

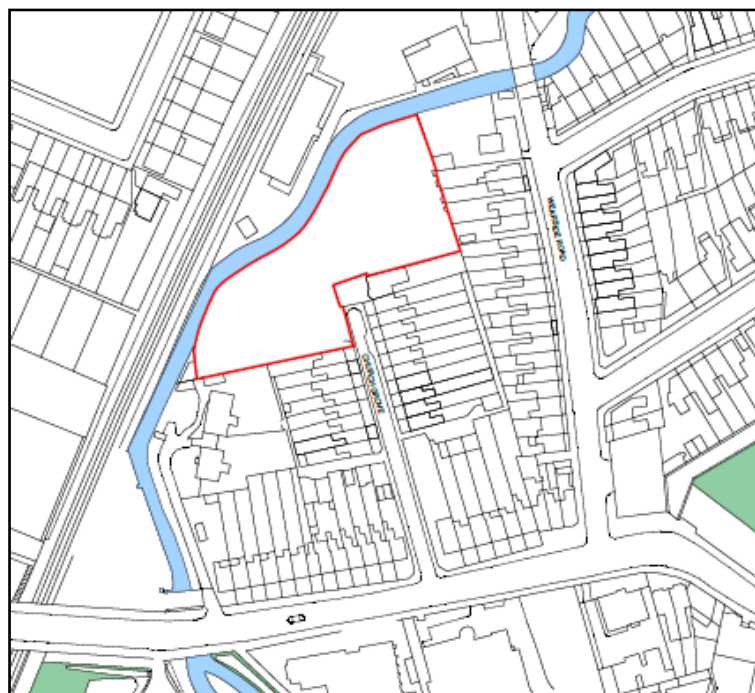
Committee	PLANNING COMMITTEE B	
Report Title	Land at Church Grove, London, SE13 7UU	
Ward	Lewisham Central	
Contributors	Holly Lucas	
Class	PART 1	7 th June 2018

<u>Reg. Nos</u>	(A) DC/18/105951
<u>Application Dated</u>	19.02.2018
<u>Applicant</u>	RUSS (Rural Urban Synthesis Society) c/- Mr Daniel Stokes of RUSS
<u>Proposal</u>	The erection of a temporary single storey building for the purpose of a shared office space and multi-use community space with boundary fencing on land at Church Grove SE13 7UU
<u>Applicant's Plan Nos</u>	Existing Site Location Plan SBH-001 (REV P01); Existing Site Block Plan SBH-002 (P01); Proposed Site Plan SBH-003 (REV P01); Proposed Site Block Plan SBH-004 (REV P01); Proposed Elevations (North/West) SBH-005 (REV P01); Proposed Elevations (South & East) SBH-006 (REV P01); Site Section A-A SBH-007 (REV P01); Site Section B-B SBH-008 (REV P01); Ground Area Plan SBH-009 (REV P01); Roof Plan SBH-010 (REV P02); Hoarding and Entrance Details SBH-011(P01); External Lighting Plan SBH-012 (REV P01); Extensive Biodiverse Living Roof Typical Verge Detail SBH-301 (REV P01); Arboricultural Report; Design and Access Statement; Flood Risk Assessment; Heritage Impact Assessment; Outline Construction Logistics Plan; Parking Demand Assessment; PERS Audit; Preliminary Ecological Assessment; Reptile Survey; Secure In Design Statement; Travel Plan; Travel Plan and Transport Statement.
<u>Background Papers</u>	(1) Case File LE/864/12/TP (2) Development Management Local Plan (adopted November 2014) and Core Strategy (adopted June 2011)
<u>Designation</u>	PTAL 5 PTAL 4 Area of Archaeological Priority Flood Risk Zone 2 Local Open Space Deficiency Flood Risk Zone 3 Major District Centre Not in a Conservation Area Not a Listed Building

1.0 Property/Site Description

- 1.1. This is an application by RUSS (Rural Urban Synthesis Society) for the construction of a temporary single storey building for the purpose of a shared office space and multi-use community hub on vacant land at Church Grove.
- 1.2. The site is a 0.33 hectare site located on vacant land at Church Grove, a residential cul-de-sac off Ladywell Road within the Lewisham Central Ward and Lewisham Town Centre Boundary. It is an irregular shaped parcel of land bound by the River Ravensbourne to the north-west with rail and industrial uses (Lewisham Council Depot) beyond. Two (2) storey existing residential developments are located along Wearside Road to the east and Church Grove and St Mary's Conservation Area are located to the south. The site is identified within Flood Zone 3.
- 1.3. The site is generally flat and is currently vacant, however due to being vacant for an extended period of time it is overgrown.
- 1.4. Church Grove consists of predominately two (2) storey Victorian terraced style residential houses, which are generally comprised of exposed and rendered brick external facades.
- 1.5. Ladywell Fields is a twenty-two (22) hectare recreation ground located south-west of the development site, being the largest existing area of open space within one (1) mile of the subject site. Hilly Fields Park, Lewisham Park, Brockley Cemetery and Ladywell Cemetery are also located within close proximity to the site.
- 1.6. The site does not lie within a protected viewing corridor and does not contain any statutory listed buildings on or within close proximity to the site. It is not located within a conservation area, however it is directly adjoining St Mary's Conservation area.
- 1.7. The site and surrounding area has a Public Transport Accessibility Level (PTAL) rating of 5, where 0 is worst and 6b is best. It is less than 5 minutes walk to Ladywell Station and is serviced by a number of frequent bus services along Ladywell Road. It is therefore considered to be well connected to surrounding public transport routes.

