

Committee	STRATEGIC PLANNING COMMITTEE	
Report Title	Former Catford Greyhound Stadium, Adenmore Road, SE6	
Ward	Rushey Green	
Contributors	Suzanne White	
Class	PART 1	22 March 2016

<u>Reg. Nos.</u>	DC/15/93227
<u>Application dated</u>	05.08.2015 as amended 11.11.15
<u>Applicant</u>	BPTW (on behalf of Barratt London)
<u>Proposal</u>	The construction of a replacement pedestrian footbridge incorporating lifts over the railway line between the site of the former Catford Greyhound Stadium Adenmore Road and Doggett Road, together with landscaping and associated works.
<u>Applicant's Plan Nos.</u>	7118-P001; TOWN554(09)5050; TOWN554(04)002 R00; Framework Construction Logistics Plan (Received 5 th August 2015); 5460/PT_F; Proposed Pedestrian Footbridge Drainage Statement; Planning Statement (Received 8 th August 2015); Design Access and Heritage Statement Rev A (Received 20 th August 2015); 9733-R-LIGHT-002 Rev 2 (Received 14 th October 2015); 7118-P002 Rev A; 7118-P101 Rev A; 7118-P102 Rev A; 7118-P105 Rev A (Received 11 th November 2015)
<u>Background Papers</u>	(1) Case File LE/943/A/TP (2) Local Development Framework Documents (3) The London Plan
<u>Designation</u>	Doggett Road landing located within Catford Town Centre boundary.
<u>Screening</u>	Not applicable

1.0 Property/Site Description

- 1.1 The application site is comprised of a section over the Hayes-London railway line which would be oversailed by the new bridge structure, as well as landing points on Doggett Road and within the Catford Green development site. The bridge would be located just south of the junction of Doggett Road and Holbeach Road. Within the Catford Green development, the bridge would land within a new public square, between the consented blocks K and MNOP. The ground floor of Block K contains the community space and management office for the development.

- 1.2 The site forms part of the masterplan for redevelopment of the former Catford Greyhound Stadium and the land to the south of the former stadium, between Catford and Catford Bridge railway stations and the South Circular (A202). The site was in operation as a greyhound racing track from 1932 until it finally closed on 5 November 2003. The recently removed, disused footbridge which used to serve the dog racing track was located further north.
- 1.3 To the north and east are Ladywell Arena and Holbeach Primary School (Grade II Listed). To the west is the Catford Green development and Ladywell Fields. To the east are residential terrace rows and Catford Town Centre beyond. To the south and south west are Catford and Catford Bridge train stations.
- 1.4 The Doggett Road part of the site is located within the Catford Town Centre boundary. The rail corridor is a Green Corridor. The site is not located within a Conservation Area.

2.0 Planning History

- 2.1 The relevant planning history for the site relates to the redevelopment of the former stadium and is set out below.

DC/07/67276 – The construction of 589 residential units, commercial floorspace and a community centre in 13 blocks, rising to a maximum of eight storeys in height, on the site of the former Catford Greyhound Stadium, including the land in between the railway lines and the South Circular (A205), comprising of 216 one bedroom and 311 two bedroom self-contained flats; 39 three bedroom and 23 four bedroom houses/maisonettes, as well as Use Classes A1/A2/B1 retail/commercial floorspace (508 m²) and a Use Class D1 community centre (298 m²), together with associated landscaping, including river naturalisation and creation of a public plaza between Catford and Catford Bridge Stations, provision of a footbridge to Doggett Road, an electricity sub-station, bin stores, 649 cycle spaces and 248 car parking spaces. GRANTED 30TH JANUARY 2009. Condition 7 of this permission required details (drawings and sample materials) to be submitted prior to completion of all residential units or works to the bridge start, whichever was the earlier.

DC/13/84744 – A Section 73 of the Town and Country Planning Act 1990 application for minor material amendment in connection with the variation of condition(s) (4) (16) (17) and (25) of the planning permission (DC/07/67276) in order to allow works of demolition, site clearance and foundation construction. GRANTED 4TH MARCH 2014.

DC/13/84895 - A Section 73 of the Town and Country Planning Act 1990 application for a minor material amendment to planning permission (DC/07/67276) was approved. The proposed changes include both minor amendments to the site layout and the appearance, massing and layout of the individual blocks. GRANTED 4TH MARCH 2014. This permission has since been implemented.

The Deed of Variation attached to this permission set out a sequence of design stages and associated timings for the development of detailed designs, submission of a planning application and construction of the footbridge. In the event that the design and/or delivery of the footbridge fall behind schedule, despite reasonable endeavours, the Deed allows for a financial contribution (£2m

less demolition and design related costs) to be paid by the developer to the Council. That sum may be used by the Council to deliver the footbridge or for station improvement and/or other infrastructure improvements in the area.

DC/14/89821 - An application submitted under Section 73 of the Town and Country Planning Act 1990 for a minor material amendment to planning permission DC/07/67276 dated 30 January 2009, as amended by DC/13/84895, in order to allow: the reorganisation of the ground floor layout of Block K to accommodate a site management office and dedicated external space for the use of the Community Centre; the relocation of house D13; amended tenure distribution; the merging of flats B84 and B85 to form one 3 bed unit; and the construction of an additional sub-station. Granted 29th May 2015.

- 2.2 There are also two current full planning applications relating to the former stadium site under consideration by the Council at present.
- 2.3 The first of these (DC/15/93128) relates to the redesign of the two blocks at the north of the site, bordering Ladywell Fields. The proposal is for *“the construction of a 7 storey building and an 8 storey building to provide 179 residential units (4x studio apartments; 63x one bedroom; 96x two bedroom; 15x three bedroom; 1x four bedroom), together with landscaping, public realm, car and cycle parking, refuse storage and associated works at Block T & U, Catford Greyhound Stadium, Adenmore Road SE6.” Resolution to grant made 21st January 2016.*
- 2.4 The second (DC/15/94002) relates to the site at the southern end of the site, between Catford and Catford Bridge stations. This application proposes: *“erection of a part 5/part 19 storey building to provide 92 residential units and 390.2sqm of flexible retail/commercial space (Use Classes A1/A2/A3/A4 & B1), and the creation of a public plaza between Catford and Catford Bridge stations, together with landscaping and other public realm works, cycle and refuse storage and associated works at Adenmore Road, Catford SE6 4RH”.* This application is due to be determined at the same committee meeting.

