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| Committee | PLANNING COMMITTEE C | |
| Report Title | PLAYING FIELDS AND PAVILION, ABBOTSHALL ROAD SE6 1SQ | |
| Ward | Catford South | |
| Contributors | Tabitha Lythe | |
| Class | PART 1 | 31 January 2013 |

Reg. Nos. DC/12/81709

Application dated 19.10.12 as revised on 19.12.12

Applicant Mr R Walker, Community Teachsport.

Proposal The construction of a replacement single storey community sports modular building to provide changing rooms, disabled facilities, dance/community hall, training rooms/office, reception area and community cafe at Playing Fields and Pavilion, Abbotshall Road, SE6, together with the provision of mini football pitches & bay cricket nets.

Applicant's Plan Nos. Site Plan Received 15 Nov 2012; Site Plan Received 15 Dec 2012; 11937; Design and Access Statement, Business Plan.

Background Papers

- (1) This is Background Papers List
- (2) Case File LE/655/A/TP
- (3) Adopted Unitary Development Plan (July 2004)
- (4) Local Development Framework Documents
- (5) The London Plan

Designation Adopted UDP - Existing Use

1.0 Property/Site Description

1.1 The site is a pavilion building on Abbotshall playing field in the south-eastern corner of the playing field, which is approximately 1.2 hectares in size. Residential properties bound the site to the north, south and west and Abbotshall Road fronts the eastern elevation where the access to the site is. The playing field is Metropolitan Open Land.

2.0 Planning History

2.1 None.

3.0 Current Planning Applications

The Proposals

- 3.1 The current application proposes the demolition of the existing single-storey pavilion.
- 3.2 A single-storey building measuring 18.16m x 18.16m at the widest points x 3.15m high is proposed in the south-eastern corner of the playing field. The building is proposed to be used as a community building providing changing rooms in connection with sports facilities, dance/community hall, training rooms/office and community café.
- 3.3 The building is proposed to be of modular construction and clad in cedar timber on the northern, eastern and western elevations with the southern elevation being a plastisol and would have upvc windows.

4.0 Consultation

- 4.1 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.
- 4.2 Site notices were displayed and letters were sent to residents and business in the surrounding area and the relevant ward Councillors.

Written Responses received from Local Residents and Organisations

- 4.3 Letters were sent to 88 residents. 9 objections were received from 11, 13, 33, 41, 43 and 45 Abbotshall Road, 51 Muirkirk Road and 6 and 16 Merchiston Road
- Increase in noise
 - Late night use will cause disturbance to residents
 - Increase in traffic
 - Increased pressure on parking
 - Increase in rubbish dumped
 - Likely to be alcohol in the area and the Corbett Estate is a dry area (no pubs)
 - Increase in anti-social behaviour
- 4.4 2 letters in supports were received from 1 Abbotshall Road and 20 Merchiston Road
- In favour of the premises being renovated and modernised
 - Exactly what the community needs and would complement what the Corbett Residence Association and Community Teachsport are already doing
 - Would use café

(Letters are available to Members)

5.0 Policy Context

Introduction

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

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

5.2 Section 38 (6) of the Planning and Compulsory Purchase Act (2004) makes it clear that the determination of planning applications must be made in accordance with the development plan unless material considerations indicate otherwise.

5.3 The development plan for Lewisham comprises the Core Strategy, Development Plan Document (DPD) (adopted in June 2011), those saved policies in the adopted Lewisham UDP (July 2004) that have not been replaced by the Core Strategy and policies in the London Plan (July 2011). The National Planning Policy Framework does not change the legal status of the development plan.

National Planning Policy Framework (NPPF)

5.4 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 that (paragraph 211), 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. In summary, this states, that for a period of 12 months from publication of the NPPF decision takers can give full weight to policies adopted since 2004 even if there is limited conflict with the NPPF. Following this period weight should be given to existing policies according to their consistency with the NPPF.

5.5 Officers have reviewed the Core Strategy and saved UDP policies 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, 214 and 215 of the NPPF.