Figure 1: Proposed Site Plan



2.0 Relevant Planning History

- 2.1 The site is currently vacant following the demolition of the Watergate School, which was relocated to Bellingham in 2003.
- 2.2 An application was subsequently lodged to the London Borough of Lewisham on 30 November 2007 (Council Ref: DC/07/067610) for a travellers site (5 pitches), which was granted a three (3) year permission on 3 April 2008, however this was not implemented and subsequently lapsed in 2011.
- 2.3 The site contains a number of scattered trees, which are protected by a Tree Preservation Order (TPO). This was confirmed with modifications on 12 August 2008 (Council Ref: DC/17/103111).
- 2.4 On 24 October 2012, Mayor and Cabinet agreed that London Borough of Lewisham Officers should explore the proposals for a community led self-build scheme on the site and work with Lewisham Council on the selection of a local organisation or community group to work on the proposal.
- 2.5 A report to the Housing Select Committee on 3 February 2014 set out the key issues for consideration and differing approaches for a self-build scheme. As a result it was concluded that the procurement of a community-led consortium or organisation to act as 'enabling' developer would be the most appropriate way of balancing financial, delivery, and legal issues whilst creating the opportunity to achieve new affordable housing within an innovative and community-led project.
- 2.6 On 11 November 2014, another report to Housing Select Committee set out how, in principle, such a development could work and outlined a proposal to take the potential development forward.
- 2.7 On 4 March 2015, Mayor and Cabinet agreed to the initiation of an EU compliant competitive dialogue process to select a not-for-profit community led organisation or consortium to act as the development partner to the Council for the site. It was agreed the organisation will bring together and organise residents to self-build a range of housing. This process allows the Council to balance the opportunity of an innovative community-led development whilst mitigating the potential risks to the Council by maintaining some form of control until completion of the project.
- 2.8 On 30 September 2015, Mayor and Cabinet (Contracts) recommended to approve the selection of the Rural Urban Synthesis Society (RUSS) Community Land Trust (CLT) as the winning bidder for a community led self-build scheme on the Church Grove site. It further outlined that the Council will enter into a Development Agreement and Lease with RUSS on the basis of the key principles outlined in the report.
- 2.9 Planning permission has been sought by RUSS for the construction of a part three/part four storey building incorporating balconies and a roof garden over the site, comprising thirty-three (33) self-build dwellings, together with community facilities, shared landscaping space, car parking, secure cycle and refuse storage, alterations to the access and other associated works. The intention of the Community Hub proposed herein is for the duration of the construction phase of the main self-build residential scheme, which includes provision for a permanent community hub and office space. The primary scheme (Council Ref: DC/17/104264) is currently being assessed by London Borough of Lewisham.

3.0 Background

- 3.1 The site is owned by London Borough of Lewisham and RUSS holds a Development Agreement over the site, which is linked to a 250 year lease agreement.

4.0 Current Planning Application

The Proposal

- 4.1 Planning permission is sought for development over part of vacant land at Church Grove for the erection of a temporary single storey building (Class D1) for the purpose of a shared office and multi-use community hub. The proposal also includes an accessible path from Church Grove, hoarding and mesh fence, living roof, refuse storage, access ramp, associated landscaping, drop off point for disabled visitors, one (1) accessible car parking space and ten (10) cycle parking spaces. The building would be located in the south-eastern corner of the site
- 4.2 The proposed community space is temporary in nature and will be deconstructed once the principle residential development on the site is complete, which is estimated to be approximately 2-3 years from planning permission (if granted). Once the main scheme is complete, the building will be dismantled and the materials will be incorporated within the landscape or recycled.
- 4.3 The development will be a community-led, self-build scheme and will provide training opportunities for future residents on a professionally managed basis.
- 4.4 The proposed building will provide a community space for events such as members meetings, residents meetings, school of community housing, ad hoc talks and workshops, office space, language classes, yoga classes etc for between 10-50 people. The scheme will contribute valuable space to the community and will compliment and assist with demand of other nearby community facilities.
- 4.5 Use of the space will be via prior booking only and will be publically available via an online platform.
- 4.6 Bookings will be available between the following hours:

Construction Hours (May - September 2018)

Mon - Fri 8am - 9pm

Sat 9am - 9pm

Sun 9am - 5pm

In Use Hours (September 2018 onwards)

Mon - Fri 8am - 9pm

Sat 9am - 9pm

Sun 10am - 5pm

Outside Area Hours

Mon - Fri 8am - 7pm

Sat 9am - 7pm

Sun 10am - 5pm

Building

- 4.7 The proposed temporary community hub building will be 9.11m x 5.15m with a Gross Internal Area (GIA) of 47m², which has been set to facilitate meetings of a maximum of 50 people.
- 4.8 The pitched roof is split and 2.8m high at the lowest point and 4.3m high at the highest point.
- 4.9 The ground floor is set at +430mm above ground level to provide flood mitigation measures, which is considered to be appropriate given the proposed scale and lifespan of the building.