3.0 Current Planning Application

The Proposals

- 3.1 The application seeks full planning permission for the construction of a replacement pedestrian footbridge incorporating lifts over the railway line between the site of the former Catford Greyhound Stadium, Adenmore Road and Doggett Road, together with landscaping and associated works.
- 3.2 The bridge would be a steel frame structure spanning approximately 30m across the railway line connecting Doggett Road with the Catford Green development. On the Doggett Road side, a straight flight of stairs accessed from the north, near the junction with Holbeach Road, would lead up to the bridge deck. A lift on the south side would also provide access to the deck.
- 3.3 On the Catford Green side, the bridge staircase dog legs in order to land in the proposed new public square in between Block K and Block MNOP.
- 3.4 It is the change to the design from a ramp on both sides to a lift and stairs on both sides that has resulted in the requirement for a new application to be submitted.

- 3.5 The bridge deck would be approximately 5.8m above the existing ground level. This is to enable adequate clearance for trains passing below and overhead power cables, in line with Network Rail's design standards.
- 3.6 Lift towers on both sides of the bridge structure rise to approximately 11m above the existing ground level in order to accommodate the lift and mechanism. The lift towers have been designed to accommodate a maximum lift capacity of 16 people.
- 3.7 The width of the bridge deck is approximately 2.2m wide, while the stairs are each 2.2m wide. A cycle wheel trough is proposed for cyclists on both staircases.
- 3.8 A new road layout is proposed on Doggett Road to accommodate the bridge staircase and footpath build out around it and restrict vehicular access to one-way along a longer section of the road. Improvements to the configuration of Doggett Road including traffic control measures are proposed as part of the application following discussions with the Council's highways officers.
- 3.9 The bridge structure including the lifts, staircases and width of the deck itself have been designed in accordance with the requirements of 'BS 8300:2009' and 'BS A1:2010' '*Design of buildings and their approaches to meet the needs of disabled people –Code of Practice*' to ensure sufficient space for movement for people of all abilities in compliance with the Equality Act (2010). The width of the deck has also been designed to accommodate cyclists as well as pedestrians.
- 3.10 The structure would be metal clad, with perforated infill panels in an ivy pattern on the staircase balustrade. The stair base is enclosed in standard perforated metal panels. The lift shaft metal cladding depicts images of leaves, intended to reflect the species of trees and landscaping scheme proposed within the development.
- 3.11 The floor finish is a non-slip metal acoustic deck with neoprene/rubber inserts fitted between panels and the steel frame to reduce noise and panel movement.
- 3.12 The deck roof and sides are enclosed with a flattened open aluminium mesh for security and good natural lighting levels.
- 3.13 Lights are positioned on the main deck and stairs of the footbridge as well as over the lifts in accordance with Network Rail standards.
- 3.14 Main overhead fixtures will be robust LED lights, designed to be vandal resistant and low energy.
- 3.15 CCTV is not indicated on the drawings, but proposed locations are identified in the Design and Access Statement.

Supporting Documents

- 3.16 *Design, Access and Heritage Statement* (Saunders Architects): this document outlines the design evolution of the footbridge, from that originally consented in 2009 to the present proposal; provides a detailed description of the design considerations including materials, access arrangements, lighting, landscaping, security and construction logistics.

- 3.17 *Planning Statement* (BPTW Planning): this document gives a description of the site and development history for the former stadium; sets out the planning policy context and public consultation undertaken; provides an outline of the proposals and addresses potential issues including design, security, noise and delivery.
- 3.18 *Drainage Statement* (Brand Consulting): this report considers the proposal in the context of the previous Flood Risk Assessment carried out for the masterplan development and the constraints of the site. It concludes that, as no net increase in impermeable area results from the proposal, it will not have an impact on surface water flooding in the area.
- 3.19 *Framework Construction Logistics Plan (Capita)*: The plan details the measures, targets and review and monitoring mechanisms to deal with adverse impacts on the highway as a result of the proposed development. This includes construction vehicle types, times, routes as well as the impact on road closures.
- 3.20 *Lighting Statement (Revised)*: the proposed statement details the lighting scheme against relevant guidance, together with calculations to ensure the development is compliant.

4.0 Consultation

- 4.1 This section outlines the consultation carried out by the Council and applicant.

Pre-application consultation by applicant

- 4.2 The applicant outlines in their Planning Statement the pre-application consultation undertaken with the local community in respect of the footbridge. They note that a footbridge has been proposed in this location since the original application approved in 2009 and presented in public consultation information related to that application, the subsequent S73 application approved in March 2014 and most recently at a public exhibition held in March 2015 in respect of the revised proposals for the northern and southern parts of the site.

Post-submission consultation by Council

- 4.3 The Council's consultation exceeded the minimum statutory requirements and those required by the Council's adopted Statement of Community Involvement.
- 4.4 Site notices were displayed on Doggett Road and within the Catford Green development and letters were sent to residents in the surrounding area, including Holbeach Primary School, and to the relevant ward Councillors. The Council's Highways and Environmental Health Officers were also consulted.

Written Responses received from Local Residents and Organisations

- 4.5 Objections were received from four local residents. Their concerns are summarised as follows:
- This is an opportunity to improve the general appearance of the railway track on this stretch of Doggett Road. Better screening sought. It would be a positive gesture from Barratts towards the local community given the disruption caused by the building project.

- Concerned by removal of the ramps. Lifts and steps, even with a wheel channel, are an inadequate alternative on what could be a key route for cyclists. Most people with disabilities prefer ramped access rather than lifts. The proposed lifts will be too small for many mobility vehicles to use easily and not appropriate for bicycles. Lifts perceived as dirty, smelly and unreliable.
- Wheel channels are not easy to use for younger and older sections of the community. Ramps are more desirable.
- A shared use bridge would make the London Cycle Network route, which comes through Ladywell Fields and into Canadian Avenue, more usable. Possibility of this route being used as a 'Quietway'. A bridge that is easy to use (with few time delays) would greatly assist this route.
- A ramped bridge would greatly assist local residents' children cycling to nearby schools and accessing Ladywell Fields.
- The structure could be a focus for the development (Catford Green). The current design offers little to the streetscape/community space.
- Not clear from the application why it was decided that the eastern side should be a lift/steps rather than a ramp. There seems to be enough highway space for a ramp and it could improve the vista from the public highway.

