area and local function, the submitted landscaping details are only illustrative. The detailed landscaping scheme will be developed further with the local community, and the details reserved for later approval by condition. Nevertheless, one option illustrated shows a significant area for a lawn with trees, and a row of seating.
- 122 The eastern landscaped area will be small but a significant improvement on the existing situation, increasing in area from the current 260m² to a more useable 1,210m². At present the pedestrian link from Park Street to the riverside is a narrow path alongside the boundary with adjoining buildings, with blind corners and is not a popular route. The new proposal will create a wider straight footpath with a triangular park with trees on the Park Street frontage. This will be a safer and more pleasant pedestrian route.

Planning obligations [S.106 undertaking or agreement]

- 123 Planning obligations, including the use of standard charges where applicable, are used to mitigate the direct and cumulative impacts of developments. As Tate Modern is a publicly funded cultural facility which generally has very positive impact on the economy of the area, there would be no requirement for the usual standard charges

for education, health, etc., that may be required of, for example, a major commercial development. However, a planning obligation should address the specific impacts that would arise.

- 124 On December 23 2008 a S106 legal agreement was signed for the previous Tate Modern 2 proposals. The following proposed Heads of Terms are an update and refinement of that agreement. The following heads of terms are therefore proposed:

Local highway and transport improvements

- 125 The applicant has agreed to the following improvements and alterations;
- 1) The relocation and alterations of the existing taxi pick-up/drop-off point, for 7 vehicles, on the east side of Holland Street. It is agreed that there will be surveys carried out to compare taxi demand generated by Tate Modern with taxi capacity and to work with the relevant authorities to overcome any deficiencies identified;
 - 2) Marking out 2 on-street parking spaces on the east side of Holland Street displaced by realigned taxi pick-up/drop-off, and realignment of the 6 existing spaces (this subject to agreement and co-ordination with the development of the Holland Street buildings opposite);
 - 3) Realignment of parking spaces to accommodate vehicle access to the site; and
 - 4) Other related necessary local highway improvements in the vicinity, possibly including one or more raised tables on the adjacent carriageway.
 - 5) A sum of £24,000 would cover works in (1) and (2) above, and up to a maximum of £30,000 will be provided towards works identified in (3) and (4) above.

126 Bus and Coach provision

In the 2008 S108 agreement there was a £34,000 contribution towards relocation of bus stops in Southwark Street. However as these have now been provided for by an alternative development, it is now agreed that it would be appropriate to reallocate this contribution to be used for the relocation of an existing coach stop (on south side of Southwark Street) to provide a new bus stop for the RV1 route, and the provision of a new coach stop on the north side of Southwark Street.

127 Public Accessibility Strategy

A strategy will be provided, for approval, for comprehensive public accessibility, mobility and inclusive design both within the extension building and the public realm around Tate Modern. It will cover the new south entrance and north-south route at grade through Tate Modern, provision of mobility scooters, parking and toilet facilities for visitors with disabilities, evacuation plans for the disabled, seating strategy, and the approach to detailed inclusive design for disabled staff and visitors.

128 Energy Strategy

Will use all reasonable endeavours to comply with the submitted Energy Assessment in the operation of Tate Modern 2.

129 Travel Plan

Based upon the interim travel plan submitted with the application, a final Travel Plan will be submitted for approval.

- 130 Public Realm Provision and the Western Landscaped Area
All landscaping, including footpaths, (in the main landscaped areas) shall be provided to a standard suitable for public access. Similarly, once the long lease of the western landscaped area has been agreed, the west landscaped area will also be provided to a standard suitable for public access. The applicants will work with other stakeholders in the Bankside Urban Forest Initiative for as long as the Bankside Urban Forest Initiative's objectives include improvements to the public realm in the vicinity of Tate Modern.

- 131 Training and employment
Will appoint a Construction Workplace Co-ordinator prior to implementation that will provide training and support to facilitate access to construction jobs during the development programme. Alternatively a contribution will be required for the Council to make such an appointment.