- 4.10 The design incorporates a high-level non-opening window on the south side and no additional low-level windows are proposed. All opening windows are located on the north and west facades within consideration to noise and potential impact on adjoining properties.
- 4.11 The design incorporates rainwater harvesting tanks and a (79m²) living roof to contribute to drainage and runoff. The living roof will incorporate native wildflower (80% seeded and 20% plug planted).
- 4.12 One (1) compost toilet is proposed adjacent to the hub and an additional three (3) porta-loos are proposed at the entrance of the site. The compost toilet and one (1) porta-loo will be wheelchair accessible.
- 4.13 The proposed building will be constructed using predominately timber in an effort to tie in with the natural characteristics and setting of the site and to reflect the sustainable design intention. Materials will be locally sourced and recycled and reclaimed where possible. The external façade will use a bespoke patterned cladding palette including painted timber, raised timber panelling, a community painted mural, lime render on straw bale/cob, painted timber slats, timber windows and timber bi fold doors.
- 4.14 As well as the proposed temporary community hub, a small, pitched (3.5m high) entry structure is proposed to be placed at the entrance of the site to sign-post the entrance. The entry structure will lead visitors down the proposed 1.5m wide accessible pathway, which will be constructed with recycled plastic permeable walkway tiles.
- 4.15 Hoarding and mesh fencing will frame the access walkway. The hoarding is proposed to be 2.4m high at the south-western end of the subject site where the existing boundary is not secure, however drops down to 1.8m further east to match the existing fence height along the boundary wall of 11 Church Grove. The proposed hoarding will be comprised of timber finish where it addresses Church Grove and painted community artwork where it addresses the site internally.
- 4.16 Mesh fencing (1.8m high) will be installed parallel to the hoarding to ensure there is no conflict with pedestrians and construction of the main scheme, while still maintaining sight-lines.
- 4.17 The scheme is proposed as car-free. One (1) accessible car park is proposed at the entrance of the site stemming from Church Grove and a disabled visitor drop off point is also provided. Covered cycle parking (Sheffield stands) are also proposed in the south-eastern corner of the site, at the end of the accessible path including provision for up to ten (10) cycle parking spaces.
- 4.18 Refuse storage will be located along the access path, near the entrance of the site and refuse will be pulled out to the street for collection.

5.0 Supporting Documents

Design and Access Statement – Prepared by Architype (October 2017)

This statement provides a comprehensive description of the subject site. It outlines the background to the project, nature and hours of use for the hub, planning statement, scale and appearance, noise and acoustics, movement and access, sustainability, biodiversity, and security.

Arboricultural Report (including Arboricultural Impact Assessment, Tree Survey, Tree Local Plan, Tree Constraints Plan and Tree Protection Plan) – Prepared by GRS Arboricultural Consultant (October 2017)

The Arboricultural Report provides an analysis and evaluation of the proposed development on trees located on the site including tree loss and root impact of trees to be retained.

There are nine (9) trees on the site that exist under a TPO (Tree Preservation Order).

An incursion into the root protection area of some trees is proposed. To minimise the impact of this it is recommended that screw piles are used or excavation is undertaken by hand.

Preliminary Ecological Appraisal – Prepared by Middlemarch Environmental (June 2017)

The Preliminary Ecological Appraisal identified the site is not located within 10 km of a statutory site designated for bats and therefore no adverse impacts upon these sites is anticipated. The study summarised the species considered to be of relevance to the proposed development as follows:

Bats: due to loss of suitable foraging habitat, habitat fragmentation and disturbance through increases in lighting;

Badger and Hedgehog: due to loss of suitable foraging habitat and direct harm or injury; and

Reptiles: due to loss of suitable habitat, direct harm or injury and habitat fragmentation.

Flood Risk Assessment – Prepared by Price & Myers (November 2017)

The site falls within Flood Zone 3 in an area that is at “high” risk of flooding, however has been identified by the Local Authority in coordination with the Environment Agency as being suitable for development.

The ground floor is set at +430mm above ground level to provide flood mitigation, which is considered to be appropriate given the proposed scale and lifespan of the building.

The site is at low risk of groundwater and reservoir flooding, however is located in an area susceptible to surface water flooding, which is addressed by raising the building above existing ground level.

Preliminary calculations show that an attenuation volume of 35m³ is required to attenuate 5l/sec for the site for the 1 in 100 year +20% (climate change) storm event, which will be provided by a below ground storage tank.

Heritage Impact Assessment – Prepared by Architype (October 2017)

The site is not located within a conservation area and does not contain any heritage assets, however the southern boundary adjoins the St Mary’s Conservation Area and the Ladywell Conservation Area is located to the north-west. The Grade II Listed Old Swimming Baths are located within the vicinity of the site along Ladywell Road and 55 and 47 Ladywell Road are also locally listed.

Given the site is currently vacant and overgrown, the Heritage Impact Assessment considers that in all cases the proposed development would enhance and preserve the setting of identified heritage assets by introducing a high quality modern development and improving views along Church Grove from the Old Swimming Baths.

Reptile Survey – Prepared by Middlemarch Environmental

The Reptile Survey undertaken acknowledges that while the proposed development will result in the loss of suitable reptile basking, foraging, and refuge habitats, no reptiles were recorded during the survey visits so such losses are not believed to impact reptiles on site.

Transport Statement & Travel Plan – Prepared by WYG (October 2017)

The site is conveniently located to a number of local bus services, connecting to other parts of London and various public transport interchanges (including Lewisham Station and Greenwich Station), which is reflected by a PTAL rating of 5, indicating a 'good' level of public transport accessibility.

The development proposes a 'car free' development, with the exception of one (1) disabled parking bay. The proposal also includes ten (10) cycle parking spaces.

Vehicular and pedestrian access to the site is proposed via Church Grove, which is a two-way single vehicle width road (4.60m wide), where car parking (CPZ) is permitted along the eastern side of the road. Residents will be able to use the on-site parking bays and servicing vehicles (up to 7.5t Box Van) will also be able to service the site.

At present Church Grove is serviced by a 10.8m Refuse Vehicle, however due to the width of the road it is unable to turn around once it enters the street. Currently, refuse vehicles are therefore entering Church Grove in reverse to allow exit in a forward motion while collecting the bins. It is considered that refuse collection would continue as existing, with the vehicle reversing into Church Grove.