4.6 Written responses are available for members to view.

Written Responses received from Statutory Agencies

a) Secure by Design Officer (pre-application comments)

4.7 The area has had a high level of reported crime on the street in the previous 12 months. The bridge should include elements of construction that will enable clear lines of sight both approaching the bridge and when crossing.

The canopy over the rail line should be enclosed with clear views to allow maximum use of natural light, natural surveillance, line safety to deter persons either jumping on to or throwing objects onto the line.

The canopy can be constructed of clear polycarbonate or other such material.

The proposed lifts for persons with mobility problems should be fitted with cctv cameras for crime prevention and public safety and re-assurance, these should be linked as part of any overall security strategy for the new development with minimum cover of routes in and out of the development.

As part of the overall lighting plan the footbridge should be designed to provide safety in low light conditions and any lighting should achieve a minimum of 60% on the colour rendition index.

Finishing to the structure should incorporate anti-graffiti finishes.

b) Network Rail

4.8 No response received.

c) Highways and Transportation

4.9 Footpath from Adenmore Road to bridge will need to be shown on drawings and adopted.

4.10 Detailed specification for highways works should include Trief kerbs to protect bridge from southern approach, a 3.5m gap to island, raised zebra, signage locations and removal of resi parking on northern side of Bradgate road.

d) Environmental Health

4.11 No objections raised.

5.0 Policy Context

Introduction

5.1 Section 70(2) of the Town and Country Planning Act 1990 (as amended) sets out that in considering and determining applications for planning permission the local planning authority must have regard to:-

- (a) the provisions of the development plan, so far as material to the application,
- (b) any local finance considerations, so far as material to the application, and
- (c) any other material considerations.

A local finance consideration means:

- (a) a grant or other financial assistance that has been, or will or could be, provided to a relevant authority by a Minister of the Crown, or
- (b) sums that a relevant authority has received, or will or could receive, in payment of Community Infrastructure Levy (CIL)

5.2 Section 38(6) of the Planning and Compulsory Purchase Act (2004) makes it clear that 'if regard is to be had to the development plan for the purpose of any determination to be made under the planning Acts the determination must be made in accordance with the plan unless material considerations indicate otherwise'. The development plan for Lewisham comprises the Core Strategy, the Development Management Local Plan, the Site Allocations Local Plan and the Lewisham Town Centre Local Plan, and the London Plan. The NPPF does not change the legal status of the development plan.

National Planning Policy Framework

5.3 The NPPF was published on 27 March 2012 and is a material consideration in the determination of planning applications. It contains at paragraph 14, a 'presumption in favour of sustainable development'. Annex 1 of the NPPF provides guidance on implementation of the NPPF. In summary, this states in paragraph 211, that policies in the development plan should not be considered out of date just because they were adopted prior to the publication of the NPPF. At

paragraphs 214 and 215 guidance is given on the weight to be given to policies in the development plan. As the NPPF is now more than 12 months old paragraph 215 comes into effect. This states in part that ‘...due weight should be given to relevant policies in existing plans according to their degree of consistency with this framework (the closer the policies in the plan to the policies in the Framework, the greater the weight that may be given)’.

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

Other National Guidance

- 5.5 On 6 March 2014, DCLG launched the National Planning Practice Guidance (NPPG) resource. This replaced a number of planning practice guidance documents.

London Plan (March 2015)

- 5.6 On 10 March 2015 the London Plan (consolidated with alterations since 2011) was adopted. The policies relevant to this application are:

Policy 2.15 Town centres

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

Policy 4.7 Retail and town centre development

Policy 6.4 Enhancing London’s transport connectivity

Policy 6.7 Better streets and surface transport

Policy 6.9 Cycling

Policy 6.10 Walking

Policy 7.1 Lifetime neighbourhoods

Policy 7.2 An inclusive environment

Policy 7.3 Designing out crime

Policy 7.4 Local character

Policy 7.5 Public realm

Policy 7.6 Architecture

Policy 7.15 Reducing and managing noise, improving and enhancing the acoustic environment and promoting appropriate soundscapes

Policy 8.2 Planning obligations

London Plan Supplementary Planning Guidance (SPG)

- 5.7 The London Plan SPG’s relevant to this application are:

Accessible London: Achieving an Inclusive Environment (2004)

London Plan Best Practice Guidance

- 5.8 The London Plan Best Practice Guidance’s relevant to this application are:

Control of dust and emissions from construction and demolition (2006)

Core Strategy

- 5.9 The Core Strategy was adopted by the Council at its meeting on 29 June 2011. The Core Strategy, together with the Site Allocations, the Lewisham Town Centre Local Plan, the Development Management Local Plan and the London Plan is the borough's statutory development plan. The following lists the relevant strategic objectives, spatial policies and cross cutting policies from the Lewisham Core Strategy as they relate to this application:

Spatial Policy 1 Lewisham Spatial Strategy

Spatial Policy 2 Regeneration and Growth Areas

Spatial Policy 5 Areas of Stability and Managed Change

Core Strategy Policy 8 Sustainable design and construction and energy efficiency

Core Strategy Policy 12 Open space and environmental assets

Core Strategy Policy 14 Sustainable movement and transport

Core Strategy Policy 15 High quality design for Lewisham

Core Strategy Policy 16 Conservation areas, heritage assets and the historic environment

Core Strategy Policy 21 Planning obligations

Development Management Local Plan

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

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

DM Policy 1 Presumption in favour of sustainable development

DM Policy 22 Sustainable design and construction

DM Policy 26 Noise and vibration

DM Policy 27 Lighting

DM Policy 30 Urban design and local character

DM Policy 35 Public realm

DM Policy 36 New development, changes of use and alterations affecting designated heritage assets and their setting: conservation areas, listed buildings, schedule of ancient monuments and registered parks and gardens

Planning Obligations Supplementary Planning Document (January 2011)

- 5.12 This document sets out guidance and standards relating to the provision of affordable housing within the Borough and provides detailed guidance on the likely type and quantum of financial obligations necessary to mitigate the impacts of different types of development.

