

Item No. 8.7	Classification: OPEN	Date: 11 March 2014	Meeting Name: Planning Sub-Committee A
Report title:	Development Management planning application: Council's own development Application 13/AP/4398 for: Council's Own Development - Reg. 3 Address: ST GEORGES CHURCH, 55 WELLS WAY, LONDON, SE5 7TW Proposal: The installation of a secure communal bike shelter for twenty bicycles within the St George's Church Car Park, measuring 8260mm long x 2090mm wide x 2165mm high.		
Ward(s) or groups affected:	Peckham		
From:	Head of Development Management		
Application Start Date 17/12/2013		Application Expiry Date 11/02/2014	
Earliest Decision Date 06/02/2014			

RECOMMENDATION

- 1 That Members grant permission subject to conditions.

BACKGROUND INFORMATION

Site location and description

- 2 The application is referred to members for decision as it involves Metropolitan Open Land (MOL). The application site is located within the grounds of St George's church; a Grade 2 Listed building located at the junction of Wells Way and St George's Way in the Peckham ward. The church was converted to residential use during the 1990s to become St George's Housing Co-operative.
- 3 The site is located within the Peckham and Nunhead Action Area, the urban density zone and a designated air quality management area. It is also located within the boundary of Burgess Park, which is designated as Metropolitan Open Land (MOL) and as a site of nature conservation (SINC).

Details of proposal

- 4 The proposal consists of the installation of a cycle shelter in the residents' car park. The store will sit adjacent to the perimeter brick wall that runs along St George's Way. The shelter measures 8.2m long, 2.16m high and 2.09m deep and will contain 10 Sheffield stands, capable of storing 20 cycles.
- 5 The structural frame of the cycle store will be matte black powder coated on a galvanised steel frame. Softwood timber cladding will be used on the sliding doors at the front of the stand and on each end, whilst an arced roof will be formed from a translucent perspex material.

- 6 Residents submitted a funding bid to the council's cleaner, greener, safer (CGS) fund in 2009 and funding was awarded for the installation of the shelter by Peckham Community Council as part of the 2010-11 CGS programme. The above design was finalised and the location agreed with residents in July 2013.

Planning history

- 7 08/AP/2236 - Granted

Installation of metal perimeter fencing, pedestrian gate and electrically operated vehicular gates all to match existing fencing. (re-submission)

- 8 08/AP/1516 - Granted

Installation of new external lighting to car park area

Planning history of adjoining sites

- 9 None relevant

KEY ISSUES FOR CONSIDERATION

Summary of main issues

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

- a) Conformity with strategic and land-use policies;
- b) Impact(s) on Metropolitan Open Land (MOL);
- c) Impact on residential amenity
- d) Transport impacts
- e) Impact(s) on the Listed Building and other design considerations;

Planning policy

- 11 National Planning Policy Framework

The National Planning Policy Framework (NPPF), adopted in March 2012, sets out the Government's strategy for sustainable growth. The strategy is underpinned by the idea of a presumption in favour of sustainable development, which planning policies and planning decisions should seek to deliver.

- 12 The NPPF sets out that great weight should be afforded to the conservation of the historic environment and to heritage assets, such as Listed Buildings. When making planning decisions, local planning authorities should consider the desirability of retaining the heritage asset and the positive contribution that development could make to sustainable communities. The NPPF also stresses the need to provide travel choice; maximising opportunities to enable more sustainable transport and giving priority to pedestrians and cyclists, wherever practical.

- 13 London Plan July 2011 consolidated with revised early minor alterations October 2013

Policy 6.9 - Cycling

Policy 7.8 - Heritage assets and archaeology

- 14 Core Strategy 2011

Strategic policy 2 - Sustainable transport

Strategic policy 11 - Open spaces and nature conservation
Strategic policy 12 - Design and conservation

15 Saved Southwark Plan 2007

On 19 March 2013, the council's cabinet considered the issue of compliance between Southwark's planning policies and the National Planning Policy Framework (NPPF), as required by NPPF paragraph 215. All policies and proposals were reviewed and the Council satisfied itself that they were in general conformity with the NPPF. The resolution was that with the exception of Southwark Plan policy 1.8 (location of retail outside town centres), all Southwark planning policies are saved. Therefore due weight should be given to relevant policies in existing plans in accordance to their degree of consistency with the NPPF.