Access to the site during construction will be from Church Grove for all medium and small sized construction vehicles. The construction site will be surrounded by 2.5m high hoarding and will have gated access for vehicles. Construction vehicles will be able to access the site from Church Grove and turn on-site.

Parking Demand Assessment – Prepared by WYG (February 2018)

A parking survey was undertaken between Tuesday 23rd and Wednesday 24th January 2018 by Benchmark Data Collection Ltd, in order to identify on street parking capacity within 200m of the development site. The survey was undertaken in accordance with the Lambeth Council Parking Survey Guidance Note methodology, and included three counts (0300, 0730, 1830) on Tuesday and one count on Wednesday (0300).

At all surveyed times, the results identified 100% capacity along Church Grove, Wearside Road and Whitburn Road, however low to moderate occupancy along Ladywell Road, Algernon Road, Railway Terrace, Mercy Terrace and Marsala Road.

PERS-Style Audit – Prepared by WYG (February 2018)

The audit identifies that pedestrian links within the study area are generally considered to be appropriate, however further consideration should be given to improving the footway provision for pedestrian facilities along Church Grove.

Security in Design Statement – Prepared by SIDOS UK Ltd (February 2018)

The statement addresses security in design and provides recommendations to incorporate security in design principles.

6.0 Consultation

- 6.1 This section outlines the consultation carried out by the Council following the submission of the application and summarises the responses received. The Council's consultation exceeded the minimum statutory requirements and those required by the Council's adopted Statement of Community Involvement.

Pre Application Consultation

- 6.2 The submission of this application follows informal correspondence and drawing review feedback between the applicant and London Borough of Lewisham Officers in 2017.

Planning Application Consultation

- 6.3 Two (2) site notices were displayed and letters were sent to one-hundred and sixty-three (163) residents and businesses in the surrounding area (approximate 50m radius). The relevant Lewisham Councillors, Environment Agency, St Mary's Conservation Area, Areas of Archaeological Priority, Met Police (Designing Out Crime), Ladywell Fields User Group and Thames Water.
- 6.4 Four (4) objections were received relating to the planning process, fire safety, funding, access, boundary, health and safety and hours of use.
- 6.5 Three (3) letters of support were received relating to the nature of the project, community facility provision and positive use of the vacant site.
- 6.6 London Borough of Lewisham's Urban Design, Highways, Housing, Section 106, CIL, Legal Services, Environmental Protection, Environmental Sustainability, Ecology, Conservation, Environmental Health, Policy, Drainage, Economic Development and Tree Officer were also consulted.

Applicant Consultation

- 6.7 The applicant has undertaken community engagement including co-design engagement with RUSS residents and public consultation. Consultation was undertaken with key stakeholders and the local community in accordance with the National Planning Policy Framework (NPPF) (2012), Department for Communities and Local Government (CLG) Planning Practice Guidance and the London Borough of Lewisham's Statement of Community Involvement (SCI).
- 6.8 Public consultation included crowdfunding, demand surveys and informal consultation and ongoing consultation.

Comments received from statutory agencies are summarised below.

Environment Agency

Environment Agency raise no objection to the proposed development due to its temporary nature, however have provided recommended planning conditions.

Highways and Transportation

Highways raise no objection to the proposed development due to its temporary nature, however have provided recommended planning conditions.

Ecology

Ecological Regeneration raise no objection to the proposed development due to its temporary nature, however have provided recommended planning conditions.

Historic England

Historic England consider the proposal to be unobjectionable as it is unlikely to have a significant effect on heritage assets of archaeological interest.

Metropolitan Police

Metropolitan Police raise no objection to the proposed development due to its size and temporary nature.

7.0 Policy Context

Introduction

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)

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

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)'.

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

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 2016)

The London Plan was updated on 14 March 2016 to incorporate the Housing Standards and Parking Standards Minor Alterations to the London Plan (2015). The new, draft London Plan was published by the Mayor of London for public consultation on 29 November 2017 (until 2 March 2018). However, given the very early stage in this process, this document has very limited weight as a material consideration when determining planning applications, does not warrant a departure from the existing policies of the development plan in this instance and is therefore not referred to further in this report. The policies in the current adopted London Plan (2016) relevant to this application therefore are:-

Policy 2.9 Inner London

Policy 2.13 Opportunity areas and intensification areas

Policy 2.14 Areas for regeneration

Policy 2.15 Town centres

Policy 3.1 Ensuring equal life chances for all

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

Policy 3.16 Protection and enhancement of social infrastructure

Policy 4.6 Support for and enhancement of arts, culture, sport and entertainment

Policy 5.2 Minimising carbon dioxide emissions

Policy 5.3 Sustainable design and construction

Policy 5.10 Urban greening

Policy 5.11 Green roofs and development site environs

Policy 5.12 Flood risk management

Policy 5.13 Sustainable drainage

Policy 5.14 Water quality and wastewater infrastructure

Policy 5.15 Water use and supplies

Policy 6.3 Assessing effects of development on transport capacity

Policy 6.9 Cycling

Policy 6.10 Walking

Policy 6.13 Parking

Policy 7.1 Lifetime neighbourhoods

Policy 7.2 An inclusive environment

Policy 7.3 Designing out crime

Policy 7.4 Local character

Policy 7.6 Architecture

Policy 7.8 Heritage assets and archaeology

Policy 7.13 Safety, security and resilience to emergency

Policy 7.14 Improving air quality

Policy 7.15 Reducing and managing noise

Policy 7.19 Biodiversity and access to nature

Policy 7.30 London's canals and other rivers and waterspaces

Policy 8.3 Community infrastructure levy

London Plan Supplementary Planning Guidance (SPG)

The London Plan SPG's relevant to this application are:

Accessible London: Achieving an Inclusive Environment (October 2014)

