

Committee	PLANNING COMMITTEE (B)	Item No.3
Report Title	BRIDGE HOUSE, 4 MANTLE ROAD SE4	
Ward	Telegraph Hill	
Contributors	Chris Brodie	
Class	PART 1	Date 21 JUNE 2007

Reg. Nos. DC/07/64940A & DC/07/64940B

Application dated 21.2.07 completed 2.4.07, revised 2.4.07 & 24.4.07

Applicant GVA Grimley LLP on behalf of London and Quadrant Housing Trust

Proposal The demolition of the existing building at Bridge House 4 Mantle Road SE4 and the construction of a five storey block, incorporating balconies/terraces, comprising 356m<sup>2</sup> commercial floor space (Use Class A1, A2 and/or B1) on the ground floor and 16 one bedroom, 17 two bedroom self-contained flats and 1 three bedroom self-contained maisonette above, together with refuse and cycle storage.

Applicant's Plan Nos. 06007-D-001A, 2A, 3A, 4A, 10B, 11B, 12B, 13B, 14B, 15B, 16B and 17B; plus supporting documents Design and Access Statement (MDR Associates, March 2007), Planning Statement (GVA Grimley, March 2007), Supplementary Transport Report (Savell Bird and Axon, April 2007) and Planning and Noise Assessment (Acoustics Plus Ltd, December 2006)

Background Papers

- (1) Case File - DE/58/G/TP
- (2) Adopted Unitary Development Plan (July 2004)
- (3) The London Plan (2004)
- (4) Brockley Cross Urban Design Framework and Development Strategy (2004)

Zoning UDP – Site of Nature Conservation Importance

## 1.0 Property/Site Description

1.1 The application site (0.08ha) accommodates a commercial building and yard on the east side of Mantle Road adjoining the up platform to Brockley Station. The site is bounded by the embankment to the high level railway line to the north, network rail land to the east, a public footbridge over the railway to the south and by Mantle Road to the west. It is at the eastern end of Foxwell Street and faces

the development site at 1a Mantle Road and also the Maypole PH, for which redevelopment has recently been granted on appeal. The land to the south of the footbridge has been used most recently by a skip hire business. Network Rail has a right of access to the south of the site and they control an area of land to the north as well as the rear. A footbridge and stairs that provides access the sole access to the up platform is situated to the rear of the southern end of the site. The Brockley Conservation Area lies to the east of the railway line.

- 1.2 The premises are somewhat confusingly called Bridge House, the name also given to premises to the north east of the development site in Endwell Road which are currently being converted and extended. They are also referred to as 4 Mantle Road, although historically, 2, 4 and 6 Mantle Road and the entrance to Brockley Station were situated on the parcel of land to the south of the footbridge which is now known as 6 Mantle Road.
- 1.3 The existing premises are a two storey brick building with basement (which appears to be three storeys high when viewed from the railway) and yard used for furniture manufacture, but the site is more noted by the high brick wall with a metal fence above that encloses it. There is vehicular access off Mantle Road.
- 1.4 Mantle Road forms part of an identified cycle route (no.144) in the London Cycling Network.

## **2.0 Planning History**

- 2.1 In 1965, planning permission was granted for an electricity substation on British Railways land. Details were approved in the following year, but the substation was never commissioned.
- 2.2 In 1982, permission was granted on a personal basis for the use of the substation as a warehouse for the storage of museum items.
- 2.3 In 1990, the personal limitation was removed and a temporary permission was granted as a furniture warehouse.
- 2.4 In 1994, permission was granted for the use of the premises for the manufacture and storage of furniture. Further alterations were approved in 1996.
- 2.5 There are a number of other recent decisions in the area that are of relevance, these are as follows:
- 2.6 In February 2006, planning permission was granted for the redevelopment of 1a Mantle Road to provide a development of 4/5 storeys comprising 8 x 1 bedroom, 3 x 2 bedroom and 2 studio flats over 2 commercial units. The S106 agreement delivered a contribution of £28,000 to environmental improvements in the Brockley Cross area.
- 2.7 In June 2006, planning permission was granted for the extension and alteration of Bridge House, Endwell Road to provide a café, a gallery and two retail units on the ground floor with 13 flats above. Work has commenced, despite non-compliance with the terms of the Section 106 agreement and conditions on the planning permission. Action is being taken to rectify this. The S106 agreement included contributions of £2,000 for improvements to cycle routes in the area and £13,000 to cover the reinstatement and upgrading of the footpath outside the site. The agreement also delivered the gallery space on a rent –free basis for two years.

- 2.8 In March 2007, planning permission was granted on appeal at The Maypole Inn for a mixed use building of up to 5 storeys containing a commercial unit on the ground floor with 7 x 1 bedroom, 3 x 2 bedroom and 1 studio flats above. Although the Council questioned the quality of the development in refusing the scheme, the Inspector concluded that the development reflected the scale and mass of the development under construction at 1a Mantle Road. No Section 106 benefits accrued.
- 2.9 In June 2007, planning permission was granted for a two storey pre-fabricated building in connection with the use of the yard as a base to carry out the Brockley PFI contract at 6 Mantle Road.

