

Committee	PLANNING COMMITTEE C	
Report Title	Spring Gardens, Arlington Close, Hither Green, London SE13 6JQ	
Ward	Lewisham Central	
Contributors	John Miller and Michael Forrester	
Class	PART 1	2 February 2017

Reg. Nos. (A) DC/16/98980

Application dated 2.11.2016

Applicant Mr Kemsley, Peacock and Smith on behalf of St Mungos

Proposal Construction of a single storey extension connecting Arlington Court with Garden House to provide a reception and assessment hub for 'No Second Night Out', refurbishment and extension of the Garden House (re-cladding, alterations to elevations, plus additional floor above and 3 storey extension to the front) to provide staging post accommodation and construction of a three storey building to the rear to provide a replacement 28 bed hostel and associated landscaping at Spring Gardens, Arlington Close, SE13

Applicant's Plan Nos. 2015-298\_B01/105, 2015-206\_B01/106, 2015-206\_B01/107, 2015-206\_B01/108A, 2015-206\_B01/110A, 2015-206\_B01/114A, 2015-206\_B01/120A, 2015-206\_B01/206A, 2015-206\_B01/207C, 2015-206\_B01/208B, 2015-206\_B01/209B, 2015-206\_B01/210B, 2015-206\_B01/214A, 2015-206\_B01/215A, 2015-206\_B01/220A, 2015-206\_B01/230, Site Management Plan, Staff Travel Plan, Design and Access Statement, Tree Survey Plan 492.01.00, Tree Survey Schedule, Tree Constraints Plan 492.02.00, BREEAM Pre-Assessment Report C14186B/T01a/VSH, Planning Statement, Green Roof Statement by Access Ecology, Ecological Impact Assessment rev C, Arboricultural Impact Analysis rev B

Background Papers

- (1) This is Background Papers List
- (2) Case File LE/793/A/TP
- (3) Local Development Framework Documents
- (4) The London Plan

Designation Area of Stability and Managed Change

## 2.0 Property/Site Description

2.1 The application site refers to St Mungo's homeless charity and housing association, who provide housing and support to people across London and the South. They seek to help people sleeping rough on the street and get them back into housing to avoid becoming homeless. The Spring Gardens site is located off Arlington Close on the south side of Ennersdale Road and comprises a range of services within the following buildings:

Spring Gardens – located at the west of the site a 2-4 storey building containing 40 rooms.

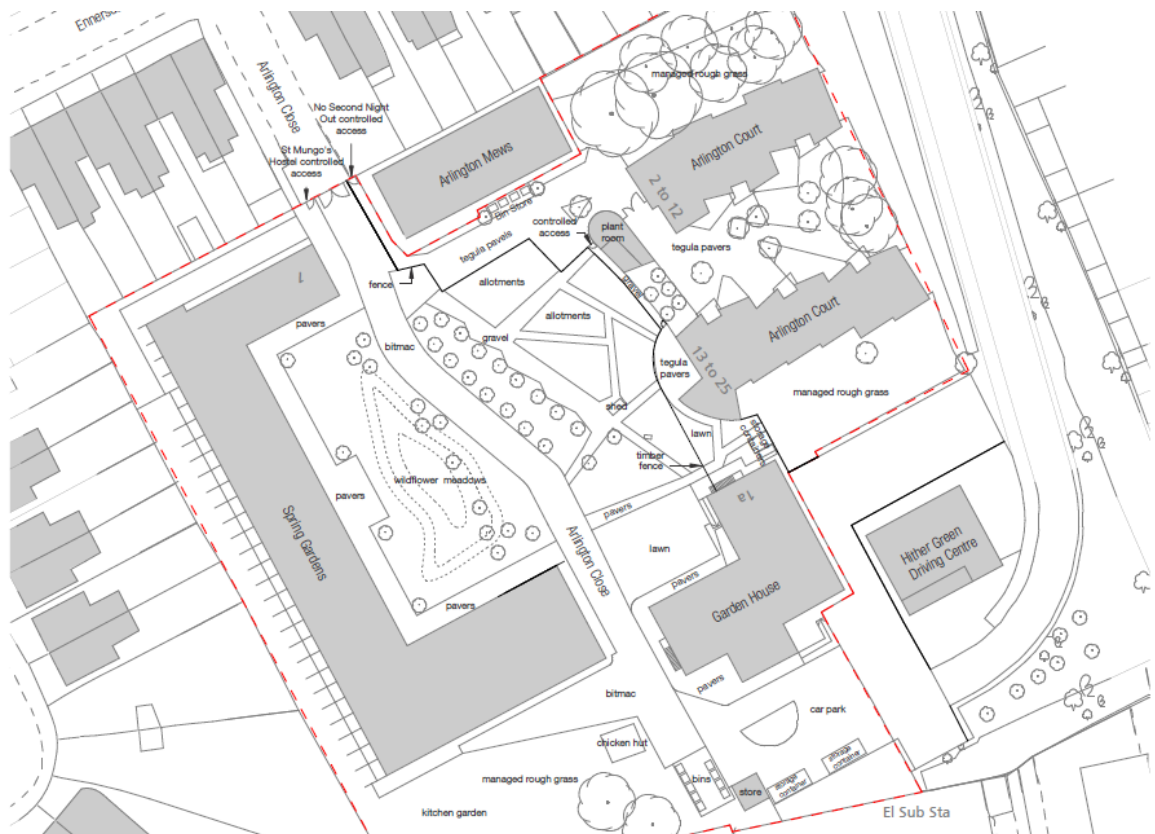
Garden House – located at the south of the site, a two-storey building provides hostel 25 bedrooms.