Other National Guidance

5.6 The other relevant national guidance is:

By Design: Urban Design in the Planning System - Towards Better Practice (CABE/DETR 2000)

Planning and Access for Disabled People: A Good Practice Guide (ODPM, March 2003)

Safer Places: The Planning System and Crime Prevention (ODPM, April 2004)

London Plan (July 2011)

5.7 The London Plan policies relevant to this application are:

Policy 2.18 Green infrastructure: the network of open and green spaces
Policy 3.1 Ensuring equal life chances for all
Policy 3.2 Improving health and addressing health inequalities
Policy 3.5 Quality and design of housing developments
Policy 3.6 Children and young people's play and informal recreation facilities
Policy 3.9 Mixed and balanced communities
Policy 3.16 Protection and enhancement of social infrastructure
Policy 3.17 Health and social care facilities
Policy 3.18 Education facilities
Policy 3.19 Sports facilities
Policy 4.6 Support for and enhancement of arts, culture, sport and entertainment provision
Policy 4.12 Improving opportunities for all
Policy 5.1 Climate change mitigation
Policy 5.2 Minimising carbon dioxide emissions
Policy 5.3 Sustainable design and construction
Policy 5.7 Renewable energy
Policy 5.8 Innovative energy technologies
Policy 5.9 Overheating and cooling
Policy 5.10 Urban greening
Policy 5.11 Green roofs and development site environs
Policy 6.3 Assessing effects of development on transport capacity
Policy 6.4 Enhancing London's transport connectivity
Policy 6.10 Walking
Policy 6.12 Road network capacity
Policy 6.13 Parking
Policy 7.1 Building London's neighbourhoods and communities
Policy 7.2 An inclusive environment
Policy 7.3 Designing out crime
Policy 7.4 Local character
Policy 7.5 Public realm
Policy 7.6 Architecture
Policy 7.15 Reducing noise and enhancing soundscapes
Policy 7.17 Metropolitan Open Land
Policy 7.18 Protecting local open space and addressing local deficiency
Policy 7.19 Biodiversity and access to nature

London Plan Supplementary Planning Guidance (SPG)

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

Accessible London: Achieving an Inclusive Environment (2004)
Sustainable Design and Construction (2006)
Planning for Equality and Diversity in London (2007)
Providing for Children and Young People's Play and Informal Recreation (2008)

London Plan Best Practice Guidance

5.9 The London Plan Best Practice Guidance's relevant to this application are:

Development Plan Policies for Biodiversity (2005)
Control of dust and emissions from construction and demolition (2006)
Wheelchair Accessible Housing (2007)
Health Issues in Planning (2007)

Core Strategy (June 2011)

5.10 The Core Strategy was adopted by the Council at its meeting on 29 June 2011. The Core Strategy, together with the London Plan and the saved policies of the Unitary Development 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
Core Strategy Policy 7 Climate change and adapting to the effects
Core Strategy Policy 8 Sustainable design and construction and energy efficiency
Core Strategy Policy 12 Open space and environmental assets
Core Strategy Policy 14 Sustainable movement and transport
Core Strategy Policy 15 High quality design for Lewisham
Core Strategy Policy 19 Provision and maintenance of community and recreational facilities
Core Strategy Policy 20 Delivering educational achievements, healthcare provision and promoting healthy lifestyles

Unitary Development Plan (July 2004)

5.11 The saved policies of the UDP relevant to this application are:

URB 3 Urban Design
URB 12 Landscape and Development
URB 13 Trees
OS 2 Land Close to Metropolitan Open Land
OS 7 Other Open Space
ENV.PRO 11 Noise Generating Development
ENV.PRO 12 Light Generating Development
LCE 1 Location of New and Improved Leisure, Community and Education Facilities
LCE 2 Existing Leisure and Community Facilities
LCE 3 Educational Sites and Playing Fields

Emerging Plans

5.12 According to paragraph 216 of the NPPF decision takers can also give weight to relevant policies in emerging plans according to:

- The stage of preparation of the emerging plan (the more advanced the preparation, the greater the weight that may be given);

- The extent to which there are unresolved objections to relevant policies (the less significant the unresolved objections, the greater the weight that may be given); and
- The degree of consistency of the relevant policies in the emerging plan to the policies in the NPPF, the greater the weight that may be given).

5.13 The following emerging plans are relevant to this application.

Development Management Plan

5.14 The Development Management Local Plan – Further Options Report, is a material planning consideration but is at an early stage of preparation. Public consultation will take place during December and January 2013. Therefore, in accordance with the NPPF, the weight decision makers should accord the Further Options Report should reflect the advice in the NPPF paragraph 216.

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

- Option 21. Sustainable design and construction
- Option 23. Openspace and biodiversity
- Option 24. Landscaping and trees
- Option 25. Noise and vibration
- Option 26. Lighting
- Option 29. Urban design and local character
- Option 40. Community facilities

6.0 Planning Considerations

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

- a) Principle of Development
- b) Design
- d) Highways and Traffic Issues
- e) Noise
- g) Impact on Adjoining Properties
- h) Sustainability and Energy
- i) Ecology and Landscaping

Principle of Development

6.2 There is an existing community building located on the playing field and the proposal would replace this. While the building would be larger than the existing building, the vast majority of the site would remain as a playing field with associated community facilities and the building proposed in the corner of the playing field so as to minimise its impact with the proposal remaining similar to the existing situation making the principle of the development acceptable.