### **3.0 Present Application**

- 3.1 The current application proposes the demolition of the existing buildings and the construction of a five storey mixed use building comprising a commercial ground floor and 34 flats above. The application is accompanied by a Design and Access Statement, a Planning Statement, a Transport Statement and a Noise Assessment. A financial viability appraisal has also been conducted.
- 3.2 The proposed building would generally be rectangular in form, following the shape of the site. The ground and first floors would be set back enabling a wider footpath to be provided, while the fourth floor would also be recessed. The ground floor would accommodate 356m<sup>2</sup> of commercial floorspace (Use Class A1, A2 or A3) which could be let as one space or subdivided into two or three units. These would have large amounts of glazing to the front and rear. At either end of the building would be the entrances to the flats (private to the south; affordable to the north), stairs and cycle and bin storage areas. There would be a lift at the southern end of the building. The residential entrance to the south would be curved, enabling a splay to be provided towards the footbridge.
- 3.3 The front of the first floor would follow the line of the ground floor other than for oversailing the southern residential entrance. 5 one bedroom flats would be accommodated on the frontage, each with a bay projecting from their living room. To the rear, there would be 2 two bedroom flats, each with a 'sunspace', an enclosed amenity area. In addition, there would be a three bedroom unit over two floors. The oversail on the second floor would mean that 5 two bedroom units could be provided, each with a balcony. The rear would accommodate 3 one bedroom flats and the upper part of the three bedroom unit and each would have attached sunspaces.
- 3.4 The third floor would be a repeat of the second, other than for the inclusion of a fourth one bedroom flat. The top floor would have the same mix of unit sizes, four of the units to the front would be smaller due to the set back which would enable small terraces to be provided. The fifth flat on the front (to the southern end) would follow the plan of the third floor flat, emphasising a projection at this end of the building, by increasing this dimension from 600mm on the third floor to 1.9m on the fourth.
- 3.5 The principal materials to be used in the finish of the frontage of the building would be resin-cellulose cored wood veneer boards in a light finish to the ground, first and fourth floors and a light through coloured render to the second and third floors. The balconies would be enclosed in laminated glass with timber handrails, while the sunspaces would be constructed in aluminium. Both would incorporate

coloured glass.

- 3.6 The end elevations would be finished in the same materials as the front and rear, namely render and wood veneer boarding, plus brickwork to the lift tower. The lobby to the lift and the ends of the corridors would be glazed and this element would incorporate sections of the same colour of glass to be used on the amenity areas. Selected panels would also feature artwork. The rear elevation would have brickwork to the ground floor with render above, other than for the fourth floor, which would be wood veneer boarding.
- 3.7 The building would have a living roof, incorporating solar water heaters for the top floor flats and photovoltaic panels for the commercial units. Swift boxes would be attached to the building. The scheme uses passive design features and energy efficient services to help produce a sustainable development.
- 3.8 The general dimensions of the building would be approximately 41.5 long x 17.5 wide and 15.5m high (max), measured on the Mantle Road frontage. Of the 34 flats, 16 would have one bedroom, 17, two bedrooms and 1 three bedrooms. 22 flats are indicated for private sale and 12 affordable, of which 8 would be social rent and 4 shared ownership. Secure parking would be provided for 40 bicycles.
- 3.9 The Design and Access Statement accompanying the application sets out the site context and explains how the scheme has been developed looking at aspects of the design in some detail. It notes that all the flats have been designed to meet Lifetimes Homes standards. No dedicated units are indicated for use by the disabled as no off-street parking would be available. However, all could be converted if required. The Statement also looks at the possibility of providing level access to the Brockley Station. It notes that to date, Network Rail has no proposals to improve access and that the proposal would be quite tortuous and would involve crossing an easement that Network Rail has for maintenance. The architects have shown that the implementation of the development would not preclude providing level access in the vicinity and have shown an alternative means on land to the south of the footbridge. No pre-assessment of EcoHomes has been carried out, though it is an objective to achieve the equivalent of an EcoHomes Very Good rating and the scheme has been designed with this in mind. In order to address renewable energy requirements, the scheme proposes solar water heaters on the living roof for the hot water to upper floor apartments and photovoltaic panels for the commercial units. The report also makes reference to CABE's work on Design and Inclusive Design and sets out strategies for refuse and recycling as well as security.
- 3.10 The Planning Statement describes the site, its history and its context. It outlines details of the proposal and assesses relevant national, regional and local planning policy and concludes that the proposals would deliver a high quality scheme, which would protect the character of the wider area.
- 3.11 The Transport Statement describes the development and notes the amount of cycle parking provision and the position of refuse storage. It refers to local shopping facilities and summarises existing rail facilities available from Brockley Station, as well as those that will come into place with the development of the east London Line. The report identifies the proximity of the site to four bus services (484, 171, 172 and 343). As a consequence, the site is allocated a PTAL rating of 4. The Transport Statement continues with a review of pertinent policies.
- 3.12 The Transport Statement incorporates a section on the consideration of the

impact of the development on car parking availability in the area. It assumes that car ownership in the development would be equivalent to that across the whole of the ward in 2001, but adds 30% as a worst case, requiring space for 27 vehicles to be accommodated in the surrounding streets. A survey within a 500m radius of the site found that a minimum of 101 spaces were available to the north west and south west of the site and as a result, detailed analysis of capacity on the other side of the railway was not undertaken. The report also suggests that modest levels of commuter parking to the west of the railway line will be displaced. The Transport Statement acknowledges that alterations would be needed to existing waiting and loading restrictions, but considers that relocating an existing pedestrian crossing nearer to the site would not be desirable.