Town Centres (July 2014)

Sustainable Design and Construction (April 2014)

Core Strategy

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
Core Strategy Policy 8 Sustainable design and construction and energy efficiency
Core Strategy Policy 9 Improving local air quality
Core Strategy Policy 10 Managing and reducing the risk of flooding
Core Strategy Policy 11 River and waterways network
Core Strategy Policy 13 Addressing Lewisham's waste management requirements
Core Strategy Policy 14 Sustainable movement and transport
Core Strategy Policy 15 High quality design for Lewisham
Core Strategy Policy 19 Provision and maintenance of community and recreational facilities

Development Management Local Plan

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

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

DM Policy 1 Presumption in favour of sustainable development
DM Policy 22 Sustainable design and construction
DM Policy 23 Air quality
DM Policy 24 Biodiversity, living roofs and artificial playing pitches
DM Policy 26 Noise and vibration
DM Policy 27 Lighting
DM Policy 29 Car parking
DM Policy 30 Urban design and local character
DM Policy 41 Innovative community facility provision

Lewisham Town Centre Local Plan

The Council adopted the Lewisham Town Centre Local Plan (LTCLP) on the 26th February 2014. The LTCLP, together with the Core Strategy, the Site Allocations Local Plan, the Development Management Local Plan and the London Plan is the borough's statutory development plan.

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

Policy LTCP0 Presumption in favour of sustainable development
Policy LTCP1 Plan boundaries
Policy LTC2 Town centre boundary
Policy LTC18 Public realm
Policy LTC21 Sustainable transport

8.0 Planning Considerations

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

- a) Principle of Development
- b) Design
- c) Impact on Adjoining Properties
- d) Highways and Traffic Issues
- e) Sustainability and Energy
- f) Ecology and Landscaping

g) Environment

Principle of Development

- 8.1 Planning permission is sought for development over part of vacant land at Church Grove for the erection of a temporary single storey building (Class D1) for the purpose of a shared office and multi-use community hub. The proposal also includes an accessible path from Church Grove, hoarding and mesh fence, living roof, refuse, access ramp, associated landscaping, drop off point for disabled visitors, one (1) accessible car parking space and ten (10) covered cycle parking spaces.
- 8.2 The London Plan, London Plan Supplementary Planning Guidance (SPG), Core Strategy, Development Management Local Plan and other national planning guidance emphasise the importance of high quality design that complements the existing development and establishes suitable character.
- 8.3 Providing community space is important to the Borough and wider London as it addresses the needs of current and future populations arising from increased development. The proposed community hub will be co-located and will provide a space for multi-use facilities such as leisure, arts, culture, entertainment, sports and recreation. The proposal will make use of the land while the construction of the main self-build scheme is being undertaken. Officers therefore support the principle of development and nature of the use.
- 8.4 London Borough of Lewisham encourage innovative solutions to the provision of community meeting space and consider access to high quality community facilities to have a positive impact on the health and wellbeing of the community. Temporary, inside and outside use is also considered to be acceptable.

Design

- 8.5 Urban design is a key consideration for new developments. National and regional policies place emphasis on high quality, sustainable design of the built environment. DM Policy 30, Core Strategy 15, London Plan Policy 5.3 and 7.4 identify that all new development should achieve a high standard of internal and external design, while also protecting and enhancing the surrounding environment and being sensitive to the local context and character.
- 8.6 The proposed temporary building will be located in the south-eastern corner of the site. The proposed building will be 9.11m x 5.15m with a Gross Internal Area (GIA) of 47m², which has been set to facilitate meetings of a maximum of 50 people. The pitched roof is split with a height of 2.8m high at the lowest point and 4.3m high at the highest point, which is in keeping with the surrounding context and considered to be appropriate given the proposed scale and lifespan of the building. The materials are considered to be acceptable and result in a high quality appearance, the fencing is necessary to separate a future construction site if the self-build scheme is granted however, there are no objections to the design of the fencing given its internal position within the site, not being overly visible from the public realm aside from the entrance to the site.
- 8.7 The ground floor is set at +430mm above ground level to provide flood mitigation. This has no design objections.
- 8.8 The proposal is therefore in accordance with London Plan Policies 7.3 and 7.6, DM Policy 41, Core Strategy 15, Core Strategy 19 and fear of crime also identified within paragraph 58 of the NPPF.

Impact on Adjoining Properties

- 8.9 The proposed building is considered to be appropriately distanced from the adjoining properties as it is approximately 9m from the south adjoining property (flank wall) and approximately 18m from the eastern adjoining property (residential window).
- 8.10 The pitched roof is split and 2.8m high at the lowest point and 4.3m high at the highest point, which is in keeping with the surrounding context and is not considered to result in any adverse visual impact to surrounding occupiers.
- 8.11 The design incorporates a high-level non-opening window on the south side and no additional low-level windows are proposed. All opening windows are located on the north and west facades with consideration to noise and potential impact on adjoining properties.
- 8.12 The building walls will be formed by a timber twin frame and insulated using natural fibres for noise attenuation and absorption in accordance with London Plan Policy 7.15 and DM Policy 26.
- 8.13 External LED lighting is proposed along the pathway to provide clear way-finding. External soffit lighting will be installed within the entrance structure and directional pathway lighting with an eyelid shield will be mounted to the hoarding, which is considered to be in accordance with London Plan Policy 4.19 and DM Policy 27.

Highways and Traffic Issues

- 8.14 The applicant has submitted a Transport Statement and Travel Plan.