Arlington Court – located north/ east of the site, a 2 x 2-storey building provides 24 one-bedroom flats and No Second Night Out - a Greater London Authority funded initiative run by St Mungo's. Aims to support rough sleepers so that they can exit and find new housing.

2.2 The access into the site is divided separating the Spring Gardens/ Garden House hostel blocks from the No Second Night Out accommodation via a fence which runs around the edge of the sites central landscaping. This is shown on the site plan below.

2.3 The area generally has a residential feel, surrounding predominantly with Victorian terracing on Ennersdale Road. Larger flatted blocks are located to the south on Beacon Road and the Hither Green Driving Test Centre is located to the east. To the north is a contemporary three storey residential block, Arlington Mews, which looks directly onto the site.

2.4 The site has a secure access from Ennersdale Road and serves as the single vehicle and pedestrian entrance. The site is not included in a conservation area and does not contain or sit within the setting of any locally listed or statutorily listed buildings.



## Existing Site Plan

### **3.0 Planning History**

- 3.1 Planning Permission was granted in December 2000 for the demolition of the existing garage block and the construction of a two storey building comprising 22 bedrooms to provide temporary accommodation, together with kitchen, laundry and staff facilities.
- 3.2 Planning Permission was granted in February 2003 for the construction of a single storey building to the rear of Ennersdale House to provide a caretaker's store, together with refuse bin enclosure.
- 3.3 Planning Permission was granted in August 2005 for the Alterations including the conversion of the existing building from 117 hostel bedsits to 52 bedrooms with en-suite accommodation, staff offices and training rooms together with the construction of a two-storey extension, a canopy over the entrance and alterations to the east elevation of Ennersdale House.
- 3.4 Planning Permission was granted in April 2007 for the demolition of the existing hostel on part of the site of Ennersdale House and the construction of a part single/part two/part four storey building to provide a hostel comprising 40 en-suite bedrooms sharing 5 kitchens, associated officers, staff rooms, library, multi-purpose rooms, communal areas and toilets, together with the provision of 8 car parking spaces. (Phase 1)
- 3.5 Planning permission was granted in March 2007 for the construction of a single storey building to provide a hostel on the site of Ennersdale House comprising 21 self-contained studio units and a multi-purpose consultation unit, together with associated landscaping. (Phase 2).
- 3.6 Planning Permission was granted in August 2010 for the construction of two part single/part two/part three storey buildings at Ennersdale House comprising 24 one bedroom self-contained flats, together with a new service and access road.

### **4.0 Current Planning Applications**

#### The Proposals

- 4.1 Full Planning Permission is sought for three main elements of work, the provision of a new reception space and initial Assessment Hub, a Staging Post for short term accommodation and a replacement hostel. The scheme is funded via the Greater London Authority but submitted for approval by St Mungo's.

#### Assessment Hub

- 4.2 An Assessment Hub is the initial entry point into the No Second Night Out facility; a London-wide project with three hubs, one of which is located at the application site. It is a 24 hour- 7 day a week service that allows outreach teams to assist people they have found sleeping rough. Clients are brought to the hub for initial assessment, and are allocated a service officer who will seek to find new accommodation to end rough sleeping within 72 hours. This facility currently exists on site for up to 25 people but is suffering from outdated and inadequate facilities.
- 4.3 It is proposed to construct of a single storey extension to connect Arlington Court with the Garden House to provide a new reception and assessment hub for 'No Second Night Out' (NSNO). The extension would provide an initial NSNO Assessment Hub and staff facilities in one building. The extension would envelop the existing curved ground floor projection of Arlington Court and span a maximum length of 18.5m and measure a