6.3 The increased size of the building would be to improve the existing facilities that are already using the building as well as providing more usable space for other community members who may not wish to play sport but take part in other activities such as dance or just meet with other members of the community.

- 6.4 The proposal for these reasons is inline with the Council's policies on Open space and Metropolitan Open Land.

Design

- 6.5 The existing building is a timber pavilion building that has been in place for many years and is in a state of dis-repair.
- 6.6 The proposal would replace the existing pavilion with a new modular building that would be significantly larger than the existing building. While the building would be larger than the existing one, it would not cover very much more of the playing field, which would remain free for recreational use as existing. The location of the proposed building in the corner of the playing field would also ensure that it does not dominate the playing field and would remain subservient in the site.
- 6.7 The building would be clad in timber on all elevations except the southern elevation, which faces the residential properties in Merchiston Road and would not be visible from the streetscene. The applicants have explained this is due to maintenance issues with the changing room entrance/exits being there and many people using the wall to clean muddy shoes so the plastisol would be much easier to clean and durable. While a fully clad timber building would be preferable, as the elevation would not be visible from the streetscene and the maintenance issues raised by the applicants the modular construction and materials would be considered acceptable in this instance.

Highways and Traffic Issues

Access and Servicing

- 6.8 Access and servicing arrangements to the proposed building are to remain the same as existing.

Cycle Parking

- 6.9 No cycle parking has been proposed, however a condition requiring details of cycle parking to be submitted and approved by the local planning authority could be added to overcome this. This would ensure an acceptable level of cycle parking could be secured and reduce the number of people travelling to the site by car.

Car Parking

- 6.10 The site does not currently have any off street parking and none is proposed. As this is a playing field off street parking would not be encouraged but the provision of facilities such as cycle parking should encourage less people to use cars to visit the site. Furthermore, this is a community facility and many of the people visiting it are anticipated to walk there.

Refuse

- 6.11 No details of refuse storage or collection have been provided, however a condition could be added to ensure that suitable storage and collection arrangements are in place before the new building opens for use.

Noise

- 6.12 Concerns have been raised by residents about increased noise levels from the proposal. The applicant, since the consultation was initially carried out, wrote a letter to residents and provided this to the Council confirming that they would only be opening during the hours of 9:30am to 5:30pm apart from scheduled activities after these hours such as Corbett Residents Association meetings. Furthermore, they confirmed that there would only be dance classes and not dance gigs in the evening and no alcohol licence would be applied for as they have no intention of serving alcohol. .
- 6.13 Therefore it would seem that most of the residents concerns relating to noise would be overcome, however a condition restricting the hours of opening could be added to ensure that the building was not open at unreasonable hours. A condition restricting the sale of alcohol would not be possible as a condition could not be created that would meet the required tests for a condition. However a licence from the Council would be required were alcohol ever intended to be sold on the premises and could be restricted via this route.

Impact on Adjoining Properties

- 6.14 The height, location and orientation of the building would mean that levels of daylight/sunlight and overlooking would remain similar to existing and the building would not have a significant impact on residents.
- 6.15 Many residents have raised concerns about increased pressure on parking and traffic in the area. As this is a community facility, it is hoped that many of the residents using it will walk there and the addition of cycle parking facilities would reduce the number of people likely to travel by car and require parking. The facility has been there for many years and therefore levels of parking and traffic are not likely to increase significantly from the expansion of this building.
- 6.16 An increase in litter from people using the facility has also been raised as a concern. It is not clear what litter is caused by people using the facility and by those passing through, therefore it is difficult to determine the impact of the increased size of the facility. The applicants can be reminded to ask their users to have consideration for residents and not litter the area which could be incorporated into proposals for refuse storage with regards to location of bins; however this is not a planning matter.

Sustainability and Energy

- 6.17 No information has been provided regarding sustainability. As the proposal is for a new non-residential building the Core Strategy would require it to be built to a minimum standard of BREEAM 'Excellent'. While not best practice, a condition could be added that details should be submitted to the local planning authority confirming how the proposal will meet a minimum of BREEAM 'Excellent' and a post construction certificate showing that a minimum of BREEAM 'Excellent' has been met to ensure compliance with the Core Strategy Policy 8.

Ecology and Landscaping

- 6.18 The proposed building would cover more of the playing field than the current building, however as this is grass only there would not be considered to be any

significant ecological impacts. As the building would be located within the playing field, no landscaping works are proposed as the playing field would remain as it is.