- 3.13 The Noise Assessment assesses the potential impact of the railway on living conditions in respect of noise and vibration. It considers existing movement of trains and concludes that there would be a low probability of adverse comment because of vibration, according to limits set in BS6472. A PPG24 noise assessment has also been undertaken. This concludes that the site falls within Category C, where planning permission should not normally be granted. Where it is considered that planning permission should be given, conditions should be imposed to ensure a commensurate level of protection against noise. In order for the development to be successful, an approved acoustic fenestration system should be considered and sound attenuated ventilation should be incorporated into the façade.
- 3.14 The application has been amended and the main changes are alterations to the front elevation at ground, first and fourth floors involving a rationalisation of the fenestration. Additional details have been provided on the form of the living roof and there is confirmation about the delivery of aspects of the scheme's sustainability.

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

##### Network Rail

- 4.1 Network Rail point out constraints on the development from an operational viewpoint and the need to gain their approval for aspects of the work. In particular, they refer to demolition, construction, excavation, drainage and the distance that the development would lie from the boundary with operational land.

##### Neighbours and Local Amenity Societies etc

- 4.2 Letters of consultation were sent to 565 properties including the Brockley Society and Brockley Cross Action Group and notices were displayed on site and in the local press. Ward Members were also consulted.
- 4.3 5 copies of a letter of objection have been received from businesses at 12, 14 and Magi, Coulgate Street, an investment company involved in the development at 1a Mantle Road and the Foxwell Street Residents Association. This raises the following comments:
- (1) The development would lead to the creation of a very oppressive corridor at this end of Mantle Road when viewed in conjunction with the development at 1a Mantle Road and the scheme granted on appeal at the Maypole PH.
  - (2) The development would block views from flats at 1a Mantle Road.;

- (3) Balconies from the proposed building would lead to overlooking of and loss of privacy to living rooms in the development at 1a Mantle Road.
- (4) The proposed building should be a maximum of three storeys high and should be designed so as to prevent overlooking and loss of light.
- (5) There is no provision for parking on the site. A significant S106 contribution should be sought and funds allocated to improving the railway bridge.  
The letter concludes: "Unless a good scheme is recommended, the height and corridor effect that will be created is the most significant problem, causing loss of views from the development of 1a Mantle Road up towards the Conservation Area".

4.4 An objection has also been received from the occupier of 35 Revleon Road. This raises the following matters:

- (1) The development would not enhance natural surveillance over the pedestrian footbridge;
- (2) The scale and size, particularly the inclusion of a fourth floor would create an unpleasant streetscene, as would the oversailing section of the building;
- (3) No mention is given of the proposed enhancement of the land to the west of the station;
- (4) There is no provision for off-street parking and despite observations made in the parking feasibility study, there is insufficient parking available in the vicinity.

4.5 2 letters of support have been received from the occupiers of 46a Seymour Gardens and 22 Foxwell Street referring to the benefits of development of this kind.

(Letters are available to Members)

Brockley Cross Action Group

4.6 No reply

Brockley Society

4.7

No reply

Design Panel

4.8 The Panel welcomed a commitment to quality from an RSL. There are a lot of good qualities in this scheme, however the Panel looked for a more consistent and appropriate architectural language.

Massing & Context.

The intention of the massing and its relationship to its context was uncertain. The Panel was concerned that the height and massing could be too great for the narrow street.

### Architectural Composition

The end elevations and naturally lit corridors were considered to be positive.

It is unclear how the elevational elements were composed. Compositional lines do not appear to line up. A diagram explaining the organization of the façades would be helpful.

Concern was raised over the potentially chaotic framing of the glazing. It is unclear whether the number of window types are necessary or effective.

The Panel was concerned by the proportions of the overall building mass, particularly the proportional relationship between the ground/first floor zone and the second/third floor zone.

The setback lower floor with the second and above floors projecting confuses the distinction between the B1 space and the residential space.

The residential first floor is tucked into the overhang of the second floor and so reads as office storage.

This confusion denies the residential first floor the identity of a home, and leaves the identity of the commercial space uncertain.

This absence of a clear identity for the different functions of the building has practical implications, such as denying the first floor residential floor better daylight exposure.

### Appearance

The Panel noted that the scheme looked more commercial than residential. The colonnade feature was considered awkward given its scale and height and the infrequency of columns. Given the column intervals and dimensions, it is unclear whether the building genuinely needs columns.