Policy 3.11 - Efficient use of land

Policy 3.12 - Quality in design

Policy 3.14 - Designing out crime

Policy 3.15 - Conservation of the historic environment

Policy 3.18 - Setting of listed buildings, conservation areas and world heritage sites

Policy 3.25 - Metropolitan open land (MOL)

Policy 5.4 - Walking and cycling

16 Peckham and Nunhead Area Action Plan

The Peckham and Nunhead Area Action Plan (AAP) underwent an Examination in Public in July 2013 to determine whether it was 'sound' and could be adopted. The Inspector presiding over the Examination has since reported that, subject to a number of main modifications, the AAP can be adopted. This is anticipated to happen in 2014. Accordingly, the policies in the AAP can be afforded some material weight.

Policy 11 - Active travel

Policy 19 - Open spaces and site of importance for nature conservation (SINC)

Policy 24 - Heritage

Policy 41 - Peckham North character area: built environment

Principle of development

17 The installation of communal cycle storage is supported in principle by Core Strategy Strategic Policy 2 as a measure that would contribute to enabling more sustainable travel in the borough. This is subject to more detailed considerations as to whether the location of the storage would give rise to impacts in terms of design or amenity.

18 In spite of the designation of the site as Metropolitan Open Lane (MOL), the specific land affected is currently a residential car park located between St George's Church and St George's Way, separate to Burgess Park. The proposal would have little impact on the openness of the MOL and is considered to meet the exceptional circumstances under which development is acceptable, as set out in Southwark Plan policy 3.25.

Environmental impact assessment

19 Not required for an application of this nature.

Impact of proposed development on amenity of adjoining occupiers and surrounding area

20 This proposal has been led by residents of the converted St George's Church and has

been the subject of extensive discussions.

- 21 The location of the bike shelter is such that it will not impede the functioning of the existing residential car park. From a visual perspective, impacts for existing residents will be limited since the store is effectively framed by the brick boundary wall and large trees at each end of the store. The location of the cycle shelter immediately adjoining the boundary wall along St George's Way means that any visual impact to properties opposite the church will be greatly reduced. No impacts are anticipated that would be to the detriment of adjoining occupiers.
- 22 The proposal to fully enclose the cycle store will result in a more secure storage area and there will be a degree of natural surveillance provided from the accommodation that overlooks this part of the car park.

Impact of adjoining and nearby uses on occupiers and users of proposed development

- 23 None anticipated

Transport issues

- 24 Southwark's core strategy is strongly in favour of measures that will encourage more sustainable transport choices. Saved Southwark Plan policy 5.7 states that cycle storage should be convenient, secure and weatherproof.
- 25 The cycle store is located in close proximity to the residents who will ultimately use it and makes use of Sheffield stands, the council's preferred storage solution in terms of convenience for users of a wide range of ages and abilities. The council's transport planning team have advised that the minimum separation between stands should be 900mm. Submitted plans confirm that the separation between stands is 800mm, which is considered acceptable in this instance because it will still allow for the stands to function as intended and any increases in the separation distance would necessitate an increase in the size of the shelter; potentially having a greater impact on the adjoining listed building.
- 26 It is proposed that the store will be timber clad, with sliding doors to the front and a curved perspex roof. This will ensure that the store is both secure and weatherproof. On balance, the specification and configuration of the cycle storage is considered acceptable from a transport perspective.

Design issues

- 27 The design is considered to be convenient, secure and weatherproof. By virtue of being largely shielded from the street by the brick wall it is considered discreetly located.
- 28 The proposed timber cladding will be a mid-brown softwood that will assume a silver grey/brown colour over time. Additional evergreen planting of green privet is proposed to soften the appearance of the cycle store. This is particularly important at the eastern end of the cycle store where it protrudes beyond the brick boundary wall and is visible from the street through the metal railings.

Impact on character and setting of a listed building and/or conservation area

- 29 The cycle store is located in the residents' car park that immediately adjoins the Grade II listed St George's Church, so consideration of the potential impacts on the listed building is crucial. Southwark plan policy 3.18 sets out that new development should

preserve or enhance the immediate or wider setting and any important views of the listed building. It is also noted that the NPPF advises that the level of detail provided in this regard should be proportionate to the importance of the heritage asset and sufficient to understand the potential impact.

- 30 St George's church is undoubtedly an important local landmark, however, as a result of the conversion to residential accommodation the majority of the original internal features have been lost. Its remaining heritage significance lies in its historical association to the original community/urban structure and in the finely proportioned and detailed Doric portico and church-tower above. The location of the cycle store is considered discreet and sympathetic to these heritage features. The established line of mature trees running along the boundary wall will provide a degree of screening and the use of timber cladding on each end of the structure will also soften its appearance.
- 31 The design and access statement details that additional evergreen planting will be introduced at either end of the cycle store, again to soften the appearance in views of the church. This is considered necessary to help the cycle store fit in with the garden setting.