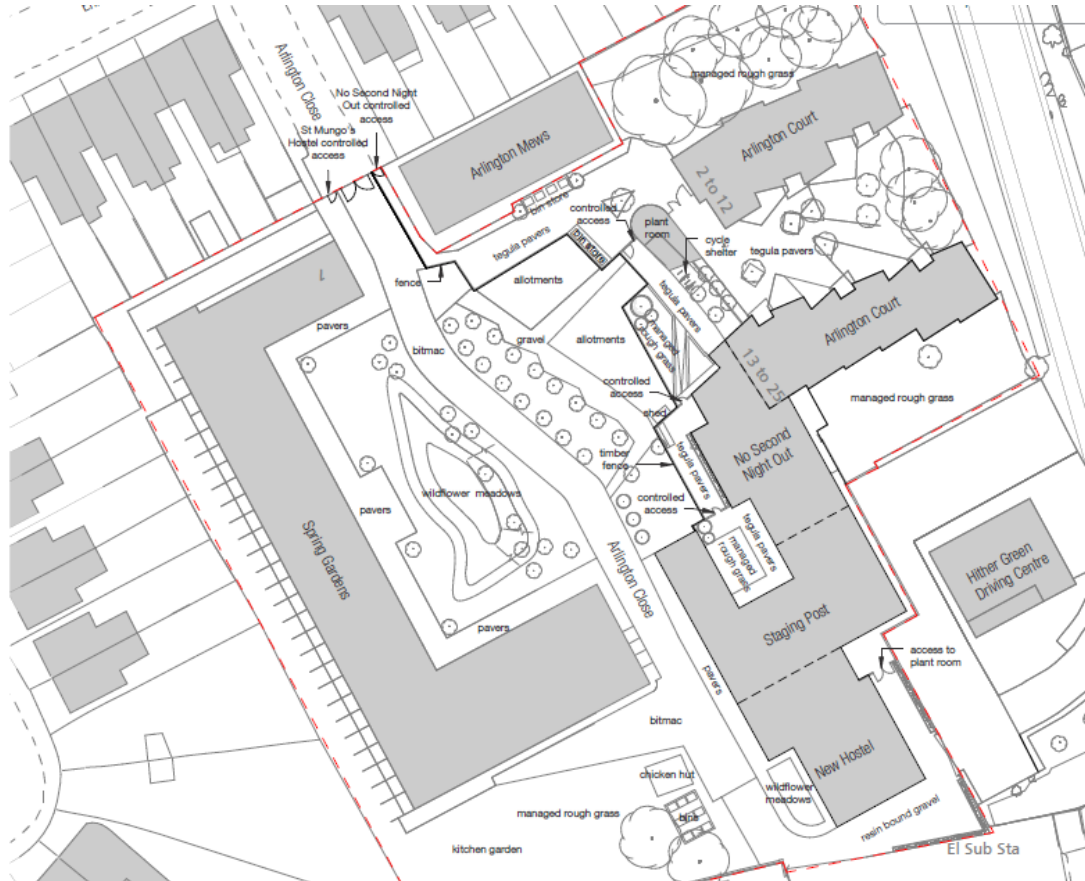
maximum of 13.5m deep. The single storey block would measure 4m high. Internally the space would provide a formal lobby, waiting room, four assessment rooms, showers; w/c's and staff facilities. The new assessment hub would have a capacity of 37 people, an increase of 12 from existing.

#### Staging Post

- 4.4 A Staging Post refers to the provision of short-term bed spaces, which would be provided on site for those who cannot be found alternative accommodation within the initial 72-hour assessment window. Bed spaces would be provided for individuals to stay in a temporary basis to stay until their assessment is completed. There is currently no Staging Post on the site, and this would be the third in London (existing centres existing in Hammersmith and Harrow).
- 4.5 It is proposed to construct a second floor (three in total) over the existing Garden House with a three-storey extension to the front to provide a Staging Post for NSNO. The Staging Post would run alongside the Assessment Hub and provide 43 short-term beds for individuals who cannot be assessed within the NSNO 72 hour target within the initial assessment. The Staging Post would be located in place of the existing hostel. The front extension would measure 11.8m deep by 6.3m wide and up to 9m in height. It would project north from the existing elevation creating a semi-enclosed courtyard around the Staging Post, which has a separate entrance from the Assessment Hub.

#### Replacement Hostel

- 4.6 The construction of a three-storey rear extension of the Garden House to provide a new 28-replacement hostel for St Mungo's. The extension would of a staggered form but measure a maximum of 20.6m deep, 15.5m wide (reducing to 13.4m at the south) and 9m high. The extension would be inset between 4-5.5m from the eastern boundary and between 5-8.7m from the southern boundary. The hostel would have its own entrance, accessed via the central road through the site.
- 4.7 The single storey extension, extensions to the Garden House and the existing Garden House would all be clad in matching materials, a dark brick base at ground floor with render on the upper levels, broken up by dark brick panels and large window openings.
- 4.8 A cycle store would be constructed centrally in the site, adjacent to the existing plant room.



Proposed site plan

### Supporting Documents

- 4.9 Planning Statement – this document provides a detailed site analysis, proposal description and policy context.
- 4.10 Design and Access Statement – this document provides a rationale for the design proposals and outlines community consultation.
- 4.11 Ecological Impact Assessment – a survey for wildlife and habitat was undertaken, no specific species were found but that the site does offer ability for roosting and foraging. The main areas of landscaping are unaffected by the proposals and conditions for bird and bat boxes can be secured by within a decision notice.
- 4.12 Green/ living roof statement – this justifies the approach to the living roof of the site, utilising a sedum-based system rather than more intensive plug planted system given financial constraints and also working with existing building structures.
- 4.13 Sustainability pre-assessment – this outlines the sustainability targets for the development and confirms that a BREEAM score of ‘Good’ is targeted. This is below the policy requirement for Excellent but sets out a rationale including the scale of development and working with existing built fabric.
- 4.14 St Mungo’s Site Management Plan – this statement provided by St Mungo’s outlines their approach to site management including behaviour guidelines and rules for clients.
- 4.15 Staff Travel Plan – this outlines staff travel patterns to the site and details use of car share and public transport. Shifts are based around public accessibility ensuring that car use is minimised.