- 132 It is agreed to host the START Workplace Co-ordination Project at Tate Modern. Space and facilities will be made for the accommodation of the START Workplace Co-ordination Project staff and operations.

Environmental Management Plan

- 133 Will comply with the Environmental Management Plan submitted with the application. *(The previous agreement required the submission of an Environmental Management Plan but this time it was submitted in the Environment Statement with the current application so the new S106 just requires a commitment to comply)*

- 134 Demolition and Construction Management Plan
Will comply with the Demolition and Construction Management Plan submitted with the application. *(The previous agreement required the submission of a Demolition and Construction Management Plan but this time it was submitted with the current application so the new S106 just requires a commitment to comply)*

- 135 A Servicing and Vehicle Management Strategy was a requirement in the previous S106 but is now dealt with by condition 17.

Other matters

- 136 Tourism is one of London's principal service industries, with over 200 museums. Tate Modern is currently the third most visited museum in Britain after the National Gallery and the British Museum and the most popular contemporary art museum globally. On average visitors who stay overnight in a hotel are estimated to spend £75 a day, whilst day visitors spend an estimated £24 a day. Additional day and overnight visitors coming to London because of the Development should contribute to £2 million gross direct additional spending in the Greater London economy.

- 137 There are presently 565 people in full time equivalent (fte) employed at Tate Modern 1. (Tate Modern 2 is expected to add a further 324 (fte) jobs). It has been estimated in the submitted Environmental Impact Assessment, using standard calculations based

on floorspace, that the Development will generate 240 gross full time jobs once in operation. This can be regarded as a conservative estimate given that it does not take account of jobs generated by the learning space, display area or visitor services. In addition, an average of 377 construction workers per year will be on site during the construction period.

- 138 Tate Modern 2 site establishment and some demolition works are anticipated to commence in July 2009 with the majority of construction works commencing on site in January 2010. This would mean that Tate Modern 2 could be open by 2012.

Conclusion

- 139 The principle of a substantial extension to Tate Modern in this location is acceptable and complies with both Southwark Plan and London Plan policies. The case made for the scale of the extension is also accepted and would modernise the facilities and offer at Tate Modern, reinforcing its international status and continuing to promote the regeneration of this area.
- 140 The proposed new building will be an extraordinary and unique addition to London's townscape. Its height and appearance will make this a prominent new landmark building which may invite comparison with the glass faced building previously approved. However, the previous building is no longer an option and would have required the removal of the oil tanks.
- 141 The design concept has developed further, along with the opportunities for energy efficiency and the greater use of waste heat from the EDFE sub-station. There has been much support for the fresh and exciting new design but, as before, its success will depend very much upon getting the details and materials right. This can adequately be achieved by conditions requiring further details.
- 142 There will be changes to the surrounding open spaces, with a new public square to the south and a new public pedestrian route north-south through Tate Modern. This was subject to an amendment which addressed concerns about parking for disabled visitors and cyclists, reduction in operational parking and rearranged servicing. The scheme as amended meets our policies and objectives and can be recommended for approval.
- 143 There have already been great regeneration benefits for the area following the opening of Tate Modern at Bankside. It is anticipated that Tate Modern 2 will further contribute to, and form the focus for the future regeneration of this area. The application can be strongly recommended for approval.

COMMUNITY IMPACT STATEMENT

- 144 In line with the council's Community Impact Statement the impact of this application has been assessed as part of the application process with regard to local people in respect of their age, disability, faith/religion, gender, race and ethnicity and sexual orientation. Consultation with the community has been undertaken as part of the application process.

- a] The impact on local people is set out above.
- b] The following issues relevant to particular communities/groups likely to be affected by the proposal have been identified as the increased numbers of visitors and servicing vehicles following the opening of Tate Modern 2
- c] The likely adverse or less good implications for any particular communities/groups have been also been discussed above. Specific actions to ameliorate these implications are controls over night time lighting and deliveries.