Impact on trees

- 32 The location of the proposed cycle storage has been chosen in part to respect the existing Lime and Horse chestnut trees, which are situated at each end of the proposed communal store and are subject to tree preservation orders. The impacts are considered minimal.

Planning obligations (S.106 undertaking or agreement)

- 33 None required for a scheme of this nature

Sustainable development implications

- 34 None in addition to those detailed above

Other matters

- 35 None

Conclusion on planning issues

- 36 The provision of additional storage for cycles is strongly supported in principle, subject to detailed considerations pertaining to design, location and setting. Whilst the setting in this case is particularly sensitive, it is clear that the design of the shelter- including the associated planting- is respectful of the proximity to the listed building. The location strikes an appropriate balance between convenience, the need for security and the need to preserve those church features that are of most heritage value.
- 37 For these reasons, it is recommended that permission is granted.

Community impact statement

- 38 In line with the council's community impact statement the impact of this application has been assessed as part of the application process with regard to local people in respect of their age, disability, faith/religion, gender, race and ethnicity and sexual orientation. Consultation with the community has been undertaken as part of the application process.

a) The impact on local people is set out above.

Consultations

39 Details of consultation and any re-consultation undertaken in respect of this application are set out in Appendix 1.

Consultation replies

40 Details of consultation responses received are set out in Appendix 2.

Summary of consultation responses

Comments from transport planning and design and conservation incorporated into the above analysis. No responses received from residents, although it is noted that they have been instrumental in this proposal coming forward.

Human rights implications

41 This planning application engages certain human rights under the Human Rights Act 2008 (the HRA). The HRA prohibits unlawful interference by public bodies with conventions rights. The term 'engage' simply means that human rights may be affected or relevant.

42 This application has the legitimate aim of providing details of proposed cycle storage for residents of St George's Church. The rights potentially engaged by this application, including the right to a fair trial and the right to respect for private and family life are not considered to be unlawfully interfered with by this proposal.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

43 None

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Site history file: TP/2194-E Application file: 13/AP/4398 Southwark Local Development Framework and Development Plan Documents	Chief executive's department 160 Tooley Street London SE1 2QH	Planning enquiries telephone: 020 7525 5403 Planning enquiries email: planning.enquiries@southwark.gov.uk Case officer telephone: 020 7525 1249 Council website: www.southwark.gov.uk

APPENDICES

No.	Title
Appendix 1	Consultation undertaken
Appendix 2	Consultation responses received
Appendix 3	Recommendation

AUDIT TRAIL

Lead Officer	Gary Rice, Head of Development Management	
Report Author	Michael Glasgow, Senior Planning Officer	
Version	Final	
Dated	04 February 2014	
Key Decision	No	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments included
Strategic Director, Finance and Corporate Services	No	No
Strategic Director, Environment and Leisure	No	No
Strategic Director, Housing and Community Services	No	No
Director of Regeneration	No	No
Date final report sent to Constitutional Team		27 February 2014

APPENDIX 1

Consultation undertaken

Site notice date: 14/01/2014

Press notice date: 02/01/2014

Case officer site visit date: 14/01/2014

Neighbour consultation letters sent: 03/01/2014

Internal services consulted:

Design surgery

Transport

Statutory and non-statutory organisations consulted:

n/a

Neighbours and local groups consulted:

03/01/2014	FLAT 5 59 WELLS WAY LONDON SE5 7UB	03/01/2014
03/01/2014	FLAT 6 59 WELLS WAY LONDON SE5 7UB	03/01/2014
03/01/2014	FLAT 9 59 WELLS WAY LONDON SE5 7UB	03/01/2014
03/01/2014	FLAT 37 62 ST GEORGES WAY LONDON SE15 6QS	03/01/2014
03/01/2014	FLAT 42 62 ST GEORGES WAY LONDON SE15 6QS	03/01/2014
03/01/2014	FLAT 3 59 WELLS WAY LONDON SE5 7UB	03/01/2014
03/01/2014	FLAT 3 55 WELLS WAY LONDON SE5 7TW	03/01/2014
03/01/2014	FLAT 4 55 WELLS WAY LONDON SE5 7TW	03/01/2014
03/01/2014	FLAT 5 55 WELLS WAY LONDON SE5 7TW	03/01/2014
03/01/2014	FLAT 13 59 WELLS WAY LONDON SE5 7UB	03/01/2014
03/01/2014	FLAT 1 55 WELLS WAY LONDON SE5 7TW	03/01/2014
03/01/2014	FLAT 2 55 WELLS WAY LONDON SE5 7TW	03/01/2014
03/01/2014	FLAT 36 62 ST GEORGES WAY LONDON SE15 6QS	03/01/2014
03/01/2014	FLAT 16 60 ST GEORGES WAY LONDON SE15 6QR	03/01/2014
03/01/2014	FLAT 17 60 ST GEORGES WAY LONDON SE15 6QR	03/01/2014
03/01/2014	FLAT 20 60 ST GEORGES WAY LONDON SE15 6QR	03/01/2014
03/01/2014	FLAT 66 64 ST GEORGES WAY LONDON SE15 6QW	03/01/2014
03/01/2014	FLAT 68 64 ST GEORGES WAY LONDON SE15 6QW	03/01/2014
03/01/2014	FLAT 70 64 ST GEORGES WAY LONDON SE15 6QW	03/01/2014
03/01/2014	FLAT 32 60 ST GEORGES WAY LONDON SE15 6QR	03/01/2014
03/01/2014	FLAT 33 60 ST GEORGES WAY LONDON SE15 6QR	03/01/2014
03/01/2014	FLAT 34 60 ST GEORGES WAY LONDON SE15 6QR	03/01/2014
03/01/2014	FLAT 23 60 ST GEORGES WAY LONDON SE15 6QR	03/01/2014
03/01/2014	FLAT 27 60 ST GEORGES WAY LONDON SE15 6QR	03/01/2014
03/01/2014	FLAT 31 60 ST GEORGES WAY LONDON SE15 6QR	03/01/2014
03/01/2014	FLAT 22 55 WELLS WAY LONDON SE5 7TW	03/01/2014
03/01/2014	FLAT 23 55 WELLS WAY LONDON SE5 7TW	03/01/2014
03/01/2014	FLAT 24 55 WELLS WAY LONDON SE5 7TW	03/01/2014
03/01/2014	FLAT 19 55 WELLS WAY LONDON SE5 7TW	03/01/2014
03/01/2014	FLAT 20 55 WELLS WAY LONDON SE5 7TW	03/01/2014
03/01/2014	FLAT 21 55 WELLS WAY LONDON SE5 7TW	03/01/2014
03/01/2014	FLAT 28 55 WELLS WAY LONDON SE5 7TW	03/01/2014
03/01/2014	FLAT 29 55 WELLS WAY LONDON SE5 7TW	03/01/2014
03/01/2014	FLAT 30 55 WELLS WAY LONDON SE5 7TW	03/01/2014
03/01/2014	FLAT 25 55 WELLS WAY LONDON SE5 7TW	03/01/2014
03/01/2014	FLAT 26 55 WELLS WAY LONDON SE5 7TW	03/01/2014
03/01/2014	FLAT 27 55 WELLS WAY LONDON SE5 7TW	03/01/2014
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03/01/2014	FLAT 8 55 WELLS WAY LONDON SE5 7TW	03/01/2014
03/01/2014	FLAT 15 55 WELLS WAY LONDON SE5 7TW	03/01/2014
03/01/2014	FLAT 16 55 WELLS WAY LONDON SE5 7TW	03/01/2014
03/01/2014	FLAT 17 55 WELLS WAY LONDON SE5 7TW	03/01/2014
03/01/2014	FLAT 12 55 WELLS WAY LONDON SE5 7TW	03/01/2014

Consultation responses received

Internal services

Design surgery

St. George's Church is a grade II listed building and an important local landmark in the Burgess Park area, where it is one of the few original buildings to survive the post-war bomb-damage clearance. Now converted to housing, with no original interiors remaining, its heritage significance lies in its historical association to the original community/urban structure and in the finely proportioned and detailed Doric portico and Church-tower above.

The need for a secure cycle-store has been established with the applicant in pre-app discussions, and the hard-landscaped area to the south of the Nave affords the most suitable area in terms of resident over-looking/safety combined with a suitable distance from the Church itself. The positioning, against the southern boundary wall and beyond the eastern end of the apse, will barely be visible in views of the entrance portico. The location is also determined by the position of the mature tree-trunks, which does take it beyond the tallest section of boundary wall, where evergreen planting is proposed to provide screening. The length of the store is somewhat excessive at 8.26m, but we accept that storage must be provided equally for all the residents. The plastic roof is also unfortunate, but timber cladding to the front and sides will soften the aesthetic impact in this 'garden' setting. Saved Policy 3.18 should be applied in this case, and we consider the restricted visibility and sensitive positioning should preserve the setting.

Subject to a condition being applied to ensure the plant-screening is implemented, we have no objections to this proposal whose impacts on the heritage significance of the listed building are (on balance) less than substantial.

Transport

The applicant will need to provide details with regards to the distance between the stands centre to centre. For a stand of this type that is similar to a Sheffield stand a minimum of 900mm should be provided centre to centre.

Neighbours and local groups

No responses received