## **5.0 Consultation**

5.1 This section outlines the consultation carried out by the applicant prior to submission and 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.

5.2 Site notices were displayed and letters were sent to residents and business in the surrounding area and the relevant ward Councillors were also consulted.

### **Pre-Application Consultation**

5.3 The applicant undertook public consultation prior to the submission of the planning application. An evening event was held on the 8<sup>th</sup> September at the site, and circa 50 invitations to local households and businesses were invited. Details of the public consultation are to be found within the applicants Statement of Community Involvement.

### **Written Responses received from Local Residents and Organisations**

5.4 Notification letters were sent to surrounding properties and businesses and exceeded the Councils Statement of Community Involvement requirements. Local Ward Councillors were also notified.

5.5 The following representations, at the time of writing, have been received from residents of 11 addresses on Holmhurset, Ennersdale Road and St. Swithuns Road.

- No objection to the expansion of the site according to their increased need:
- Extension would be as tall as a tower and block views of Canary Wharf
- Loss of views of the skyline
- Noise and disturbance
- Three storeys in height is inappropriate and un-necessary as the site has room to expand elsewhere.
- Loss of outlook
- Overlooking
- Anti-social behaviour

5.6 Copies of representations are available to Members to view.

5.7 Given the number of representations received, in accordance with the Council's Statement of Community Involvement, a drop-in session was held at the St Mungo's site on the 18<sup>th</sup> January 2017. This was attended by representatives from St Mungo's, the Greater London Authority, Planning Consultant, Architects and planning application Case Officer. Two members of the public attended.

### **Written Responses received from Statutory Agencies**

5.8 Transport for London – No objections.

### **Lewisham Council - Strategic Housing**

- 5.9 The number of people rough sleeping in London continues to rise year on year, with over 8000 people bedded down on the streets of the capital in 2015/16. Thanks to the GLA's No Second Night Out (NSNO) initiative the majority of rough sleepers (64%) will only spend one night on the streets. The London Borough of Lewisham is experiencing higher than average rises in rough sleeping, with the same amount of rough sleepers recorded in the first two quarters of 2016/17 as in the entire year of 2015/16.
- 5.10 The number of rough sleepers seen on the streets is likely to continue increasing as the cost of private rented accommodation rises and welfare reforms take effect. Additionally, proposed changes to Homelessness Legislation will see local authorities working with more single homeless people as they work to prevent and relieve homelessness at an earlier stage. The GLA proposal to develop the Spring Gardens site will increase Lewisham's ability to address rough sleeping by providing additional staging post and vulnerable adult bed spaces and improving the NSNO environment.
- 5.11 The South London NSNO hub has been in Lewisham since October 2013, having NSNO in borough means that Lewisham rough sleepers are more likely to be able to access the hub and exit rough sleeping quickly. Refurbishment of the NSNO hub will provide a better environment for rough sleepers, supporting them to exit rough sleeping in a managed and sustainable way. By providing additional staging post accommodation the GLA will be ensuring that more rough sleepers will be able to access and move through NSNO, moving more people away from rough sleeping as quickly as possible. The development of a 26 hostel to replace Garden House will provide additional purpose built beds for the Lewisham Vulnerable Adults Pathway, providing an increase in accommodation for vulnerable rough sleepers.
- 5.12 The Spring Gardens site has hosted the South London NSNO hub for over 3 years and the GLA have committed to supporting the hub's ongoing integration by providing £50,000 in additional funding to support the work of the local Safer Neighbourhoods team. The GLA have committed to working alongside NSNO to ensure that rough sleepers placed in the South Hub are reconnected to their home borough as quickly as possible, where home boroughs are slow in cooperating the GLA will intervene.
- 5.13 Lewisham's own strategy to address homelessness and housing demand is strongly aligned with the work of the Mayor of London and the GLA. We are committed to the Mayor's commissioning priorities to tackle rough sleeping, which include NSNO and welcome the opportunity to increase resources to address rough sleeping in Lewisham and across London.

## **6.0 Policy Context**

### Introduction

- 6.1 Section 70(2) of the Town and Country Planning Act 1990 (as amended) sets out that in considering and determining applications for planning permission the local planning authority must have regard to:-
- (a) the provisions of the development plan, so far as material to the application,
  - (b) any local finance considerations, so far as material to the application, and
  - (c) any other material considerations.

A local finance consideration means:

- (a) a grant or other financial assistance that has been, or will or could be, provided to a relevant authority by a Minister of the Crown, or

(b) sums that a relevant authority has received, or will or could receive, in payment of Community Infrastructure Levy (CIL)

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

#### National Planning Policy Framework

6.3 The NPPF was published on 27 March 2012 and is a material consideration in the determination of planning applications. It contains at paragraph 14, a ‘presumption in favour of sustainable development’. Annex 1 of the NPPF provides guidance on implementation of the NPPF. In summary, this states in paragraph 211, that policies in the development plan should not be considered out of date just because they were adopted prior to the publication of the NPPF. At paragraphs 214 and 215 guidance is given on the weight to be given to policies in the development plan. As the NPPF is now more than 12 months old paragraph 215 comes into effect. This states in part that ‘...due weight should be given to relevant policies in existing plans according to their degree of consistency with this framework (the closer the policies in the plan to the policies in the Framework, the greater the weight that may be given)’.