6.0 Planning Considerations

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

- a) Principle of Development
- b) Design
- c) Highways and Traffic Issues
- d) Noise
- e) Impact on Adjoining Properties
- f) Flooding
- g) Planning Obligations

Principle of Development

6.2 Paragraph 69 of the NPPF states that planning policies and decisions should aim to create safe and accessible developments, containing clear and legible pedestrian routes, and high quality public space, which encourage the active and continual use of public areas.

6.3 This aim is also evident in the London Plan policies and the Council's LDF policies on design and accessibility which are relevant to this application.

6.4 It should be noted that the proposed development is the reconstruction of the previous footbridge which connected Doggett Road to the Catford Greyhound Stadium located further to the north and has since been demolished.

6.5 The previous permission included a new ramped footbridge roughly in line with the one currently proposed. The committee report made special mention of the bridge, stating:-

The major pedestrian benefit which is proposed as part of this scheme would be the provision of a new footbridge over the Hayes line linking Doggett Rd on its Eastern side (close to its junction with Holbeach Rd) with the extended Adenmore Road on the Western side of the railway. This makes possible a direct East-West walking link from the site to Holbeach Rd Primary School and onward via Holbeach Rd into Catford Town Centre.

6.6 Details of the footbridge were required under condition 7 to planning permission DC/07/67276, and subsequent amending applications. Furthermore, the design of the footbridge was secured through the Section 106 agreement (together with the subsequent Deeds of Variation).

6.7 The approved bridge was not DDA compliant. With this in mind, it is considered that the proposed development would provide greater benefits to the movement of pedestrians and cyclists. These benefits not only apply to future residents of Catford Green accessing the town centre but also to existing residents utilising Ladywell Fields and the public spaces of the Catford Green development, as well as the community space in Block K which will potentially be used as a nursery.

6.8 Taking the above into account, it is considered that the principle of the proposed footbridge has been previously dealt with and supported in past applications. Therefore officers consider that bringing the development forward is welcomed.

- 6.9 However it is noted that there are changes to the design such as the ramped access and landscaping/highway changes which must be assessed in order to ensure the development is safe, accessible and provides high quality public realm and pedestrian links. Therefore these and other material considerations are discussed below.

Design

a) Scale and Materials

- 6.10 The NPPF outlines that good design is indivisible from good planning and for this reason the core planning principles outline that decision taking should always seek to secure high quality design.
- 6.11 In line with the NPPF, regional and local plans and policies have been developed to ensure that development reaches the highest standard of design in terms of scale and appearance. Development must also have special regard to the enhancement and protection of the setting of Listed Buildings in considering any application in their vicinity.
- 6.12 The proposed footbridge would be 5.8m above the railway line on the underside and 8.8m at the topside. The bridge structure itself would be 2.5m in width and 3m in height.
- 6.13 The highest element of the structure would be the lift shafts measuring 11m in height and 2.5m wide. On either side of the lift shafts would be stairs leading to Doggett Road and Catford Square respectfully. The stairs would be 2.2m wide leading from the footbridge. At Doggett Road the stairs would be parallel to the highway whilst at Catford Square it would dog leg to land in to the proposed landscaped square.
- 6.14 The scale of the main structure is dictated by Network Rail requirements, building regulations, DDA requirements and the mechanics of the lift shaft. Therefore the scale of the development is considered to be fit for purpose and, particularly given the reduction in the structure owing to the removal of the ramps, is the minimum necessary and would not dominant the streetscene.
- 6.15 The proposed structure would utilise perforated panelling with elements of leaf patterning to the side of the lift shaft and sides of both sets of stairs. The bridge part would be enclosed with an open aluminium mesh.
- 6.16 It is considered that the use of open panelling would reduce any impact the scale and bulk may have visually. Furthermore, the use of patterned panelling on the sides is considered to give added visual interest to the structure whilst referencing the landscaping scheme of Catford Green.
- 6.17 In response to queries regarding the durability of the materials proposed, the applicant has replied outlining that the perforated cladding to the lift shafts have solid backing to allow water proofing of the lift mechanics. It is also confirmed that the panelling is suitably robust for its intended use. Nonetheless, it is considered that the use of CCTV and lighting for natural surveillance would adequately deter criminal damage.

- 6.18 The design and access statement also highlights that the proposed materials are suitably designed to prevent graffiti, through the specification of the material, perforated panels and open mesh. Furthermore, the materials are outlined as be durable against weather elements.
- 6.19 Whilst officers agree that the surveillance measures would help prevent significant criminal damage and graffiti, it is considered that samples of the materials should be submitted in order to ensure the materials are durable. Furthermore, samples would ensure the panels are of the highest design quality as outlined in the supporting documents. This should be secured through a condition.
- 6.20 Taking this into account, the appearance of the proposed footbridge is considered to be appropriate in allowing adequate surveillance as well as providing visual interest to the public realm.
- 6.21 However the proposed development, mostly along Doggett Road, would be in the vicinity of a Grade II Listed Building in the Holbeach Primary School. Furthermore, the primary housing typology along Doggett Road is late Victorian urban terrace rows.
- 6.22 It is considered that the use of the structure has dictated the design, with elements such as open mesh to improve safety and security and building regulations requirements. Therefore it is considered that requiring development to be directly compatible in terms of brick materials or a traditional Victorian railway bridge would be unreasonable. Furthermore, given the high quality of the finishing, it is not considered that the bridge would be incompatible with the terrace row or adversely impact on the special character of Holbeach Primary School. It is noted that the previous, dilapidated bridge was located closer to the school and its removal and replacement with a good quality, modern structure will improve the setting of the listed building. Finally, given the benefits in providing pedestrian links between residential – both new and existing – and parks, green space and the town centre uses, it is considered that these benefits would outweigh any negative impact on the existing streetscene along Doggett Road.
- 6.23 Therefore the proposed development is considered to be consistent with the Council's policies and would not adversely impact on the character of the area in terms of scale and design.

b) Designing out Crime

- 6.24 Policy 7.3 of the London Plan acknowledges designing out crime in new development and states that:

Development should reduce the opportunities for criminal behaviour and contribute to a sense of security without being overbearing or intimidating. In particular:-

- a) routes and spaces should be legible and well maintained, providing for convenient movement without compromising security;
- b) there should be a clear indication of whether a space is private, semi-public or public, with natural surveillance of publicly accessible spaces from buildings at their lower floors;

- c) design should encourage a level of human activity that is appropriate to the location, incorporating a mix of uses where appropriate, to maximize activity throughout the day and night, creating a reduced risk of crime and a sense of safety at all times;
- d) places should be designed to promote an appropriate sense of ownership over communal spaces;
- e) places, buildings and structures should incorporate appropriately designed security features;
- f) schemes should be designed to minimise on-going management and future maintenance costs of the particular safety and security measures proposed

6.25 Objective 11 of the Core Strategy and DM Policy 30 of the Council's LDF address the need to address crime and reduce the fear of crime through design.