145 The rights of neighbouring residents are protected in this proposal. The rights to privacy and family life are protected by the design and extensive consultation has protected their right to comment on the proposal and contribute to the decision.

SUSTAINABLE DEVELOPMENT IMPLICATIONS

- 146 Tate Modern 2 will follow a low carbon strategy with energy efficient design and construction. The London Plan (Policy 4A.4) sets out the principles that an Energy Strategy should follow: using less energy, supplying energy efficiently and using renewable energy (lean, clean and green).
- 147 A range of energy efficiency measures are proposed that will reduce emissions by 10% including significantly improved building fabric performance (compared to the baseline of meeting Building Regulations 2006), low U-values,; air permeability, natural ventilation where possible and adaptive external solar control features.
- 148 The proposal includes using waste heat from the EDF Energy electricity sub-station. This will reduce the carbon dioxide emissions by a further 30%. As there will be more waste heat than TM2 will need, there is a further potential for TM1 to change its existing boilers to take some of the surplus heat.
- 149 Ground water will be used for cooling and a ground source heat pump system will be installed to supply all cooling as well as supplementing the heating load when needed. Tate Modern 2 will connect directly into the water-cooling systems of the on-site EDFE electricity substation to recover waste heat, which will be used to heat fresh air and provide hot water. The amount of waste heat recovered will provide 16% of the building energy demand on a carbon emissions basis. This will count as renewable energy and reduce the carbon emissions by a further 11%, in addition to the energy efficiency and waste heat measures.
- 150 The availability of waste heat will also allow the use of desiccant dehumidification which is a more accurately controlled system. Removing moisture from the air requires cooling but desiccant dehumidification does not need as much cooling as traditional systems and can use borehole water. The reason it is not normally used is the extra energy needed for heating to reactivate the desiccant material but in this system the waste heat will be available.
- 151 Although the use of renewables alone are estimated to save 11% of carbon emissions and 16% of energy use, which would fail to meet the London Plan target of 20% carbon reduction, the overall effect of the measures adopted is stated to represent a 44% cut in carbon dioxide emissions and a 54% reduction in energy use. It is worth

noting that this is an improvement on the already permitted TM2 scheme which would have achieved a much lower 18% reduction in carbon dioxide and 20% reduction in energy use compared to the baseline.

- 152 By maximizing reductions in energy use before considering alternative energy generation, the scheme will broadly implement the Mayor's energy hierarchy and therefore meets UDP policy 3.4 and policies 4A.4 and 4A.7 of the London Plan. In addition to achieving high levels of energy efficiency through passive measures, to reduce heating, cooling and lighting demands, renewable energy is also incorporated.
- 153 The flood risk assessment is very low and the effect on surface run off has been assessed as negligible to minor beneficial. A Sustainable Urban Drainage System (SUDS) has been developed in consultation with the Environment Agency, including underground storage and a porous sub-base layer beneath some of the landscaped areas.
- 154 Overall the development has incorporated a satisfactory range of energy efficiency and sustainability measures, including a significant amount of waste energy recovery.

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Appendix 1

Level	Height	Accommodation
Roof	70.40m	
L11	62.30m	Public Terrace and bar
L10	56.90m	Restaurant
L9	51.50m	Tate Members room and terrace
L8	46.85m	Offices (no access by public lifts)
L7	39.95m	Studio space / Young Tate Lounge / office / meeting
L6	34.55m	Staff meeting room and restaurant /Tate exchange / Terrace
L5	25.25m	Tate Collection / link bridge to Tate Modern 1galleries
L4	19.73m	Tate Collection / Photography exhibition / Screening room.
L3	12.53m	Large exhibition space
L2	5.93m	Ground level entrance / café / shop / link bridge across Turbine Hall
L1	-1.33m	Oil Tank spaces and 'as found' galleries also direct link into Turbine Hall of TM1