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

#### Other National Guidance

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

#### London Plan (March 2016)

6.6 On 10 March 2016 the London Plan (consolidated with alterations since 2011) was adopted. The policies relevant to this application are:

Policy 3.1 Ensuring equal life chances for all  
Policy 3.5 Quality and design of housing developments  
Policy 3.8 Housing choice  
Policy 3.9 Mixed and balanced communities  
Policy 5.2 Minimising carbon dioxide emissions  
Policy 5.3 Sustainable design and construction  
Policy 5.4 Retrofitting  
Policy 5.7 Renewable energy  
Policy 5.8 Innovative energy technologies  
Policy 5.12 Flood risk management  
Policy 5.13 Sustainable drainage  
Policy 6.9 Cycling  
Policy 6.10 Walking  
Policy 6.12 Road network capacity  
Policy 6.13 Parking  
Policy 7.4 Local character  
Policy 7.6 Architecture



## London Plan Supplementary Planning Guidance (SPG)

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

Sustainable Design and Construction (2006)

Planning for Equality and Diversity in London (2007)

### Core Strategy

6.8 The Core Strategy was adopted by the Council at its meeting on 29 June 2011. The following lists the relevant policies from the Lewisham Core Strategy as they relate to this application:

Spatial Policy 5	Areas of Stability and Managed Change
Core Strategy Policy 8	Sustainable design and construction and energy efficiency
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

6.9 The Development Management Local Plan was adopted by the Council at its meeting on 26 November 2014. The following lists the relevant policies from the Development Management Local Plan as they relate to this application:

DM Policy 1	Presumption in favour of sustainable development
DM Policy 5	Sheltered housing and care homes
DM Policy 6	Houses in multiple occupation (HMO)
DM Policy 22	Sustainable design and construction
DM Policy 25	Landscaping and trees
DM Policy 26	Noise and vibration
DM Policy 27	Lighting
DM Policy 28	Contaminated land
DM Policy 29	Car parking
DM Policy 30	Urban design and local character
DM Policy 31	Alterations/extensions to existing buildings
DM Policy 33	Development on infill sites, backland sites, back gardens and amenity areas

## **7.0 Planning Considerations**

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

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

### Principle of Development

7.2 Strategic Objective 3 states that provision will be made in the borough for specific accommodation for those with special housing needs, whilst Strategic Objective 11 of the

Core Strategy seeks to improve community well-being, addressing deprivation across the borough, including Lewisham Central where this application is located. Lewisham has a higher than average rise in rough sleeping with the same amount of rough sleepers recorded in the first two quarters of 2016/2017 as in the entire year of 2015/ 2016.

- 7.3 The site has established uses for hostel and temporary accommodation and with the No Second Night Out hub, provides a valuable community service for tackling homeless sleeping in the borough, with the aim of getting those vulnerable people back into housing.
- 7.4 This No Second Night Out hub is viewed as an incredibly important community resource supported by the Councils Housing Department and Officers consider the principle of improving a community facility to be acceptable, provided the design of the proposals is appropriate, would have an acceptable impact on neighbouring amenity and the standard of accommodation created is high quality.

#### Design

- 7.5 The existing site comprises a collection of buildings developed over time and in varying architectural styles. The existing Arlington Court and Garden House buildings are relatively modern, but of no architectural merit and are not locally or statutorily listed. There is no objection to their extension and remodelling to provide a more cohesive design approach to the development.
- 7.6 Extensions are proposed to the Arlington Court and Garden House buildings only, no works are proposed to the existing Spring Gardens building.

#### *Single storey link extension*

- 7.7 A single storey link extension would connect Arlington Court with the Garden House, which is to be a Staging Post. This is a largely rectangular extension with additional front bay projection, set along the eastern boundary of the site adjacent to the Hither Green Driving Centre.
- 7.8 The extension would be clad in two primary materials – white render and dark brick facings that provide a contemporary appearance. The scale, form and materials of the extension are acceptable and would appear subservient to both buildings whilst providing the required accommodation for the facility. The extension would not be visible from the public realm and would also be largely screened from within the site's main courtyard and access road by the dividing fence which separates the St Mungos entrance from the No Second Night Out entrance.
- 7.9 The single storey extension is therefore unobjectionable from a design perspective.

#### *Staging Post Extensions*

- 7.10 The Staging Post would be enlarged by the creation of an additional storey (three storeys in total) with a three storey front extension and a three-storey rear extension. The entire building, including the extensions would be clad in white render and dark facing brick panels to match the single storey extension at Arlington court. The total height of the building would be 9m and not the 31.5m expressed in the objections, this instead refers to height above sea level.
- 7.11 The additional storey over the existing building would contain en-suite bedrooms and would be finished with a flat roof, similar in appearance to the style of the existing Spring Gardens block to the west of the site. At three storeys, this would be clearly taller and of a differing visual form when viewed from within the site but would continue to be lower than

Spring Gardens, which measures a maximum of four storeys circa 12m in height. Given the setback location, 95m from Ennersdale Road and partial screening by Arlington Mews, the site does not form part of any street scene and is not be overly visible from surrounding viewpoints. As such, the increased height and revised architectural form of the building raises no objection.