6.26 The use of open mesh on the bridge structure would provide good passive surveillance, whilst being sufficiently enclosed to promote the safety of those on the bridge and the trains below.

6.27 In addition to the above, there are other security features such as LED lighting, especially along the top, under the handrail and from the floor of the main platform, together with CCTV as outlined in the Design and Access Statement.

6.28 It is noted that there are discrepancies in the supporting documents and the proposed plans regarding CCTV locations. Furthermore, officers are not convinced the level of CCTV would be sufficient to reduce crime on the basis of the details provided. Therefore it is considered that further detail is required to be submitted to ensure these measures are secured prior to the use of the development. This should be secured by condition.

6.29 Whilst the above measures would reduce the need for maintenance and management from criminal destruction and graffiti, it is nonetheless necessary for management and maintenance of the structure to be secured. These are proposed to be dealt with via a variation of the existing Section 106 agreement. These matters are considered in greater detail below.

6.30 Comments were provided by the Design Out Crime Officer in January based on pre-application proposals, which are attached in the consultation section. He notes that the area has a high level of reported crime, however details measures appropriate to provide adequate safety and security for people using the footbridge. It is considered that the measures outlined in these comments have been incorporated where appropriate.

6.31 Therefore the design of the proposed footbridge, together with the details to be secured by condition, is considered to meet the requirements of policy with respect to designing out crime.

c) Landscaping

6.32 The proposed landscaping includes a new square on the development side, as approved in 2009. The proposal includes a mixture of soft landscaping and hard

landscaping to define the routes from the proposed footbridge towards the extant scheme.

- 6.33 The proposed soft landscaping includes 16 medium sized trees defined as *Prunus Avium*, with a girth of 30-35cm and 2.4m high at the bottom of the canopy. In addition to this, a segment of wildflower meadow turf would be planted between hard landscaping. Finally, native whip planting would be located along the boundary with the rail line.
- 6.34 The hard landscaping would include clay pavers surrounding the square as well as pathways leading towards the stairs of the proposed footbridge. In between this and the wildflower planting, as well as in the centre of the square, would be bounded gravel. A section of the Catford Green spine road would be paved in ecopave block pavers to delineate the adjacent square and improve pedestrian safety. On either side, the road would return to asphalt paving as it joins the spine road.
- 6.35 The square would also incorporate elements of play such as table tennis and informal play elements. The design of the square has already been approved under the original permission and subsequent details submitted. It has been included in the current application in order to show the relationship of the new bridge to the square and access to Adenmore Road.
- 6.36 Officers however are concerned regarding the management of the landscaping. It is deemed that a suitably worded condition would overcome these concerns, especially with respect to planting times and removal of dead trees and replanting within the first 5 years.
- 6.37 Overall, the landscaping plan is considered acceptable.

d) Lighting

- 6.38 DM Policy 27 aims to ensure high quality lighting design and states that the Council will require applicants to protect local character, residential amenity and the wider public, biodiversity and wildlife from light pollution and nuisance
- 6.39 The proposal includes a lighting strategy prepared by Whitecode Design Associates. The plans highlight 64W LED lighting on a 4m pole to the areas of the stairs on Doggett Road and in Catford Square.
- 6.40 Lighting along the platform is proposed in the form of 32W LED strip lighting. In addition to this, down facing strip lighting would be beneath the handrail and uplights fitted flush to the floor along the sides as shown on the proposed sections.
- 6.41 The proposed scheme has been designed in order to reduce crime and increase safety of users. The maximum lux levels would be 6-10 with the direction of the lighting shown, particularly the lighting from 4m poles closer to residential windows and with a higher lux, facing downwards to reduce spill.
- 6.42 It is considered appropriate to condition these matters in order to ensure the lighting is not intrusive to neighbouring properties or the character of the area.

- 6.43 The proposed lighting scheme has been completed in line with the design out crime standards and Network Rail requirements. Taking into account the above, the level of lighting is not considered to have a harmful impact on the character of the area or surrounding amenities.

Highways and Traffic Issues

a) Access

- 6.44 It is noted in the NPPF that planning should ensure that development is accessible to all. The London Plan also adopts this aim in Policy 7.1 outlining that development should be designed to meet the needs of the community at all stages of people's lives. Furthermore, Policy 7.2 states that the principles of inclusive design, including the specific needs of older and disabled people, have been integrated into the proposed development, whether relevant best practice standards such as British Standard BS 8300:2009 + A1:2010 have been complied with, and how inclusion will be maintained and managed.
- 6.45 Finally, the Council's LDF outlines policies for development to comply with the NPPF and London Plan such as Core Strategy Policy 15 which states that development must be of high quality and accessible. This is also detailed in DM Policies 30 and 35.
- 6.46 Whilst a footbridge in this location was previously approved under DC/07/67267, it should be noted that the design has changed, primarily removing the ramped access. In lieu of the ramps, lifts are proposed from Doggett Road and Catford Square. This has been raised as a concern in most of the objections on the basis that it would reduce access for disabled residents and cyclists.
- 6.47 Officers acknowledge that a ramp would often be the preferred option to provide the most appropriate access for less mobile users and cyclists, however it is considered that there are good reasons why a lift and stairs are preferable in this case. Building regulations stipulate that ramps must be between 1:20 and 1:12 in gradient, however the longer the ramp, the lower the gradient required. In addition to this, level landings would need to be provided every 10m.
- 6.48 Given the ramp would need to access the bridge at 5.8m from the existing level, at 1:20 gradient with levels every 10m, it would need to be a minimum 150m in length in a straight line. Put in context, the ramp would extend the entirety of Holbeach Primary School's frontage and terminate around the front of 110 Doggett Road, past the intersection with Bradgate Road.
- 6.49 It is worth noting that alternative design proposals included ramps on Doggett Road which included 180 degree turns as well as further highway alterations to decrease the length of the ramp were considered. However DDA design of bridges recommends the avoidance of 180 degree turns for mobility purposes and the highway works would have adverse impacts on pedestrians and vehicle users, especially to the front of Holbeach Primary School. It is also considered that the space either side of the bridge is not appropriate for a spiral ramp. It is considered that a ramp of this length and design would be off-putting to users. Taking this into account, it is not considered practical to have a ramp leading to Doggett Road.
- 6.50 The footbridge approved in DC/07/67267 included a ramped access with a spiral from the development side. However, it is noted in the current Planning Statement