7.0 Conclusion

- 7.1 The proposed building would replace an existing community facility which is in a state of dis-repair and would expand the community and improve these facilities for the community. While there would be an increase in traffic and parking from the proposal this would be considered to be negligible.
- 7.2 This application has been considered in the light of policies set out in the development plan and other material considerations.
- 7.3 On balance, Officers consider that the new community building would provide a much needed extended and improved community facility and the scheme is therefore considered acceptable.

8.0 Summary of Reasons for Grant of Planning Permission

- 8.1 It is considered that the proposal is appropriate in terms of its form and design and would not result in material harm to the appearance or character of the surrounding area, or the amenities of neighbouring occupiers. The proposal is thereby in accordance with Policies URB 3 Urban Design; URB 12 Landscape and Development; OS 2 Land Close to Metropolitan Open Land; OS 7 Other Open Space; ENV.PRO 11 Noise Generating Development; LCE 1 Location of New and Improved Leisure, Community and Education Facilities; LCE 2 Existing Leisure and Community Facilities and LCE 3 Educational Sites and Playing Fields in the adopted Unitary Development Plan (July 2004) and Spatial Policy 1 Lewisham Spatial Strategy; Policy 12 Open space and environmental assets; Policy 15 High quality design for Lewisham; Policy 19 Provision and maintenance of community and recreational facilities and Policy 20 Delivering educational achievements, healthcare provision and promoting healthy lifestyles in the adopted Core Strategy (June 2011).

9.0 RECOMMENDATION

GRANT PERMISSION subject to the following conditions:-

- (1) No development shall commence on site until details of the timber cladding (including colour and texture) to be used on the building has been submitted to and approved in writing by the local planning authority. The development shall be carried out in accordance with the approved details, unless the local planning authority agrees in writing to any variation.
- (2) The use of the extension shall be as set out in the application and no development or the formation of any door providing access to the roof of the extension shall be carried out, nor shall the roof area of the extension be used as a balcony, roof garden or similar amenity area, without the prior written permission of the local planning authority.
- (3) Details of the construction, including facing materials, of the proposed refuse storage chamber shall be submitted to and approved in writing by the local planning authority and the chamber shall be constructed in accordance with the approved details before any of the residential units hereby approved are occupied.

- (4) The development hereby permitted shall include secure parking provision for cycles, in accordance with details to be submitted to and approved in writing by the local planning authority before any works on site are commenced. Such provision as may be approved as a reserved matter under this condition shall be provided before the building hereby permitted is occupied and retained permanently thereafter.
- (5) The building hereby permitted shall be built to a minimum standard of "Excellent" under the Building Research Establishment Environmental Assessment Method (BREEAM). Prior to commencement of use of the building, a copy of the Post Construction Certificate confirming that a minimum of "Excellent" BREEAM rating has been achieved shall be submitted to the local planning authority for confirmation.
- (6) The premises shall not be open for customer business between the hours of 11 pm and 8 am on any day of the week.

Reasons

- (1) To ensure that the local planning authority may be satisfied as to the external appearance of the building(s) and to comply with Policy 15 High quality design for Lewisham of the adopted Core Strategy (June 2011) and Policy URB 3 Urban Design in the adopted Unitary Development Plan (July 2004).
- (2) In order to prevent any unacceptable loss of privacy to adjoining properties and the area generally and to comply with Policy 15 High quality design for Lewisham of the adopted Core Strategy (June 2011) and Policies URB 3 Urban Design, HSG 5 Layout and Design of New Residential Development and HSG 12 Residential Extensions in the adopted Unitary Development Plan (July 2004).
- (3) In order that the local planning authority may be satisfied as to the appearance of the refuse chamber and to comply with Policy 15 High quality design for Lewisham of the adopted Core Strategy (June 2011) and Policy URB 3 Urban Design in the adopted Unitary Development Plan (July 2004).
- (4) In order to ensure adequate provision for cycle parking and to comply with Policy 14 Sustainable movement and transport of the adopted Core Strategy (June 2011).
- (5) To ensure compliance with Core Strategy policy 8 Sustainable design and construction and energy efficiency.
- (6) To ensure that the proposed development does not prejudice the enjoyment by neighbouring occupiers of their properties and to comply with Policies ENV.PRO 9 Potentially Polluting Uses, ENV.PRO 11 Noise Generating Development, HSG 4 Residential Amenity and STC 9 Restaurants, A3 Uses and Take Away Hot Food Shops in the adopted Unitary Development Plan (July 2004).

Informatives

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 and proactive discussions took place with the applicant prior to the application being submitted through a pre-application discussion. As the proposal was in accordance with these discussions and was in accordance with the Development Plan, no contact was made with the applicant prior to determination.