Access & Parking

- 8.15 Given the temporary nature of the proposed development, no permanent access points are proposed, however the scheme does propose one (1) wheelchair accessible car parking space and drop off wheelchair space.
- 8.16 The site and surrounding area has a Public Transport Accessibility Level (PTAL) rating of 5, where 0 is worst and 6b is best. It is less than 5 minutes walk to Ladywell Station and is serviced by a number of frequent bus services along Ladywell Road. It is therefore considered to be well connected to surrounding public transport routes.
- 8.17 The proposed development is not considered to adversely affect the safety of the surrounding transport network and raises no objection from Highways officers.

Servicing

- 8.18 At present Church Grove is serviced by a 10.8m Refuse Vehicle, however due to the width of the road it is unable to turn around once it enters the street. Currently, refuse vehicles are therefore entering Church Grove in reverse to allow exit in a forward motion while collecting the bins. It is considered that refuse collection would continue as existing, with the vehicle reversing into Church Grove. Refuse storage will be located along the access path, near the entrance of the site. Refuse will be pulled out to the street for collection.
- 8.19 In accordance with Core Strategy Policy 13 and given the temporary nature of the proposal, the servicing arrangement is considered to be appropriate.

Cycle Parking

- 8.20 A total of ten (10) covered cycle spaces are proposed for the temporary hub, which is considered to be adequate in accordance with the London Plan Policy 6.9 and DM Policy 29.

Car Parking

- 8.21 The proposal is for a car free development with the exception of propose one (1) wheelchair accessible car parking space, which is considered to be in accordance with Core Strategy 14, DM Policy 29 and London Plan Policy 6.13.

Sustainability and Energy

Living Roofs

- 8.22 In accordance with DM Policy 24 the borough requires all new development to take account, and minimise impacts on biodiversity. A total area of 79m² of living roof is proposed. Living roofs are also required to be designed in accordance with London Plan Policy 5.10 and 5.11 and are essential for sustainable design in accordance with DM Policy 22 and 23 and Core Strategy 9. London Plan Policy 7.19 states that, where possible, developments should make a positive contribution to the protection, enhancement, creation and management of biodiversity.

Sustainable Urban Drainage Systems

- 8.23 The site is located in a Critical Drainage Area and as such is susceptible to surface water flooding.
- 8.24 Sustainable Urban Drainage Systems, such as living roof, rainwater tanks and permeable surface treatments are proposed to aid in alleviating local flood risk, manage water quality and enhance biodiversity, which is considered to be in accordance with London Plan Policies 5.12, 5.13, 5.14, 5.15, and Core Strategy Policy 8 and 10.

Local Finance Considerations

- 8.25 Under Section 70(2) of the Town and Country Planning Act 1990 (as amended), a local finance consideration means:
- 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
 - sums that a relevant authority has received, or will or could receive, in payment of Community Infrastructure Levy (CIL).
- 8.26 The weight to be attached to a local finance consideration remains a matter for the decision maker.
- 8.27 The Mayor of London's CIL is therefore a material consideration. CIL is payable on this application and the applicant has completed the relevant form.

9.0 Community Infrastructure Levy

- 9.1 This scheme is exempt from CIL as the GIA is less than 100m²

10.0 Equalities Considerations

Removal of certain permitted development rights

- 10.1 Officers recommend that if this application is approved conditions are imposed to remove certain permitted development rights in respect of the site. Paragraph 017 of that part of the Planning Practice Guidance that is concerned with the use of planning conditions states that “conditions restricting the future use of permitted development rights or changes of use will rarely pass the test of necessity and should only be used in exceptional circumstances”. Officers in this case consider that exceptional circumstances exist to justify the limited

removal of certain permitted development rights as set out in proposed conditions for the reasons stated therein.

Prevention of crime and disorder

- 10.2 S.17 of the Crime and Disorder Act 1998 provides that it shall be the duty of the Council to exercise its various functions with due regard to the likely effect of the exercise of those functions on, and the need to do all that it reasonably can to prevent crime and disorder in its area (including anti-social and other behaviour adversely affecting the local environment).
- 10.3 Officer's do not consider the layout would give rise to crime based on its open layout and natural surveillance.

Human Rights Act

- 10.4 This planning application engages certain human rights under the Human Rights Act 2008 (the HRA). The HRA prohibits unlawful interference by public bodies with conventions rights. The term 'engage' simply means that human rights may be affected or relevant.
- 10.5 The rights potentially engaged by this application, including the right to a fair trial and the right to respect for private and family life are not considered to be unlawfully interfered with by this proposal.

Equalities Considerations

- 10.6 The Equality Act 2010 (the Act) introduced a new public sector equality duty (the equality duty or the duty). It covers the following nine protected characteristics: age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation.
- 10.7 In summary, the Council must, in the exercise of its function, have due regard to the need to:
- (a) eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act;
 - (b) advance equality of opportunity between people who share a protected characteristic and those who do not;
 - (c) foster good relations between people who share a protected characteristic and persons who do not share it.
- 10.8 The duty continues to be a "have regard duty", and the weight to be attached to it is a matter for the decision maker, bearing in mind the issues of relevance and proportionality. It is not an absolute requirement to eliminate unlawful discrimination, advance equality of opportunity or foster good relations.
- 10.9 The Equality and Human Rights Commission has recently issued Technical Guidance on the Public Sector Equality Duty and statutory guidance entitled "Equality Act 2010 Services, Public Functions & Associations Statutory Code of Practice". The Council must have regard to the statutory code in so far as it relates to the duty and attention is drawn to Chapter 11 which deals particularly with the equality duty. The Technical Guidance also covers what public authorities should do to meet the duty. This includes steps that are legally required, as well as recommended actions. The guidance does not have statutory force but nonetheless regard should be had to it, as failure to do so without compelling reason would be of evidential value. The statutory code and the technical guidance can be found at: <http://www.equalityhumanrights.com/legal-and-policy/equality-act/equality-act-codes-of-practice-and-technical-guidance/>