that the detail of design did not take into account DDA requirements and as such it has been amended to meet the relevant requirements for access.

- 6.51 Taking into account the length of the ramp needed, it is considered that the spiral ramp would dominate the landscaped square. In addition, DDA design recognises that spiral ramps may be useful in incorporating ramps, however the absence of landings in spiral ramps may lead to them being more difficult or even impossible to negotiate for mobility-impaired users, particularly wheelchair users. Taking into account the improved incorporation of the current stairs into the landscaping scheme, together with the practicality of incorporating landings into this length of spiral ramp, it is considered that the stair and lift access as opposed to ramp from the development is acceptable.
- 6.52 The proposed stairs have been designed in detail to be DDA compliant, including handrails, gripped steps and tactile paving. Furthermore, with the provision of lifts, this would ensure that wheelchair users are able to utilise the footbridge.
- 6.53 Overall, whilst a ramp access would be preferable in most cases as a means of disabled access, given the impracticality of providing a ramp which is DDA compliant and would not adversely impact on highway movement, it is considered that the proposed development is acceptable in terms of inclusive design.
- 6.54 With respect to restricting cycle users, the stairs on both sides of the proposed footbridge would include wheel troughs to allow cyclists to push their bicycle up the stairs with less effort than carrying. Whilst it is acknowledged that a ramp would provide better access (particularly for younger and older cyclists), as is outlined above, the length of ramp that would be required to meet DDA requirements would not be practical in this instance and may be off-putting to cyclists.
- 6.55 With respect of providing a dividing handrail over the footbridge platform to separate cyclists and pedestrians, it is considered that this would severely limit the manoeuvrability of buggies and wheelchair users. Furthermore, in order to accommodate appropriate standards in terms of width with a segregated path, this would require changing the structural design and loading significantly. While the footbridge is strongly supported in order to provide a direct, accessible link between the Town Centre, development and Ladywell Fields, it is not expected to be so heavily used as to necessitate a segregated path on both sides.
- 6.56 Taking the above into account, the design is considered to provide appropriate access for cyclists.
- 6.57 In summary, the proposed development is considered to comply with DDA requirements and allow suitable access for all members of the public to provide movement over the railway line.

b) Highway Works

- 6.58 The proposal includes works along the highway on Doggett Road to allow the construction of the footbridge and ensure consistent highway construction.
- 6.59 The proposed works include the resurfacing of the existing footpath, together with the extension of the footpath. This would reduce the width of the one-way Doggett Road to 4.1m for a length of approximately 25m.

6.60 The Council's highway department have been consulted extensively with regard to the upgrade of the highway and have agreed in principle to the proposed works. Therefore the proposed development is considered to be acceptable.

6.61 A S278 should be agreed to ensure the proposed highway works are secured in terms of design appropriate construction and should be included in the Section 106 agreement.

c) Servicing/maintenance

6.62 As noted in the design section, it is believed that the materials selected are appropriate in terms of durability from outside elements and the deterrence of graffiti. Nonetheless, it is considered that a management strategy should be in place in the instance of damage, graffiti or general maintenance and servicing of structure.

6.63 Network Rail require that the Council would adopt the overbridge and this is accepted. In addition, the path leading to the footbridge from Adenmore Road would also be adopted. These elements would then be incorporated into the Council's maintenance program and strategy of adopted highways. Maintenance of the structure and lifts will also require to be agreed through a highways agreement. It is proposed that these matters are secured through a variation to the S106 agreement.

6.64 It is also necessary to secure the day-to-day management of the structure, including monitoring of CCTV and removal of graffiti. No such strategy has been submitted. However, it is considered that such works can be secured through a Section 106 agreement, alongside the securing of a S278 agreement for the formal adoption by the highway authority and works to maintain the structure.

6.65 Therefore, whilst no management strategy has been submitted at this time, it is considered that, with an appropriate variation to the S106 agreement, this would be acceptable.

d) Construction Impacts

6.66 The proposal includes a Framework Construction Logistics Plan prepared by Capita using the latest guidance by TfL and relevant plans, policies and regulations.

6.67 The report details the construction process, including the expected length of construction, the number and type of vehicle used with proposed access and storage areas of plant and material. Vehicles would utilise the existing routes currently used by the Catford Green development on the western side whilst vehicles would enter the south side via the South Circular along Doggett Road and exit using Bradgate Road onto Rushey Green. The peak period is expected to be three weeks covering foundation and ground works and is expected to receive around 6-10 vehicles daily. There is expected to be a three day road closure along Doggett Road and Holbeach Road.

6.68 The report also includes traffic management to ensure appropriate signage, hours of delivery of larger plant and decrease disruption during the construction phase. It is also noted that no new construction headquarters would be required as it would utilise the existing Barratt's offices at Catford Green.

- 6.69 Finally, targets have been set with respect to construction management, together with monitoring and review strategies within the CLP.
- 6.70 Overall, officers consider that the measures outlined in the CLP are appropriate to deal with any adverse impact on the highways during the construction phase. This document should be conditioned to ensure development is completed in accordance with these measures.

