

Committee	PLANNING COMMITTEE (B)	Item No. 4
Report Title	1-2 HAREFIELD MEWS AND 169, 169A & 171 BROCKLEY ROAD SE4 1LP	
Ward	Brockley	
Contributors	Jan Mondrzejewski	
Class	PART 1	Date: 22 JULY 2010

- Reg. Nos. (A) CAC: DC/10/73388  
(B) TP: DC/10/73387
- Applications dated (A) 25.1.10 completed 18.2.10  
(B) 25.1.10 completed 18.2.10
- Applicant Pastina Matthews Architects on behalf of Quantum Securities Ltd
- Proposals
- (A) Conservation Area Consent for the demolition of garage buildings at 1-2 Harefield Mews rear of 169, 169A & 171 Brockley Road.
- (B) Planning permission for the construction of a part single/part two storey building on the site of the garages at the rear of 169-171 Brockley Road SE4, comprising 6 one bedroom self-contained flats, landscaping and provision of a bicycle store and refuse storage chamber, together with the renovation of the existing street elevations of Nos. 169, 169a and 171 Brockley Road including the provision of new shopfronts.
- Applicant's Plan Nos. 52/SP/01 Rev 01, 52/PP/01 - 52/PP/08, 9433\_01 & 02, 52/PH/01 & 02, Statement 52/PP/ST – Jan'10, Design, Impact & Access Statement
- Background Papers
- (1) Case File - DE/10/169/TP
  - (2) Adopted Unitary Development Plan (July 2004)
  - (3) The London Plan (February 2008) Consolidated with Alterations Since 2004
  - (3) Brockley Conservation Area Character Appraisal and SPD
  - (4) Residential Development Standards: SPD (August 2006)
  - (5) PPS 1: Delivering Sustainable Development
  - (6) PPS 3: Housing
  - (7) PPS 5: Planning for the Historic Environment
- Zoning Adopted UDP - Existing Use

## **1.0 Property/Site Description**

- 1.1 The application site comprises three storey buildings at the corner of Brockley Road and Cranfield Road which form part of a parade of late 19th Century Victorian shops fronting Brockley Road together with land at the rear. The rear part of the site is currently occupied by a single storey garage/workshop building fronting Harefield Mews. Although vacant the building appears to have previously been used for commercial purposes with a previous history of use for vehicle repairs. Opposite the site is the flank of a residential property at 2 Cranfield Road.
- 1.2 Harefield Mews is a public highway and has a granite sett surface and a street lighting column half way along its length. It has recently been provided with double yellow lines. Many of the rear yards and lock-up garages at the rear of the Brockley Road shops fronting the Mews have been granted planning permission for two storey residential and live/work developments. Several of these have been implemented, the nearest of which to the application site is a dwelling house at 5 Harefield Mews.
- 1.3 The site is in the Brockley Conservation Area.

## **2.0 Planning History**

- 2.1 In July 2006 planning permission was granted for the construction of a part single/part two storey building on the site of the garages at the rear of 169-171 Brockley Road SE4, comprising 6, one bedroom, self-contained flats, associated landscaping and provision of a bicycle/refuse store, together with the renovation of the existing street elevations of Nos 169, 169a and 171 Brockley Road including the provision of new shopfronts.
- 2.2 This application was a resubmission of an earlier proposal for eight flats which was withdrawn following discussion with officers. The previous proposal was for a three storey building which was considered too high for the mews and a location at the rear of a parade of Victorian shops, hitherto containing only single storey and occasional two storey buildings. It was also considered that before developing the rear of the property the applicant should address the rather shabby front elevations of the buildings which were in need of maintenance and also contained unsatisfactory features such as replacement UPVC windows.

## **3.0 Present Applications**

- 3.1 The current proposal is identical to the scheme granted planning permission in July 2006 and is for the demolition of existing buildings at 1 & 2 Harefield Mews SE4 and construction of a part single/part two storey building, comprising 6 one bedroom self-contained flats, landscaping and provision of a bicycle store and refuse storage chamber, together with the renovation of the existing street elevations of Nos 169, 169a and 171 Brockley Road including the provision of new shopfronts.
- 3.2 The agents have also provided a schedule of works to the Brockley Road shops. This includes replacement sash windows, brick cleaning, replacement of missing corbel brackets to the eaves and the provision of new shopfronts.
- 3.3 The proposed new building would extend the full width of the site fronting the mews and would be of a contemporary design with a flat roof. Four of the flats would be accessed from the mews and the remaining two from Cranfield Road. The elevations

are proposed in yellow stock brickwork with rectangular bay windows with rendered panels. A communal garden is proposed to the rear.