- 7.12 The three storey front extension would be a projecting wing of accommodation creating a central courtyard by the buildings entrance providing a more private amenity space for users of the site. The front extension would project forward and be roughly aligned with the Spring Gardens eastern wing and formally enclosing this south eastern corner of the site, in a cloister style arrangement of buildings around a courtyard. This is considered an acceptable response in providing an architectural cohesion toward the buildings in the site.
- 7.13 The rear extension of the Garden House provides a replacement hostel for St Mungo's and would be independently accessed via Arlington Close access road, which runs centrally through the site. The extension is of a staggered form, which extends the western elevation of the existing building before stepping in a maximum of 3.6m and is set in between 4 and 5.5m from the eastern boundary with the Hither Green Driving Test Centre. The extension is positioned between 5 and 8.7m from the southern boundary, which is considered sufficient in terms of providing a visual distance to the boundary.
- 7.14 The overall massing of the hostel extension, whilst providing a significantly larger building is considered to be acceptable in this context, where it does not form part of any street scene, and remains in scale and lower than the adjacent Spring Gardens block. The extensions would retain generous separation distances to neighbouring buildings and would therefore not appear visually overbearing nor out of scale in the local context.
- 7.15 The proposed material palette is simple, utilising dark brick at ground floor and white render on the upper levels, with the exception of the St Mungo's hostel entrance, which is entirely brick clad. The brick base provides a hardwearing material, which would need little maintenance. The rendered upper levels would match those of the adjacent Spring Gardens block, providing a bright and unified finish. The span of the elevations would be animated by large staggered window openings and recessed brickwork detail, which conceal hidden bathroom exhausts. The overall design approach is supported in the local context and would represent a significant visual improvement over the existing buildings.

#### Standard of Accommodation

- 7.16 Accommodation would be provided in two forms across the site, the first through a short term, Assessment Post and Staging Post that provide short-term bed accommodation, and the hostel to the rear of the site. There is no specific guidance for hostel accommodation in terms of space standards. However, the applicant has sought to demonstrate that the accommodation proposed would be of a high standard, which promotes independent living, is secure and offers stability for residents.

#### *Staging Post*

- 7.17 The staging post would be located within the existing and extended Garden House, where 43 bedrooms en-suite bedrooms are proposed along with communal facilities including a kitchen and storage areas. The majority of rooms would be single aspect facing east or west, with two rooms at each level being north facing. All rooms would be naturally ventilated, as would the communal corridor. Taking into account the specialised nature of the accommodation, which would be occupied for very short periods of time, the overall mix of rooms is considered acceptable and would meet the needs of vulnerable individuals.

## *New St Mungos Hostel*

- 7.18 The replacement hostel would provide 28 en-suite single bedrooms/ studio flats. These all contain a small kitchenette and furniture layouts on plan show a desk space/ study area and storage. The majority would be single aspect facing east or west, whilst corner rooms would be dual aspect southeast or southwest. There would be no single aspect north facing units. Communal corridors would be naturally lit and all the rooms naturally ventilated. The accommodation is considered to be high quality suited for promoting independent living for the residents and is therefore supported.

### Highways and Traffic Issues

#### *a) Access and Servicing*

- 7.19 The site is accessed via a single gated entry from Ennersdale Road. This access is also the servicing point of entry, where vehicles enter into Arlington Close and service the development from within the site. This is not proposed to change.

- 7.20 Refuse storage would be located to the north of the site by the main entrance and plant room building, and to the south by the hostel. The landscape plan provides indicative finishes for the refuse stores, which raises no objection, but final finishes are sought via condition.

#### *b) Cycle Parking*

- 7.21 The existing site does not have any dedicated cycle parking. The proposals would provide a new cycle store within the site adjacent to the pedestrian access where 12 spaces would be provided (1 space per 5 long-term staff 1 space per 3 short-term staff). There is no cycle storage for residents of the site, taking account of the needs and personal situation of the residents it is extremely unlikely that they would have bicycles and as such, no additional provision is considered necessary, although they would be able to access the cycle parking. There is furthermore, sufficient scope within the site to accommodate bicycle parking if required.

#### *c) Car Parking*

- 7.22 The replacement hostel is to be constructed over an existing car park, where there are approximately 10 parking spaces. These would not be directly re-provided in the scheme, but the applicant has stated that the car park is currently undersubscribed with the majority of staff walking or using public transport or car share. There remains sufficient capacity along the central access road for informal car parking. A staff travel plan has been submitted which confirms that due to the flexible nature of the shift patterns these are based around public transport accessibility and that the site has 24 hour access to taxis. This raises no objection.

#### *d) Construction*

- 7.23 A construction Management Plan will be secured by condition, to ensure that construction activities are of minimal disturbance to neighbouring residents.