- 10.10 The Equality and Human Rights Commission (EHRC) has previously issued five guides for public authorities in England giving advice on the equality duty:
1. The essential guide to the public sector equality duty
 2. Meeting the equality duty in policy and decision-making
 3. Engagement and the equality duty
 4. Equality objectives and the equality duty
 5. Equality information and the equality duty
- 10.11 The essential guide provides an overview of the equality duty requirements including the general equality duty, the specific duties and who they apply to. It covers what public authorities should do to meet the duty including steps that are legally required, as well as recommended actions. The other four documents provide more detailed guidance on key areas and advice on good practice. Further information and resources are available at: <http://www.equalityhumanrights.com/advice-and-guidance/public-sector-equality-duty/guidance-on-the-equality-duty/>
- 10.12 The planning issues set out above do not include any factors that relate specifically to any of the equalities categories set out in the Act, and therefore it has been concluded that there is no impact on equality.

11.0 Conclusion

- 11.1 This application has been considered in the light of policies set out in the London Plan, core strategies, development plan and other material considerations.
- 11.2 The proposed temporary shared office space and multi-use community hub will meet a defined need, contributing to addressing the shortage of community space within the Borough.
- 11.3 The proposed development is considered to be satisfactory in principle and subject to the imposition of suitable conditions regarding the matters set out below, it is recommended that permission is granted.

RECOMMENDATION

GRANT PERMISSION subject to the following conditions:-

1. Time Period for Temporary Permission

The temporary structure hereby permitted shall be removed and the land restored on or prior to the expiration of four (4) years starting from the permission date in accordance with a scheme of work to be submitted to and approved in writing by the local planning authority prior to above ground works.

Reason: The type of building is not such as the local planning authority is prepared to approve, other than for a limited period, in view of its appearance in the interest of the visual amenity of the area and in accordance 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).

2. Develop in Accordance with Approved Plan

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

EXISTING SITE LOCATION PLAN SBH-001 (REV P01); EXISTING SITE BLOCK PLAN SBH-002 (P01); PROPOSED SITE PLAN SBH-003 (REV P01); PROPOSED SITE BLOCK PLAN SBH-004 (REV P01); PROPOSED ELEVATIONS (NORTH & WEST) SBH-005 (REV P01); PROPOSED ELEVATIONS (SOUTH & EAST) SBH-006 (REV P01); SITE SECTION A-A SBH-007 (REV P01); SITE SECTION B-B SBH-008 (REV P01); GROUND AREA PLAN SBH-009 (REV P01); ROOF PLAN SBH-010 (REV P02); HOARDING AND ENTRANCE DETAILS SBH-011(P01); EXTERNAL LIGHTING PLAN SBH-012 (REV P01); EXTENSIVE BIODIVERSE LIVING ROOF TYPICAL VERGE DETAIL SBH-301 (REV P01); ARBORICULTURAL REPORT; DESIGN AND ACCESS STATEMENT; FLOOD RISK ASSESSMENT; HERITAGE IMPACT ASSESSMENT; OUTLINE CONSTRUCTION LOGISTICS PLAN; PARKING DEMAND ASSESSMENT; PERS AUDIT; PRELIMINARY ECOLOGICAL ASSESSMENT; REPTILE SURVEY; SECURITY IN DESIGN STATEMENT; TRAVEL PLAN; TRAVEL PLAN AND TRANSPORT STATEMENT.

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. Travel Plan

a) No part of the development hereby approved shall be occupied until such time as details of the Travel Plan Coordinator have been submitted to and approved in writing by the Local Planning Authority.

b) As stated in Section 6.7 of the Travel Plan a travel survey is to be undertaken within six (6) months of first occupation. Results of the travel survey are to be provided to the Local Planning Authority within one month after recording.

Reason: In order that both the local planning authority may be satisfied as to the practicality, viability and sustainability of the Travel Plan for the site and to comply with Policy 14 Sustainable movement and transport of the Core Strategy (June 2011).

4. Travel Plan & Transport Statement

The Travel Plan & Transport Statement prepared by Rural Urban Synthesis Society (dated February 2018) shall be revised to satisfy the following works to the highway (including drawings and specifications). The amended document must be submitted to and approved in writing by the Local Planning Authority prior to the commencement of development on site.

a) The swept path drawing for Medium & Large cars (Plan no. A098856-1-019) show a medium sized car mounting the kerb on exit. Provide comment about how this will be managed.

b) The swept path analysis (Plan no. A098856-1-CLP-007) identifies conflict between the existing footway upon entry into Church Grove. Provide comment about how this will be managed.

c) Swept paths showing how vehicles can turn around within the site are to be provided.

d) Swept path drawings showing entry and exit of the proposed disabled drop off point are to be provided.

e) Provide comment about how more than one HGV vehicle entering the site would be managed.

Reason: In order to ensure that satisfactory means of access is provided, to ensure that the development does not prejudice the free flow of traffic or conditions of general safety

along the highway and to comply with Policy 14 Sustainable movement and transport of the Core Strategy (June 2011).

5. Outline Construction Logistics Plan

No development shall commence on site until the Outline Construction Logistics Plans (Plan nos. A098856-1-CLP-002 and A098856-1-CLP-003) have been revised to address how conflict between Low Loader & Hydraulic Excavator and Low Loader & Piling Rig vehicles and cars parked in the existing on street parking bays along Church Grove will be addressed. These are to be submitted to and approved in writing by the Local Planning Authority.

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 (2015).