- 3.4 Refuse and cycle stores are proposed, accessed from Cranfield Road.
- 3.5 The shops fronting Brockley Road would retain small yards to the rear. No details of the proposed shop fronts are given and it is intended that this will be provided by means of a planning condition.

#### **4.0 Consultations and Replies**

##### Neighbours and Local Amenity Societies

- 4.1 Letters of consultation were sent to 102 neighbouring properties, including the Brockley Society and Brockley Cross Action Group. Notices were displayed on site and in the local press. Ward Councillors were also notified.
- 4.2 Three replies have been received from the owners or occupiers of Nos. 13 Cranfield Road and 4 & 5 Harefield Mews, objecting to the development on the following grounds:-
- (1) The proposed development is over-intensive.
  - (2) The lack of any off-street parking provision will lead to additional on-street parking in an already congested area.
  - (3) No provision is made for refuse storage/collection for the shops fronting Brockley Road.
  - (4) In 2000 a scheme for 3 two bed houses in the local area was refused for a number of reasons which included excessive residential density contrary to policy HSG 20 in the UDP.
  - (5) The proposal would not preserve or enhance the character of the Mews or the Brockley Conservation Area.
  - (6) There is insufficient amenity space for 6 dwellings and this is likely to increase disturbance in the mews from outdoor activities.
  - (7) Demolition and construction will give rise to noise and dust nuisance.
  - (8) The proposal will give rise to overlooking of properties in Cranfield Road.

##### 4.3 Brockley Society and Brockley Cross Action Group

No replies received.

(Letters are available to Members)

##### Amenity Societies' Panel

- 4.4 Too tall. Overdevelopment. Should be the same height as those recently erected and should be 2 units not three.

## Highways and Transportation

### 4.5 Unobjectionable in Principle

Subject to:-

- An application to Highways Group for the provision of a pavement crossover for wheeled Eurobin access.
- Submission of details (and approval by the Council prior to the commencement of works on site), illustrating domestic refuse storage and collection points where each bin should be located not more than 10m from the kerb line in the adjacent street.

Informative. The applicant should be informed that if Planning Consent is granted the implementation of the proposal will require approval by the Council of a Street Naming & Numbering application. Application forms are available on the Council's web site.

## Environmental Health

4.6 No objection but recommend N10 as a condition and C11 as an informative.

### **5.0 Policy Context**

#### Planning Policy Statement 1: Delivering Sustainable Development

5.1 This guidance was published in February 2005 and sets out the Government's strategy for the delivery of sustainable development. It stresses the importance of good design, noting that it is indivisible from good planning.

#### Planning Policy Statement 3: Housing

5.2 PPS 3 was published on 29 November 2006 and sets out how the planning system supports the growth in housing completions needed in England. It indicates the importance of achieving high quality housing and a suitable mix, including affordable housing. The PPS states that housing should be sustainable and linked with public transport provision and lower overall levels of off-street parking. Mixed use development should be promoted where possible with proposals making the best use (most efficient use) of land.

5.3 Paragraph 49 relates to design and density and states: -

“Careful attention to design is particularly important where the chosen local strategy involves intensification of the existing urban fabric. More intensive development is not always appropriate. However, when well designed and built in the right location, it can enhance the character and quality of an area”.

5.4 PPG 3 was recently amended by the Government to remove gardens from the classification of ‘previously developed land’ or ‘brownfield land’.

#### Planning Policy Statement 5: Planning for the Historic Environment (PPS 5) 2010

5.5 This recently published guidance sets out the Government's planning policies on the conservation of the historic environment. This replaces Planning Policy Guidance 15:

Planning and the Historic Environment (PPG 15) published on 14 September 1994; and Planning Policy Guidance 16: Archaeology and Planning (PPG 16), published on 21 November 1990.

5.6 PPS5, policy HE9.1 states that: -

“Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. Loss affecting any designated asset should require clear and convincing justification”.

5.7 PPS 5, policy HE10.1 relates to setting and states:-

“When considering applications for development that affects the setting of a heritage asset, local planning authorities should treat favourably application that preserve those elements of the setting that make a positive contribution to or better reveal the significance of the asset. When considering applications that do not do this, local planning authorities should weigh any negative harm against the wider benefits of the application. The greater the negative impact on the significance of the heritage asset, the greater the benefits that will be needed to justify approval”.

### The London Plan

5.8 In February 2004 the Mayor of London published his London Plan which is the Spatial Development Strategy for Greater London.

5.9 Policy 3A.3 Maximising the potential of sites, requires Boroughs to achieve the maximum intensity of use compatible with local context and in accordance with the residential density ranges set out in Table 3A.2 of the Plan.