The Panel thought the top floor elevations could be both simpler and stronger. There is potential to celebrate the top floor more in terms of its materiality and openings.”

### Highways and Transportation

- 4.9 Unobjectionable in principle.

### Environmental Health

- 4.10 No objection, subject to the submission of further details as a condition of planning approval.

## **5.0 Policy Context**

### London Plan

- 5.1 In a scheme of this size, the strategic policies contained in the London Plan are of limited relevance. However, some of the principles in the policies apply. The most significant are: 4B.3 Maximising the potential of sites; 4B.1 Principles of design for

a compact city; 4B.5 Creating an inclusive environment; 3A.8 Negotiating affordable housing; 3A.4 Housing choice; 3C.21 Improving conditions for cycling; 3C.22 Parking strategy; 3D 12 Biodiversity and nature conservation; 4A.7 Energy efficiency and renewable energy; 4A.8 Energy assessment; 4A.9 Providing for renewable energy.

### Adopted Unitary Development Plan

- 5.2 UDP policies that apply particularly to the scheme are: EMP 4 Employment Sites outside Defined Employment Areas; STC 12 Mixed Use Development; URB 3 Urban Design; URB 16 New Development, Changes of Use and Alterations to Buildings in Conservation Areas; URB 4 Designing Out Crime; URB 7 Access to Buildings for People with Disabilities; ENV.PRO 11 Noise Generating Development; HSG 5 Layout and Design of New Residential Development; HSG 7 Gardens; HSG 6 Dwelling Mix; HSG 14 Provision of Affordable Housing; TRN 14 Cycle Parking; TRN 16 Developing Pedestrian and Cycle Networks; TRN 23 Car Free Residential Development; TRN 26 Car Parking Standards; OS 12 Nature Conservation on Designated Sites; OS 13 Nature Conservation; ENV.PRO 15 Sustainable Surface Water Drainage in New Development; ENV.PRO 19 Energy Efficiency and ENV.PRO 20 Renewable Energy.
- 5.3 Although of no formal status, the Brockley Cross Urban Design Framework and Development Strategy (2004), which was produced independently by architects on behalf of the Brockley Cross Action Group and the Council sets out useful design principles. It advocates a high quality linear development to establish an active frontage which would provide enclosure and natural surveillance, with the possibility of widening the footpath. Any development would provide the opportunity to enhance the western approach to the station. The study suggests that a four storey building with an active ground floor would be appropriate.

## **6.0 Planning Considerations**

- 6.1 The main planning considerations are whether the loss of the employment use is satisfactory and if so, whether the replacement uses are appropriate, if the design implications are satisfactory, if the scheme is suitably accessible, if there is suitable mitigation against noise impact, if the proposed mix and tenure is acceptable; if transport arrangements are appropriate; whether development is compatible with nature conservation and whether the scheme makes an appropriate response to sustainability and the use of renewable energy.

### Loss of employment site

- 6.2 EMP 4 Employment Sites outside Defined Employment Areas permits applications for other uses of employment sites if (in the case of mixed use schemes) the number of jobs likely to be created outweighs the loss of the employment site or where no employment space is provided there is no reasonable prospect of a new employment use returning.
- 6.3 The material supporting the application suggests that 20 jobs would be generated by commercial use of the ground floor compared with 5 in the existing premises which is considered satisfactory. Moreover, it is understood that the existing business is relocating to Forest Hill to a site with better access. The proposed mixed use is therefore considered acceptable in terms of employment policy.



### Mix of uses

- 6.4 London Plan policy 4B.3 Maximising the potential of sites encourages that development proposals should achieve the highest intensity of use taking into account context, design principles and public transport capacity. Policy STC 12 Mixed Use Development welcomes mixed use development proposals in Major and District Town Centres and in other locations that are well served by public transport.
- 6.5 The mixed use of the site is supported and it is considered that the site would be developed to the highest intensity given the site's context and its public transport accessibility.

### Design implications

- 6.6 London Plan policy 4B.1 Design Principles for a compact city include the following: maximise the potential of sites; create or enhance the public realm; provide or enhance a mix of uses; are sustainable durable and adaptable; are safe for occupants and passers-by; respect local context, character and communities; are attractive to look at and where appropriate, inspire, excite and delight and respect the natural environment. UDP Policy URB 3 Urban Design states that the Council will expect a high standard of design in new development, whilst ensuring that schemes are compatible with, or complement the scale and character of existing development and its setting. The following factors are of particular relevance: scale and mass; height of development should be in scale with adjoining buildings; new building frontages should clearly delineate public routes where appropriate, and design should ensure that convenient and safe pedestrian access to local facilities and the public transport network are taken into account, including the needs of disabled people; materials should be of high quality and durability; developments at ground floor level should provide visual interest for the public including the pedestrian environment, with the incorporation of doors and windows to provide physical and visual links between buildings and the public domain and the contribution to energy and natural resource efficiency. URB 16 New Development, Changes of Use and Alterations to Buildings in Conservation Areas notes the duty to preserve or enhance the character or appearance a conservation area. It includes a clause that states that the Council will resist development adjacent to a Conservation Area which has a negative impact on the character or appearance of the area. Policy URB 4 Designing Out Crime requires that all new development is designed to provide and improve safety and a secure environment and requires that new developments should have active frontages. Policy HSG 5 Layout and Design of New Residential Development sets the expectation that all new residential development will be attractive, neighbourly and meet the functional requirements of its future inhabitants. The relevant factors are that: a) a satisfactory level of privacy, outlook and natural lighting and amount of private amenity space is provided; b) there is compliance with urban design and conservation policies; c) parking is provided in accordance with the Council's maximum standards; d) there is no differentiation of quality in mixed tenure schemes; e) energy and natural resource efficiency are encouraged and f) there is satisfactory access for people with disabilities.
- 6.7 The proposed development is the product of a lengthy evolutionary process and it is considered that it responds well to a number of constraints. In terms of scale and mass, it is generally in line with guidance in the Brockley Cross study. There is little immediate built context and the development responds well to proposals at 1a Mantle Road and the approval at the Maypole pub site Where there are