Noise

- 6.71 DM Policy 26 aims to reduce excessive noise or vibration which can be detrimental to human health and well-being. Part 1.c of the policy further mentions that the Council will require a Noise and Vibration Assessment for noise and/or vibration generating development or equipment to identify issues and attenuation measures, prepared by a qualified acoustician.
- 6.72 A statement was prepared by RBA Acoustics. The statement identifies that in order to achieve effective protection from noise sources at the nearest residential windows, the maximum noise levels must be 77dBA or below 1m from the bridge. This relates to both footfall and lift mechanics.
- 6.73 The proposed bridge would be insulated from footfall noise with rubber inserts. Therefore, with the assumption of typical pedestrian activity, the acoustic statement expects the noise from pedestrians to be below the required level. Furthermore, based on similar lift motor models, it is considered that the lift would not produce a level of noise above the recommended guidelines. Therefore the statement considers the impact from noise to be negligible.
- 6.74 The Council's environmental health officer was in pre-application discussions with RBA regarding the impact on noise. It was considered that the level of noise from both the lift and footfall would not be significant to disturb nearby residents. Following the submission of the application, the environmental health department have confirmed the proposed development is acceptable with respect to noise based on the information within the statement.
- 6.75 Overall, the impact on noise sensitive occupiers as a result of the development is considered to be acceptable.

Impact on Adjoining Properties

- 6.76 Policy 7.6 of the London Plan outlines that new buildings and structures should be of the highest architectural quality and not cause unacceptable harm to the amenity of surrounding land and buildings, particularly residential buildings, in relation to privacy, overshadowing, wind and microclimate.
- 6.77 The proposed footbridge is not of a scale and size to harm amenities in terms of overshadowing or wind and microclimate. Furthermore, whilst the pedestrians on the bridge would be at an elevated level, views towards properties on Doggett Road and to the adjacent blocks on the development site would be limited by the perforated metal panels. For this reason the proposed development is not considered to severely restrict the privacy of nearby properties.

Flooding

- 6.78 The entire site is located within Flood Zone 2. The NPPF outlines that inappropriate development in areas at risk of flooding should be avoided by directing development away from areas at highest risk, but where development is necessary, making it safe without increasing flood risk elsewhere. In line with this, London Plan Policy 5.12 and Core Strategy Policy 10 state that applicant are required to demonstrate no adverse impact on flood risk through the submission of a flood risk assessment.
- 6.79 The proposed development constitutes the footbridge and associated works to the highway on Doggett Road and landscaping to the approved Catford Square within the Catford Green Development.
- 6.80 The application includes a drainage statement prepared by Brand Consulting which outlines the design measures introduced, including works to amend kerbs and gullies on Doggett Road and the path system towards Ladywell Fields. It is concluded that the permeability of the site would not be affected as a result of the proposed development.
- 6.81 Officers agree with the above findings and therefore it is considered that the proposed development would not adversely effect the flood risk in the area.

Planning Obligations

- 6.82 The National Planning Policy Framework (NPPF) states that in dealing with planning applications, local planning authorities should consider whether otherwise unacceptable development could be made acceptable through the use of conditions or planning obligations. Planning obligations should only be used where it is not possible to address unacceptable impacts through a planning condition. It further states that where obligations are being sought or revised, local planning authorities should take account of changes in market conditions over time and, wherever appropriate, be sufficiently flexible to prevent planned development being stalled. The NFFP also sets out that planning obligations should only be secured when they meet the following three tests:
- (a) Necessary to make the development acceptable
 - (b) Directly related to the development; and
 - (c) Fairly and reasonably related in scale and kind to the development
- 6.83 Paragraph 122 of the Community Infrastructure Levy Regulations (April 2010) puts the above three tests on a statutory basis, making it illegal to secure a planning obligation unless it meets the three tests.
- 6.84 The applicant has provided a planning obligations statement outlining the obligations that they consider are necessary to mitigate the impacts of the development.
- 6.85 It is noted that the Section 106 agreement for the extant planning scheme (DC/07/67276 as amended) deals with the submission of the footbridge, including a management program and financial obligations towards infrastructure improvements should a scheme not be forthcoming.

- 6.86 With respect to this, it is considered that the construction programme be updated under a variation to the existing Section 106.
- 6.87 As noted under the highways section, the Council would adopt the structure, subject to detailed specification to be agreed through a highways agreement. In addition to this, highway works are proposed along Doggett Road which would need to be completed to the satisfaction of the Council as the highway authority. Therefore it is considered reasonable to secure a S278 agreement through the Section 106.
- 6.88 Furthermore, a management strategy, particularly in relation to the lifts, would be necessary to ensure the lifts are well maintained, clean and safe to ensure usability. Therefore it is considered reasonable to secure this element through the Section 106.
- 6.89 Finally, it is considered that the monitoring and legal costs should be included with the Section 106 agreement.
- 6.90 Officers consider that the obligations outlined above are appropriate and necessary in order to mitigate the impacts of the development and make the development acceptable in planning terms. Officers are satisfied the proposed obligations meet the three legal tests as set out in the Community Infrastructure Levy Regulations (April 2010).

7.0 Local Finance Considerations

- 7.1 Under Section 70(2) of the Town and Country Planning Act 1990 (as amended), a local finance consideration means:
- (a) a grant or other financial assistance that has been, or will or could be, provided to a relevant authority by a Minister of the Crown; or
 - (b) sums that a relevant authority has received, or will or could receive, in payment of Community Infrastructure Levy (CIL).
- 7.2 The weight to be attached to a local finance consideration remains a matter for the decision maker.
- 7.3 The Mayor of London's CIL is therefore a material consideration, together with the Council's local CIL. It is considered that the above development is not CIL liable.

8.0 Equalities Considerations

- 8.1 Section 149 of the Equality Act 2010 ("the Act") imposes a duty that the Council must, in the exercise of its functions, have due regard to:-
- (a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act;
 - (b) advance equality of opportunity between persons who share a relevant protected characteristic and those who do not;
 - (c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

- 8.2 The protected characteristics under the Act are: age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation.
- 8.3 The duty is a “have regard duty” and the weight to attach to it is a matter for the decision maker bearing in mind the issues of relevance and proportionality.
- 8.4 In this matter there is considered to be no impact on equality.