5.10 Chapter 4B states that good design is central to all the objectives of the Plan. Policy 4B1 ‘Design Principles for a compact city’ requires that Boroughs should seek to ensure that developments:

- maximise the potential of sites
- promote high quality and inclusive design and create or enhance the public realm
- contribute to adaptation to, and mitigation to, the effects of climate change
- respect local context, history, built heritage, character and communities
- provide for or enhance a mix of uses
- be accessible, usable and permeable for all users
- be sustainable, durable and adaptable in terms of design, construction and use
- address security issues and provide safe, secure and sustainable environments
- be practical and legible
- be attractive to look at and, where appropriate, inspire, excite and delight

5.11 Paragraph 4.101 advises that good design is rooted firmly in an understanding and appreciation of the local social, historical and physical context, including urban form, movement patterns and historic character.

### Adopted Unitary Development Plan

5.12 The saved policies of the Adopted Unitary Development Plan Policies relevant to this application are:-

URB 3 Urban Design, URB 16 New Development, Changes of Use and Alterations to Buildings in Conservation Areas, URB 12 Landscape and Development, URB 17

Demolition in Conservation Areas, TRN 14 Cycle Parking, TRN 26 Car Parking Standards, HSG 5 Layout and Design of New Residential Development, HSG 6 Dwelling Mix, HSG 7 Gardens, HSG 8 Backland and In-fill Development.

### Supplementary Planning Documents

- 5.13 Residential Design Standards  
Brockley Conservation Area Character Appraisal and SPD.

### Local Development Framework

- 5.14 On 19 February 2010 Lewisham Council published its proposed submission version of the Core Strategy. This is the principal Development Plan Document and once adopted, will replace many of the policies in the current UDP. It is a material consideration in the determination of applications for planning permission, but it will not form part of the Development Plan for the Borough until it is formally adopted. Government advice on the weight to be attached to emerging DPD policies remains that this is determined upon the stage of preparation or review, increasing as successive stages are reached. As the emerging draft Core Strategy is currently out for public consultation it will carry little weight in the determination of planning applications because consultation is at an early stage in the preparation process.

## **6.0 Planning Considerations**

- 6.1 The current buildings are not considered to have any architectural merit.
- 6.2 The vehicle repair garages in Harefield Mews have previously given rise to complaints regarding parking congestion, obstruction of the mews and abandoned vehicles in the street and the redevelopment of the utilitarian buildings currently occupying the site is considered to be acceptable in principle and in line with the Brockley Conservation Area SPD which specifically allows residential development in Harefield Mews.
- 6.3 The main issues are therefore to assess the impact of the development on the character and appearance of the conservation area (which is a specific Heritage Asset within the meaning of PPS 5), the impact on residential amenity, the adequacy of the residential accommodation proposed and whether the traffic and parking impacts would be acceptable.
- 6.4 The contemporary design of the scheme was considered acceptable in 2006 and coupled with the proposed improvements to the period properties fronting Brockley Road will enhance the character and appearance of the Brockley conservation area.
- 6.5 It is not considered that the proposed development would have a significant effect on neighbouring properties in terms of loss of privacy or overshadowing.
- 6.6 Room sizes are within acceptable limits for new development. The proposed flats would all have access to the communal garden; those on the ground floor would have direct access to individual patios, screened by planting from the communal garden. Further details of landscaping are to be required by condition.
- 6.7 Although Cranfield Road is relatively heavily parked and it is not possible to park in the narrow mews, the Highways officer has raised no objection to the scheme on parking grounds in view of proximity to the station and bus routes. Although the Council previously refused permission for an additional flat in a scheme at the other end of the

mews on traffic generation/parking grounds, this was not supported at appeal. The scheme includes secure cycle storage.

6.8 A bin store accessible from the public highway is shown on the submitted plans.

## **7.0 Consultations**

7.1 Although the ASP had no objection to the proposal as originally approved the building is only marginally higher than the building at No. 5 Harefield Mews. A scheme recently approved by Committee for plot 7 is also marginally larger than No. 5. Officers consider that it would be difficult to insist that all new buildings in the Mews, which reflect a variety of different styles, should be built to the same height. Council policy as set out in saved policy HSG 6 Dwelling Mix, does not currently prevent the approval of small new build schemes (under 15 units) comprising only one bedroom flats. The Council's UDP policy on residential density was not saved. This means that the Council is required by the London Plan to achieve the maximum intensity of use compatible with local context and in accordance with the residential density ranges set out in Table 3A.2 of the Plan. In this case the density of the proposed development is 371 habitable rooms to the acre or 185 dwelling to the acre, which is in line with London Plan policy in respect of a site in an urban location in a PTAL 4-6.