reservations, they relate to the length of the building's frontage and its impact on Mantle Road, which is quite narrow in its approach to the railway bridge to the north. However, the front elevation will not often be appreciated in its entirety and more significant views will be those along Mantle Road to the south, where it will act as a marker to the entrance to the station. The height of the building would be beneficial, being seen over longer distances to the north and significantly from the railway itself. Moreover, pedestrians would notice the setting back of the development and the inclusion of an active frontage to the street in place of a dominant boundary and commercial access.

- 6.8 The development would be seen from various points in the Brockley Conservation Area and on completion and in connection with other developments would read as a cluster of taller buildings close to the station. It is considered that this would be entirely appropriate, giving a sense of place to this part of Brockley Cross which is lacking at the moment. Because of the distances involved, the development would read as a backdrop to the Conservation Area and any visual impact would be, if anything, positive.
- 6.9 The curved frontage of the residential entrance would greatly enhance the approach to the pedestrian footbridge, making it more welcoming and safer and the route would also be enhanced by the position of the staircase and windows to the development which would give natural surveillance. Additional windows to habitable rooms in the end elevation would provide additional surveillance of the footbridge but could prejudice how the site to the south of the footbridge (6 Mantle Road) might be developed.

#### Access and inclusive design

- 6.10 London Plan policy 4B.5 Creating an inclusive environment states that the Mayor will require all future development to meet the highest standards of accessibility and inclusion. UDP Policy URB 7 Access to Buildings for People with Disabilities refers to the need to provide suitable access to buildings that are open to the public.
- 6.11 The intended delivery of flats to Lifetimes Homes standards is set out above and this is thought an appropriate response. The lift access to the south and the provision of a generous lobby is also an integral part of the design. Initially, it was hoped that the regeneration of the site would deliver level or ramped access to Brockley Station, but as the Design and Access Statement explains, there are significant constraints that would make it unduly onerous and not the most practical outcome. A development along the lines proposed would preclude the delivery of an improved access and the suggestion of its delivery on the likely medium-term redevelopment of the site to the south would seem apposite given that the entrance to the station was formerly in that position.

#### Noise

- 6.12 UDP Policy ENV.PRO 11 Noise Generating Development indicates that the Council will resist development that could lead to unacceptable levels of noise. The policy adds that when a noise-sensitive development is proposed close to an existing source of noise or when a noise generating development is proposed, the Council may require a noise survey outlining possible attenuation measures.
- 6.13 The applicants' noise report demonstrates that suitable mitigation against train noise is possible. The applicants have agreed to adhere to a higher standard of

insulation and this can be covered by condition. An amended report would need to take into account the upgrade of the facilities and level of service associated with delivery of the East London Line.

#### Standard of residential accommodation and mix

- 6.14 London Plan Policy 3A.8 Negotiating affordable housing in individual private residential and mixed-use schemes encourages boroughs to seek the maximum reasonable amount of affordable housing when negotiating on individual private residential and mixed use schemes, though it notes that targets should be applied flexibly, taking account of individual site costs, the availability of public subsidy and other scheme requirements. Policy 3A.4 Housing choice encourages boroughs to ensure that UDP policies meet a full range of housing needs including mix, that all housing is built to 'Lifetimes Homes' standards and that ten per cent of new housing is designed to be wheelchair accessible.
- 6.15 UDP Policy HSG 7 Gardens requires that all new dwellings have readily accessible secure private and usable outdoor amenity space. Policy HSG 6 Dwelling Mix seeks a mix of dwelling sizes in larger developments of over 15 units, determined by housing needs, the nature of the development and its proposed relationship with the surrounding area. Policy HSG 14 Provision of Affordable Housing sets the threshold for sizes of sites to be considered for affordable housing and criteria for an assessment of their suitability.
- 6.16 Inevitably on a site of this size and with its constraints, there are some compromises. However, the units are of a good standard and some are quite generous. Privacy to units from the station is in part safeguarded by placing the lift and a staircase to the southern end of the building and the sunspaces and their screening provides a degree of mitigation. The naturally lit corridor between the flats to the front and the rear would assist in making the development seem more airy as well as reducing the need for artificial light. All of the units would have a sunspace or balcony, other than for the on the first floor at the front, which would each have a bay window. This space would enhance the accommodation which would otherwise have less light penetration due to it being recessed behind the development on the upper floors. There would be no communal amenity space.
- 6.17 The mix of units is considered acceptable, as is the proposed tenure.