9.0 Conclusion

- 9.1 The proposed development relates to the detailed design and implementation of a pedestrian footbridge over the Hayes railway line from Doggett Road to Catford Green, which was also included in DC/07/67276. This application has been considered in the light of policies set out in the development plan and other material considerations.
- 9.2 The proposed development is considered to provide positive links for the residents in the area, particularly for residents of Catford Green accessing the town centre and existing residents utilising Ladywell Fields and the proposed community space at Block K.
- 9.3 The proposed design of the footbridge, being dictated by DDA requirements and safety measures, is considered to be acceptable within the existing streetscape whilst providing a safe and secure development to promote walking and cycling and reduce the fear of crime. Furthermore, the works to the public realm such as the landscaping are considered to be of an acceptable standard to promote use and visual interest.
- 9.4 It is considered that there are no significant highway concerns as a result of the proposed development, considering the developer should enter into a Section 106 agreement for the proposed highway works, adoption and maintenance of the structure.
- 9.5 Finally, the development would not adversely impact on residential amenity in terms of noise, light, overshadowing or other amenities, nor would it increase the flood risk of the area.
- 9.6 Overall the development is considered acceptable.

10.0 RECOMMENDATION (A)

To agree the proposals and authorise the Head of Law to complete a legal agreement under Section 106 of the 1990 Act (and other appropriate powers) to cover the following principal matters:-

- Applicant to enter into highways agreements in respect of:
 - widening of footway on Doggett Road
 - transfer of ownership of bridge and adoption of route across and to link with Adenmore Road
 - maintenance of structure and lifts

- Updated programme for construction of the bridge
- Management plan to be submitted for approval
- Council's reasonable monitoring and legal costs

RECOMMENDATION (B)

Upon the completion of a satisfactory Section 106 in relation to the matters set out above, authorise the Head of Planning to Grant Permission subject to the following conditions:-

- (1) The development to which this permission relates must be begun not later than the expiration of three years beginning with the date on which the permission is granted.

Reason: As required by Section 91 of the Town and Country Planning Act 1990.

- (2) The development shall be carried out strictly in accordance with the application plans, drawings and documents hereby approved and as detailed below:

7118-P001; TOWN554(09)5050; TOWN554(04)002 R00; Framework Construction Logistics Plan (Received 5th August 2015); 5460/PT_F; Proposed Pedestrian Footbridge Drainage Statement; Planning Statement (Received 8th August 2015); Design Access and Heritage Statement Rev A (Received 20th August 2015); 9733-R-LIGHT-002 Rev 2 (Received 14th October 2015); 7118-P002 Rev A; 7118-P101 Rev A; 7118-P102 Rev A; 7118-P105 Rev A (Received 11th November 2015)

Reason: To ensure that the development is carried out in accordance with the approved documents, plans and drawings submitted with the application and is acceptable to the local planning authority.

- (3) No development shall take place above ground level on site until samples of all external materials and finishes to be used on the footbridge 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.

Reason: To ensure that the local planning authority may be satisfied as to the external appearance of the structure and to comply with Policy 15 High quality design for Lewisham of the Core Strategy (June 2011) and DM Policy 30 Urban design and local character of the Development Management Local Plan (November 2014).

- (4)
 - (a) No development shall take place above ground level on site until a scheme for CCTV surveillance system have been submitted to and approved in writing by the local planning authority.
 - (b) The CCTV surveillance system as approved shall be installed prior to the first use of the development and shall thereafter be retained and maintained in accordance with the details approved under (a).

Reason: To ensure the development provides adequate safety and security measures and to comply with Policy 7.3 Designing out crime of the London Plan (2015), Policy 15 High quality design for Lewisham of the Core Strategy (2011) and DM Policy 30 Urban design and local character of the Development Management Local Plan (2014)

- (5) The development shall be constructed in accordance with the Framework Construction Logistics Plan hereby approved.

Reason: In order to ensure satisfactory vehicle management and to comply with Policy 14 Sustainable movement and transport of the Core Strategy (June 2011), and Policy 5.3 Sustainable design and construction, Policy 6.3 Assessing effects of development on transport capacity and Policy 7.14 Improving air quality of the London Plan (2011).

- (6) (a) The hard and soft landscaping scheme shall be installed in accordance with drawing nos. TOWN554(09)5050 and TOWN554(04)002 R00 hereby approved.
- (b) All planting, seeding or turfing comprised in the landscaping scheme hereby approved shall be carried out in the first planting and seeding seasons following the occupation of the buildings or the completion of the development, whichever is the sooner. Any trees or plants which within a period of 5 years from the completion of the development die, are removed or become seriously damaged or diseased, shall be replaced in the next planting season with others of similar size and species.

Reason: In order that the local planning authority may be satisfied as to the details of the proposal and to comply with Policy 12 Open space and environmental assets, and Policy 15 High quality design for Lewisham of the Core Strategy (June 2011), and DM Policy 25 Landscaping and trees and DM Policy 30 Urban design and local character of the Development Management Local Plan (November 2014).

- (7) The external lighting scheme shall be completed in accordance with drawing nos. 9733-R-LIGHT-002 Rev 2 hereby approved. The lighting scheme shall be completed prior to the first use of the development.

Reason: In order that the local planning authority may be satisfied that the lighting is installed and maintained in a manner which will minimise possible light pollution to the night sky and neighbouring properties and to comply with DM Policy 27 Lighting of the Development Management Local Plan (November 2014).

INFORMATIVES

- (A) **Positive and Proactive Statement:** The Council engages with all applicants in a positive and proactive way through specific pre-application enquiries and the detailed advice available on the Council's website. On this particular application, positive discussions took place which resulted in further information being submitted.

- (B) The applicant is advised that any works associated with the implementation of this permission (including the demolition of any existing buildings or structures) will constitute commencement of development. Further, all pre commencement conditions attached to this permission must be discharged, by way of a written approval in the form of an application to the Planning Authority, before any such works of demolition take place.
- (C) You are advised that all construction work should be undertaken in accordance with the "London Borough of Lewisham Code of Practice for Control of Pollution and Noise from Demolition and Construction Sites" available on the Lewisham web page.
- (D) The developer is reminded that the contamination findings and mitigation measures outlined within the previous consented scheme fall on part of the subject site.

Developers should be aware of their responsibilities under Part IIA of the Environmental Protection Act 1990 to ensure that human health, controlled waters and ecological systems are protected from significant harm arising from contaminated land. Guidance therefore relating to their activities on site, should be obtained primarily by reference to DEFRA and EA publications.