## **8.0 Conclusion**

8.1 In view of the above considerations, the application is recommended for approval.

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

9.1 On balance, it is considered that the proposal satisfies the Council's Land Use and environmental criteria, and is in accordance with Policies URB 3 Urban Design, URB 16 New Development, Changes of Use and Alterations to Buildings in Conservation Areas, URB 17 Demolition in Conservation Areas, URB 12 Landscape and Development, TRN 14 Cycle Parking, HSG 5 Layout and Design of New Residential Development, HSG 6 Dwelling Mix, HSG 7 Gardens and HSG 8 Backland and In-fill Development in the adopted Unitary Development Plan (July 2004).

9.2 It is considered that the proposal is appropriate in terms of its form and design and would not result in material harm to the appearance or character of the surrounding area, or the amenities of neighbouring occupiers. The proposal is thereby in accordance with Policies URB 3 Urban Design, URB 16 New Development, Changes of Use and Alterations to Buildings in Conservation Areas, URB 12 Landscape and Development, URB 17 Demolition in Conservation Areas, TRN 14 Cycle Parking, HSG 5 Layout and Design of New Residential Development, HSG 6 Dwelling Mix, HSG 7 Gardens and HSG 8 Backland and In-fill Development in the adopted Unitary Development Plan (July 2004).

## **10.0 RECOMMENDATIONS**

10.1 **RECOMMENDATION (A)** GRANT PERMISSION subject to the following conditions:-

- (1) No development shall commence on site until details of all facing materials, windows and external doors to be used on the building have been submitted to and approved in writing by the local planning authority. The development shall be carried out in accordance with the approved details, unless the local planning authority agrees in writing to any variation.

- (2) The windows in the street elevations of the Brockley Road shops shall be renewed as painted timber double hung sash windows with external reveals to match those of the original windows.
- (3) No plumbing or pipes, other than rainwater pipes, shall be fixed on the external faces of the building.
- (4) The proposed flats shall not be occupied until the street elevations of Nos. 169, 169a and 171 Brockley Road have been refurbished in accordance with the schedule of works in Document number 52/PP/ST - JAN '10 submitted by Pastina Matthews Architects.
- (5) C11 Construction Hours
- (6) L01 Planting, Paving, Walls etc
- (7) Details of the proposed new shopfronts shall be submitted to and approved in writing by the local planning authority before the commencement of any works on site and, unless the local planning authority subsequently agrees in writing to any variation, the shopfronts shall be implemented entirely in accordance with the approved details before any of the flats which form part of this application are first occupied.
- (8) Details of the construction, including facing materials, of the proposed refuse storage chamber and bicycle store shall be submitted to and approved in writing by the local planning authority and the proposed structures shall be constructed in accordance with the approved details before any of the residential units hereby approved are occupied.
- (9) C10 Site Contamination

#### Reasons

- (1) To ensure that the local planning authority may be satisfied as to the external appearance of the building and to comply with Policy URB 3 Urban Design in the adopted Unitary Development Plan (July 2004).
- (2) To ensure that the local planning authority may be satisfied as to the external appearance of the building and to comply with Policy URB 3 Urban Design in the adopted Unitary Development Plan (July 2004).
- (3) It is considered that such plumbing or pipes would seriously detract from the appearance of the building and to comply with Policy URB 3 Urban Design in the adopted Unitary Development Plan (July 2004).
- (4) To ensure that the local planning authority may be satisfied as to the external appearance of the buildings and to comply with Policy URB 3 Urban Design in the adopted Unitary Development Plan (July 2004).
- (5) C11R Construction Hours
- (6) L01R Planting, Paving, Walls etc



- (7) In order that the local planning authority may be satisfied as to the details of the proposal and to ensure that the proposed development is not detrimental to the appearance of the locality.
- (8) In order that the local planning authority may be satisfied as to the appearance of the refuse chamber and bicycle store and to comply with Policy URB 3 Urban Design in the adopted Unitary Development Plan (July 2004).
- (9) C10R Site Contamination

Informatives

- (1) Construction Code of Practice
- (2) An application will need to be made to the Highways Group for the provision of a pavement crossover for wheeled Eurobin access to the proposed refuse store.
- (3) The implementation of the proposal will require approval by the Council of a Street Naming & Numbering application. Application forms are available on the Council's web site.

10.2 **RECOMMENDATION (A)** **GRANT CONSERVATION AREA CONSENT** subject to the following condition:-

Demolition of the existing buildings shall not proceed until the local planning authority confirms in writing that it is satisfied that the following steps have been taken:-

- (a) A contract has been entered into for the implementation of the development on the application land for which planning permission has been granted. Such demolition shall only be that which is necessary for carrying out the contract; and
- (b) All relevant details required under the planning permission have been submitted and approved in writing.