#### Transport

- 6.18 London Plan Policies 3C.21 Improving conditions for cycling and 3C.22 Parking strategy in the London Plan seek to develop walking and cycling in London while keeping car parking to a minimum. UDP Policy TRN 14 Cycle Parking states that the Council will negotiate with applicants for new development to make provision for cycle parking in line with Council standards, while Policy TRN 16 Developing Pedestrian and Cycle Networks seeks to implement the Strategic Cycle Network and Strategic Walking Routes. Policy TRN 23 Car Free Residential Development indicates that residential schemes without car parking provision may be acceptable in areas with very good public transport accessibility and where developers can demonstrate that developments will have no adverse impact on on-street car parking. Policy TRN 26 Car Parking Standards sets maximum car parking standards. It adds that exceptions may be made for people with disabilities.
- 6.19 The proposal is a car-free development next to a station, albeit that it is not in a

Sustainable Living Area. The setting back of the building from the existing boundary wall would provide a more generous footpath and the transfer of the industrial activity would lead to an enhanced environment for pedestrians and cyclists. The scheme has secure cycle parking for the residential accommodation at a ratio of more than 1:1 and there is scope to include cycle racks in the approach to the entrance to the station. The parking study indicates that there are available parking spaces in the vicinity, though because of the distance from the site, occupiers might be dissuaded from owning cars. Whilst of immediate concern to some residents, parking in the area will only be rationalised when controlled parking is introduced and pressure to do this will increase with further developments and the introduction of the East London Line which is likely to lead to a rise in commuter parking during the day.

### Ecology

- 6.20 London Plan Policy 3D 12 Biodiversity and nature conservation states that the Mayor will work with partners to ensure a proactive approach to the protection, promotion and management of biodiversity in support of his Biodiversity Strategy. It continues that the Mayor will identify Sites of Metropolitan Importance for Nature Conservation and that Boroughs should give strong protection to these areas. Where development is proposed which would affect a site of importance, the approach should be to minimise such impact and seek mitigation of any residual impacts. UDP Policy OS 12 Nature Conservation on Designated Sites states that development on or within such sites will not be permitted if it is likely to destroy, damage or adversely affect the protected environment. Policy OS 13 Nature Conservation indicates that the Council will seek to protect or enhance the nature conservation value of all sites and the supporting text notes that green roofs can make considerable contributions to local biodiversity.
- 6.21 The site is defined in the UDP as being one of Metropolitan Importance for Nature Conservation, though in reality this is due to its position alongside the Forest Hill to New Cross Gate cutting rather than because of its own value. In places, the cutting has generous areas of open space adjoining the tracks, but on the west side of Brockley Station, the strip is very narrow and at this point contains self-sown sycamore and some buddleia growing on spoil, with rubbish from the platform. The site itself is covered by buildings and hardsurfacing and the development's proposed living roof, swift boxes and its use of sustainable drainage will enhance its ecological value. An informative encourages the developer to liaise with network rail to tidy up the adjoining operational land to enrich its habitat potential

### Sustainability and renewable energy

- 6.22 London Plan policy 4A.7 Energy efficiency and renewable energy in the London Plan sets out how the objectives of the Mayor's Energy Strategy of reducing carbon dioxide emissions, improving energy efficiency and increasing the proportion of energy used that is generated by renewable sources. Policy 4A.8 Energy assessment encourages boroughs to request an assessment of energy demand of all major developments and the steps taken to apply the Mayor's energy hierarchy. 4A.9 Providing for renewable energy encourages that major developments show how a proportion of a site's electricity or heat could be generated from renewable sources where feasible. UDP Policy ENV.PRO 15 Sustainable Water Drainage in New Development states that where appropriate, surface water should be disposed of as close to source as possible, or be attenuated before discharge to a watercourse or surface water sewer. ENV.PRO

19 Energy Efficiency states that developments should have regard to the principles of energy and natural resource efficiency through their design, orientation, density and location. Policy ENV.PRO 20 Renewable Energy is aimed more towards additional facilities such as small scale proposals for solar and wind production, but notes that the design of new development provides an opportunity to implement best practice of environmental design.

- 6.23 The scheme is relatively modest and opportunities to incorporate renewable energy are therefore limited. The proposed rooftop measures are considered appropriate and the agreement to incorporate sustainable drainage is welcome. The applicants are also happy to accept the approach of delivering an EcoHomes rating of 'Very Good' or the equivalent. The overall concept of providing an intense mixed use scheme close to a station is in itself sustainable.

## **7.0 Consultations**

- 7.1 The applicant has reviewed the scheme following comments made by the Design Panel and has simplified some of its architectural language resulting in an enhanced scheme. The response is considered acceptable and it would not be appropriate to press for further changes given that the overall quality of the development is very satisfactory.