### Impact on Adjoining Properties

- 7.24 The single storey hub extension is flanked by existing development within the site and is not considered to result in any loss of amenity to neighbouring occupiers. The additional storey and three-storey front extension are set a minimum distance of 48m from the boundary with Arlington Mews, which is a considerable distance over which a 3-storey development would not result in overlooking, overshadowing or visually overbearing

impact. The properties on Ennersdale Road are located further back still at a minimum distance of 62m.

- 7.25 The closest residential properties to the hostel extension are located to the south at Holmhurst. The northern flank boundary of No's 7-15 are located 20.5m the southern boundary of the application site, separated by a garage court and tree screening. No. 31 Beacon Road is located 43.3m from the application site. The hostel extension would be located over 50m from the nearest garden boundary for properties in St Swithuns Road.
- 7.26 The three-storey rear hostel extension is set a minimum of 5m from the boundary, rising to 8.7m. These would create a minimum separation distance of 25.5m from the hostel to the flank of 7-15 Holmhurst and 52.1m to the rear of 31 Beacon Road. This is acceptable as to not result in an overbearing impact, nor loss of amenity through overlooking or loss of privacy especially taking into account the trees and screening on the boundary.
- 7.27 A number of the objections received refer to the loss of Canary Wharf views as a result of the three-storey extension; however, a loss of a view is not a reason upon which planning permission could be refused.
- 7.28 It is considered that there is an acceptable separation distance between the blocks and that no adverse impact would arise from the extension in terms of overshadowing, or overbearing visual impact.

#### Sustainability

- 7.29 The applicant has submitted a BREEAM assessment for the extension and refurbishment of existing buildings, which predicts a score of 'Good'.
- 7.30 Whilst Core Strategy Policy 8 requires BREEAM Excellent, officers take a pragmatic approach to extensions to existing buildings, and recognise that in order to achieve BREEAM Excellent this would place substantial additional cost on the project, which may risk its ability to deliver core services serving a vulnerable sector of the community.
- 7.31 The applicant has stated that other sustainability measures will be incorporated into the development including solar panels at roof level, rainwater harvesting, and natural ventilation and cross ventilation and pre-fabricated bathroom pods to reduce waste, A-rated electrical appliances, water saving products and responsibly sourced materials with high-recycled content.

#### Ecology and Landscaping

- 7.32 The proposals result in the loss of 441 sqm of cultivated land, tarmac/ concrete hard standing, and seven trees, but would be replaced by the provision of 820 sqm of extensive sedum green roof in addition to revised landscaping proposals around the buildings. Officers would usually seek a deeper biodiverse plug planted green roof system, which requires a significant build-up of 80mm-150mm at roof level. These biodiverse systems carry significant weight and cost implications, which for a scheme such as this is a financial burden. Officers have therefore taken a pragmatic approach in the sedum green roof system given its significant size and position over extensions to existing buildings. This is therefore supported from an ecology perspective.
- 7.33 The existing site benefits from mature landscaping. The central element adjacent to the access road would remain unaffected by the proposals. New landscaping in the form of wildflower meadows and trees are proposed within the Staging Post courtyard and adjacent to the new hostel, which is supported and would positively add to the existing landscaping on site. Hard landscaped areas would re-use existing pavers or constitute of resin bound gravel both of which would be of an acceptable quality.

7.34 With regards to ecology, a Phase 1 survey was undertaken in August 2016 and found no evidence of badgers, bats and only some potential for birds. The main habitats were the orchard, which is to remain. No presence of amphibians, reptiles or nesting birds were found. The Garden House has the potential for bats and the survey states that a licenced ecologist should supervise works undertaken. Mitigation measures are also proposed such as bird and bat boxes, which are to be secured by planning condition.

## **8.0 Community Infrastructure Levy**

8.1 The above development is not CIL liable.

## **9.0 Equalities Considerations**

9.1 Section 149 of the Equality Act 2010 (“the Act”) imposes a duty that the Council must, in the exercise of its functions, have due regard to:-

- (a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act;
- (b) advance equality of opportunity between persons who share a relevant protected characteristic and those who do not;
- (c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

9.2 The protected characteristics under the Act are: age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation.

9.3 The duty is a “have regard duty” and the weight to attach to it is a matter for the decision maker bearing in mind the issues of relevance and proportionality.

9.4 In this matter, there is no adverse impact upon equality, and the proposals would improve support for the boroughs vulnerable residents, aiming to end rough sleeping.

## **10.0 Conclusion**

10.1 This application has been considered in the light of policies set out in the development plan and other material considerations.

10.2 There is no objection to the enlargement of the facility, which plays an important role in the community. The design approach is supported, by providing a cohesive design across the buildings. The standard of accommodation is acceptable and details of management have been submitted which show clear efforts to minimise anti-social behaviour.