6. Foul Drainage

The development hereby permitted shall not be commenced until such time as a scheme to dispose of foul drainage has been submitted to, and approved in writing by, the local planning authority. The scheme shall be implemented as approved.

Reason: To ensure the proposed means for management of foul drainage does not propose an unacceptable pollution risk to groundwater within Source Protection Zone 1 of a public water supply.

7. Cycle Parking Provision

- a) A minimum of ten (10) secure and dry cycle parking spaces shall be provided within the development as indicated on the plans hereby approved.
- b) All cycle parking spaces shall be provided and made available for use prior to occupation of the development and maintained thereafter.

Reason: In order to ensure adequate provision for cycle parking and to comply with Policy 14: Sustainable movement and transport of the Core Strategy (2011).

8. Boundary Treatment

The approved temporary boundary treatments shall be implemented prior to occupation of the building and retained for the life of the development approved herein.

Reason: To ensure that the boundary treatment is of adequate design in the interests of visual and residential amenity 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).

9. Living Roof

- a) The development shall be constructed with a (79m²) living roof laid out in accordance with the Roof Plan (Plan no. SBH-010 (REV P02)) hereby approved and maintained for the life of the development approved herein.
- b) The living roofs shall not be used as an amenity or sitting out space of any kind whatsoever.
- c) The Living Roof section (Plan no. SBH-301 (REV P01)) shall be amended to include a substrate depth over 100mm to support the intended planting.
- d) Evidence that the roof has been installed in accordance with a) and c) shall be submitted to the Local Planning Authority for its approval in writing prior to the first

occupation of the development hereby approved and retained for the life of the development approved herein.

Reason: To comply with Policies 5.10 Urban greening, 5.11 Green roofs and development site environs, 5.12 Flood risk management, 5.13 Sustainable Drainage and 7.19 Biodiversity and access to nature conservation in the London Plan (2015), Policy 10 managing and reducing flood risk and Policy 12 Open space and environmental assets of the Core Strategy (June 2011), and DM Policy 24 Biodiversity, living roofs and artificial playing pitches of the Development Management Local Plan (November 2014).

10. Refuse Storage

a) The storage of refuse and recycling facilities as approved shall be provided in full prior to occupation of the development in accordance with plan nos. SBH-003 (REV P01) and shall thereafter be retained and maintained for the life of the development approved herein.

Reason: In order that the local planning authority may be satisfied with the provisions for recycling facilities and refuse storage in the interest of safeguarding the amenities of neighbouring occupiers and the area in general, in compliance with Development Management Local Plan (November 2014) DM Policy 30 Urban design and local character and Core Strategy Policy 13 Addressing Lewisham waste management requirements (2011).

11. Materials/Design Quality

a) The development shall be constructed in those materials as submitted namely: patterned timber cladding, raised timber panelling, lime render on straw/cob, timber slats, timber windows and timber bi-fold doors.

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

Reason: To ensure that the design is delivered in accordance with the details submitted and assessed so that the development achieves the necessary high standard and detailing in accordance with Policies 15 High quality design for Lewisham of the Core Strategy (June 2011) and Development Management Local Plan (November 2014) DM Policy 30 Urban design and local character.

12. Preliminary Ecological Appraisal

All proposed construction work shall be carried out in accordance with the Preliminary Ecological Appraisal prepared by Middlemarch Environmental dated June 2017.

Reason: To comply with Policy 7.19 Biodiversity and access to nature conservation in the London Plan (2015), Policy 12 Open space and environmental assets of the Core Strategy (June 2011), and DM Policy 24 Biodiversity, living roofs and artificial playing pitches and local character of the Development Management Local Plan (November 2014).

13. Drainage

No drainage systems for the infiltration of surface water drainage into the ground are permitted other than with the express written consent of the local planning authority, which may be given for those parts of the site where it has been demonstrated that there is no resultant unacceptable risk to controlled waters. The development shall be carried out in accordance with the approval details.

Reason: To protect groundwater in the underlying principal aquifer (within Source Protection Zone 1 of a public water supply) in accordance with the principles of the National Planning Policy Framework.

14. Contamination

If, during development, contamination not previously identified is found to be present at the site then no further development (unless otherwise agreed in writing with the local planning authority) shall be carried out until the developer has submitted a remediation strategy to the local planning authority detailing how this unsuspected contamination shall be dealt with and obtained written approval from the local planning authority. The remediation strategy shall be implemented as approved.

Reason: To ensure that any contamination encountered is dealt with appropriately in accordance with the aims of the National Planning Policy Framework in order to protect groundwater in the underlying aquifer within Source Protection Zone 1 of a public water supply.

15. Opening Hours

The premises shall only be open between the hours of:

Monday - Friday: 8am - 9pm

Saturday: 9am - 9pm

Sunday: 10am - 5pm

Reason: In order to safeguard the amenities of adjoining occupants at unsociable periods and to comply with Paragraph 120 of the National Planning Policy Framework and DM Policy 26 Noise and Vibration, DM Policy 32 Housing design, layout and space standards and the Development Management Local Plan (November 2014).

INFORMATIVES

1. 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.

2. Site Visibility

Adequate visibility splays should be provided at the site access, in accordance with the standards outlined in the 'Manual for Streets.'

3. Surface Water System

Only clean uncontaminated water should drain to the surface water system. Roof drainage shall drain directly to the surface water system (entering after the pollution prevention measures). Appropriate pollution control methods (such as trapped gullies and interceptors) should be used for drainage from access roads and car parking areas to prevent hydrocarbons from entering the surface water system.

4. Discharge

There should be no discharge into land impacted by contamination or land previously identified as being contaminated. There should be no discharge to made ground. There should be no direct discharge to groundwater.