- 7.2 The objection letter that has been reproduced for others to sign concentrates on the impact on 1a Mantle Road. The proposal takes a cue from the development that is approaching completion and many aspects of the proposal to which the objection refers are to be seen in the site opposite. There would be mutual impact on the frontages, which is entirely appropriate in the new streetscene and it should not be the case that a development (ie 1a Mantle Road) should be designed in a way that would prejudice an otherwise satisfactory development.

## **8.0 Section 106 implications**

- 8.1 A financial viability appraisal has been submitted in confidence to the Council and this has been appraised. It demonstrates that affordable housing can be delivered in accordance with Council policy and that the constraints of the site and the cost of delivering a scheme of the quality proposed means that some limited off-site contributions would be possible.

- 8.2 Officers have already entered into negotiations about the content of a S106 agreement. Rather than for contributions to be dissipated, it was suggested that the applicants should look at the possibility of funding environmental improvements in the immediate vicinity of the site to complement work that will be necessary when widening the footpath. Another option would be to clean the railway bridge of graffiti and to repaint it and make it pigeon-proof, though no decision has been finalised. The contribution to the Local Cycle Network is justified, especially given the absence of car parking in the development. Funding to general projects in Brockley Town Centre is also warranted.

## **9.0 Conclusion**

- 9.1 The proposed redevelopment of Bridge House would represent a further welcome development in the regeneration of Brockley Cross. Its design and appearance are of an appropriate quality and its form and mix of uses would make a significant improvement in the vitality of the locality and leading to an increase in the levels of natural surveillance. The delivery of affordable housing and the enhancement of the ecological potential of the site are other important benefits.

## 10.0 **RECOMMENDATIONS**

### 10.1 **RECOMMENDATION (A)**

Authorise officers to negotiate a Section 106 Agreement in respect of the following heads of terms:

- (1) The delivery of public realm works to Mantle Road and in the immediate vicinity of the development.
- (2) A contribution to the enhancement of the local cycle network.
- (3) The production and implementation of a Management Plan in respect of servicing during construction.
- (4) The specification of measures to deliver an 'Code for Sustainable Homes' rating of 3 or better and the independent confirmation of the delivery of this prior to occupation.
- (5) The provision and delivery of the commercial space prior to the occupation of any residential unit.
- (6) A contribution to the Town Centre Management.
- (7) A contribution to the local labour scheme;
- (8) The provision of affordable housing in accordance with Council policy.
- (9) Reimbursement of the Council's legal and planning costs in drafting, finalising and monitoring the Agreement

### 10.2 **RECOMMENDATION (B)**

Upon completion of a satisfactory Section 106 Agreement, authorise the Head of Planning to **GRANT PERMISSION** subject to the following conditions:-

- (1) C10 Site Contamination
- (2)
  - (i) The building shall be constructed so as to provide sound insulation against external noise, to achieve levels not exceeding 30dB LAeq (night) and 45dB LAm<sub>ax</sub> (measured with F time-weighting) for bedrooms, 35dB LAeq (day) for other habitable rooms, with windows shut and other means of ventilation provided, including both passive and rapid systems.
  - (ii) Development shall not commence until details of a sound insulation scheme, including the ventilation, complying with paragraph (i) of this condition have been submitted to and approved in writing by the local planning authority.
  - (iii) The development shall not be occupied until the sound insulation scheme approved pursuant to paragraph (ii) of this condition has been implemented in its entirety. Thereafter, the sound insulation scheme shall be maintained in perpetuity.

- (3) Notwithstanding information shown on the approved drawings, details of sunspaces, balconies, terraces, bay windows, curtain walling, entrances and shopfronts at a scale of not less than 1:20 shall be submitted to and approved in writing by the local planning authority prior to the implementation of the development hereby approved. The development shall be carried out in full accordance with the approved details unless otherwise approved in writing by the local planning authority.
- (4) Notwithstanding information shown on the approved drawings, details of the treatment of the approach to the public footbridge shall be submitted to and approved in writing by the local planning authority prior to the implementation of the development hereby approved. The approved scheme, which shall contain details of changes of level, any alterations to railings, surface treatment and any street furniture, shall be carried out in full before the occupation of any part of the development.
- (5) Detailed sections at a scale of not less than 1:20 and a specification of the living roof, including the form and position of enclosing parapets, shall be submitted to and approved in writing by the local planning authority prior to the implementation of the development hereby approved. The development shall be carried out in accordance with the approved details unless otherwise approved in writing by the local planning authority and maintained in that manner thereafter.
- (6) The photovoltaic panels and solar water heaters shall be provided in accordance with details shown on submitted drawing no 06007-D-013B prior to the occupation of the development hereby permitted unless otherwise approved in writing by the local planning authority.
- (7) Bird boxes shall be attached to the roof in accordance with details shown on drawing 06007-D-013B prior to the occupation of any part of the development hereby approved.
- (8) No development shall commence on site until details of all facing materials (including their colour and texture) to be used on the building shall be submitted to and approved in writing by the local planning authority. The details shall comply with information contained in letter dated 18 May 2007 and accompanying external facing materials board unless otherwise approved in writing by the local planning authority. The development shall be carried out in accordance with the approved details unless the local planning authority agrees in writing to any variation.
- (9) Notwithstanding details shown on the submitted drawings, details of the form and materials of the doors and windows in the development hereby approved shall be submitted to and approved in writing by the local planning authority prior to the commencement of any works on site. The development shall be carried out in full accordance with the approved scheme unless otherwise approved in writing by the local planning authority.
- (10) No development shall commence until details of the artwork to be incorporated in the design of the building has been submitted to and approved in writing by the local planning authority. The development shall be carried out in full accordance with the approved scheme unless otherwise approved in writing by the local planning authority.