## **11.0 RECOMMENDATION**

**GRANT PERMISSION** subject to the following conditions:-

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

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

2. Develop in Accordance with Plans – The development shall be carried out strictly in accordance with the application plans, drawings and documents hereby approved and as detailed below:

2015-298\_B01/105, 2015-206\_B01/106, 2015-206\_B01/107, 2015-206\_B01/108A, 2015-206\_B01/110A, 2015-206\_B01/114A, 2015-206\_B01/120A, 2015-206\_B01/206A, 2015-206\_B01/207C, 2015-206\_B01/208B, 2015-206\_B01/209B, 2015-206\_B01/210B, 2015-206\_B01/214A, 2015-206\_B01/215A, 2015-206\_B01/220A, 2015-206\_B01/230, Site Management Plan, Staff Travel Plan, Design and Access Statement, Tree Survey Plan 492.01.00, Tree Survey Schedule, Tree Constraints Plan 492.02.00, BREEAM Pre-Assessment Report C14186B/T01a/VSH, Planning Statement, Green Roof Statement by Access Ecology, Ecological Impact Assessment rev C, Arboricultural Impact Analysis rev B

**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. Construction Management Plan

No development shall commence on site until such time as a Construction Management Plan has been submitted to and approved in writing by the local planning authority. The plan shall cover:-

(a) Dust mitigation measures.

(b) The location and operation of plant and wheel washing facilities

(c) Details of best practical measures to be employed to mitigate noise and vibration arising out of the construction process

(d) Details of construction traffic movements including cumulative impacts which shall demonstrate the following:-

(i) Rationalise travel and traffic routes to and from the site.

(ii) Provide full details of the number and time of construction vehicle trips to the site with the intention and aim of reducing the impact of construction related activity.

(iii) Measures to deal with safe pedestrian movement.

(e) Security Management (to minimise risks to unauthorised personnel).

(f) Details of the training of site operatives to follow the Construction Management Plan requirements and any Environmental Management Plan requirements (delete reference to Environmental Management Plan requirements if not relevant).

Development shall be undertaken in accordance with the approved details.

**Reason:** In order that the local planning authority may be satisfied that the demolition and construction process is carried out in a manner which will minimise possible noise, disturbance and pollution to neighbouring properties and to comply with 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).

### 4. Materials

No development above ground shall commence on site until a detailed schedule and specification of all external materials and finishes/windows and external doors/roof coverings/other site specific features to be used on the buildings have been submitted to and approved in writing by the local planning authority. The development shall be carried out in accordance with the approved details.

**Reason:** To ensure that the local planning authority may be satisfied as to the external appearance of the building(s) and to comply with Policy 15 High quality design for

5. Cycle storage

(a) A minimum of 12 secure and dry cycle parking spaces shall be provided within the development as indicated on the plans hereby approved.

(b) Prior to occupation of the development, full details of the cycle parking facilities shall have been submitted to and approved in writing by the local planning authority.

(c) 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).

6. No new windows – removal of permitted development rights

Notwithstanding the Town and Country Planning (General Permitted Development) Order 2015 (or any Order revoking, re-enacting or modifying that Order), no windows (or other openings) shall be constructed other than those expressly authorised by this permission.

**Reason:** To enable the local planning authority to regulate and control any such further development in the interests of amenity and privacy of adjoining properties in accordance with DM Policy 31 Alterations and extensions to existing buildings including residential extensions, DM Policy 32 Housing design, layout and space standards of the Development Management Local Plan (November 2014).

7. Refuse storage

(a) Prior to occupation of the development, details of proposals for the storage of refuse and recycling facilities, shall have been submitted to and approved in writing by the local planning authority.

(b) The facilities as approved under part (a) shall be provided in full prior to occupation of the development and shall thereafter be permanently retained and maintained.

**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).

8. Bird/ Bat boxes

Details of the number and location of the bird/bat boxes to be provided as part of the development hereby approved shall be submitted to and approved in writing by the local planning authority prior to commencement of above ground works and shall be installed before occupation of the building and maintained in perpetuity.

**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).

## 9. Travel Plan

The development shall be carried out and maintained in accordance with the approved Travel Plan.

**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).

## 10. Living Roof

(a) Details of the sedum roof shall be submitted to and approved in writing by the local planning authority prior to above ground works. The development shall be constructed in accordance with the approved details and maintained thereafter.

(b) The living roofs shall not be used as an amenity or sitting out space of any kind whatsoever and shall only be used in the case of essential maintenance or repair, or escape in case of emergency.

(c) Evidence that the roof has been installed in accordance with (a) shall be submitted to and approved in writing by the local planning authority prior to the first occupation of the development hereby approved.

**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).

## **INFORMATIVES**

**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 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.

**Construction Practice:** You are advised that all construction work should be undertaken in accordance with the "London Borough of Lewisham Code of Practice for Control of Pollution and Noise from Demolition and Construction Sites" available on the Lewisham web page.

**Dust Minimisation:** In preparing the scheme of dust minimisation, reference shall be made to the London Councils Best Practice Guide: The Control of Dust and Emissions from Construction and Demolition. All mitigation measures listed in the Guide appropriate to the size, scale and nature of the development will need to be included in the dust minimisation scheme.

**Pre-commencement conditions:** The applicant is advised that conditions 3 requires details to be submitted prior to the commencement of works due to the importance to minimise disruption on the local highway network and neighbouring residents during construction.