- (11) No development shall commence until details of the lighting within the colonnade has been submitted to and approved in writing by the local planning authority. The development shall be carried out in full accordance with the approved scheme unless otherwise approved in writing by the local planning authority.
- (12) No development shall commence until details of the hardsurfacing to the site have been submitted to and approved in writing by the local planning authority. No part of the development shall be occupied until the approved details have been fully implemented to the satisfaction of the local planning authority.
- (13) Notwithstanding information shown on the submitted drawings, no development shall commence until details of the boundary treatment to the site have been submitted to and approved in writing by the local planning authority. No part of the development shall be occupied until the approved details have been fully implemented to the satisfaction of the local planning authority.
- (14) No plant or other equipment, other than as shown on the approved plans, shall be placed on the roof of the development without the prior written approval of the local planning authority.
- (15) B09 Plumbing or pipes

#### Reasons

- (2) N08R
- (3) To ensure that the local planning authority may be satisfied as to the external appearance of the building and to comply with Policy URB 3 Urban Design in the adopted Unitary Development Plan (July 2004).
- (4) To ensure that the area is safe and attractive for all users in compliance with Policies URB 3 Urban Design, URB 4 Designing Out Crime and URB 7 Access to Buildings for People with Disabilities in the adopted Unitary Development Plan (July 2004).
- (5) To ensure the proper construction of the living roof and so that its appearance and functioning are satisfactory and to accord with Policies URB 3 Urban Design and OS 12 Nature Conservation on Designated Sites in the adopted Unitary Development Plan (July 2004).
- (6) To accord with the terms of the application and to comply with Policy ENV.PRO 20 Renewable Energy in the adopted Unitary Development Plan (July 2004).
- (7) To accord with the terms of the application and to comply with Policy OS 12 Nature Conservation on Designated Sites in the adopted Unitary Development Plan (July 2004).
- (8) To ensure that the local planning authority may be satisfied as to the external appearance of the building and to comply with Policy URB 3 Urban Design in the adopted Unitary Development Plan (July 2004).



- (9) To ensure that the local planning authority may be satisfied as to the external appearance of the building and to comply with Policy URB 3 Urban Design in the adopted Unitary Development Plan (July 2004).
- (10) To comply with the terms of the application and to accord with Policies URB 3 Urban Design and URB 29 Art in Public in Places in the adopted Unitary Development Plan (July 2004).
- (11) To ensure a safe, secure and attractive environment in accordance with Policies URB 3 Urban Design and URB 4 Designing Out Crime in the adopted Unitary Development Plan (July 2004).
- (12) To ensure a satisfactory appearance of the site and to ensure the delivery of a Sustainable Drainage System in accordance with the terms of the application and to comply with Policies URB 3 Urban Design and ENV.PRO 15 Sustainable Surface Water Drainage in New Development in the adopted Unitary Development Plan (July 2004).
- (13) To ensure that the local planning authority may be satisfied as to the appearance of the development and to comply with Policy URB 3 Urban Design in the adopted Unitary Development Plan (July 2004).
- (14) To safeguard the appearance of the development and to comply with Policy URB 3 Urban Design in the adopted Unitary Development Plan (July 2004).

#### Informatives

- (1) Assessment of the sound insulation scheme should be carried out by a suitably qualified acoustic consultant, and should be guided by the advice in PPG24 and comply with the standards given in the current BS8233 for internal noise design levels and BS6472 for evaluation of human exposure to vibration in buildings. The Acoustic report should take account of the projected increase in train movements as a result of the delivery of the East London Line and of announcements from the station's information service.
- (2) The applicant should ensure that details submitted pursuant to conditions (2), (3) and (9) are properly co-ordinated to ensure a satisfactory degree of sound attenuation while safeguarding the appearance of the building.
- (3) Construction Sites Code of Practice
- (4) The existing crossover must be reinstated by the Council at the developer's expense. The Council's Highways and Transportation Service must be notified before the commencement of any works affecting the public highway.
- (5) The applicant is encouraged to liaise with Network Rail about the enhancement of habitat potential of the strips of railway land adjoining the site.
- (6) The developer should contact the Council's Highways and Transportation Service regarding a street naming and numbering application.
- (7) The applicant be advised that signs to the commercial units may require advertisement consent.