

Item No.	Classification	Decision Level	Date
9	OPEN	PLANNING COMMITTEE	27.07.04
From Interim Development and Building Control Manager		Title of Report DEVELOPMENT CONTROL	
Proposal (04-AP-0530 and 04-ap-0532) (duplicate references 04-AP-514 and 04-AP-0533) i) Conservation area consent to demolish all the buildings on site. ii) Approval of Reserved Matters of the siting, design, external appearance and landscaping of residential development for the erection 8 blocks totaling 107 dwellings and 77 car-parking spaces [Block 1 - 4 storeys with 16 flats (9 one-bedroom and 7 two-bedroom); Block 2 - 4 storeys with 16 flats (8 one-bedroom and 8 two-bedroom); Block 3 - 5 storeys with 24 two-bedroom flats; Block 4 - 4 storeys with 14 two-bedroom flats; Block 5 - 3 storeys with 5 three-bedroom houses; Block 6 - 3 storeys with 9 two-bedroom flats; Block 7 - 3 storeys with 5 three-bedroom houses and 3 one-bedroom flats and 3 two-bedroom flats; Block 8 - 4 storeys with 12 two-bedroom flats] as required by Condition 1 of outline planning permission dated 22/08/2002 [Application no. 0100712] for residential redevelopment of the site.		Address High Wood Barracks, Lordship Lane Ward College	

PURPOSE

- 1 To consider the above application
- 2 These applications need to be reported to the Planning Committee because of the number of objections received and the size of the development.

RECOMMENDATION

- 3 Grant Conservation Area Consent to demolish all buildings on the site
- 4 Approve reserved matters subject to the signing of a legal agreement for the provision of a cycle/pedestrian crossing outside the site, street lighting and paths/fencing in Coxes Walk.

BACKGROUND

- 5 The application site is a former a Territorial Army centre on the west side of Lordship Lane 150m to the south of the junction with Dulwich Common and close to the border with the London Borough of Lewisham. Here the road is dual carriageway and part of the South Circular, which is managed by Transport for London. There are bus stops outside the site. The site slopes from north to south.
- 6 The site is irregular in shape, 0.75ha in area and contains a mixture of one to three-storey buildings, which date from the late 1930's. The site lies within the Dulwich Wood Conservation Area. A new two-storey Territorial Army building has recently been built on a strip of land (formerly part of the Territorial Army Barracks) to the south of the site, which contains classrooms and a single storey rifle range (this was a development on crown land so planning permission was not required from the Council). It is understood from the applicants that the sale of the current application site helped to finance the construction of this building.
- 7 To the southeast on the new territorial army building is a small estate of two storey houses (Lapse Water Close). Beyond this is a larger housing estate composed of mainly 4 to 6 storey blocks of flats within the Sydenham Hill Estate. To the north of the site is a two storey block of flats and to the north of this is St Peters Church a Grade II Listed building with a tall Spire. Opposite across Lordship Lane are tall two/three storey houses many of which have been converted into flats
- 8 To the rear (east) of the site is Coxes Walk a tree-lined strip of land containing a public footpath, which runs from Dulwich Common to Sydenham Hill Wood Nature Reserve. It is managed by the London Wildlife Trust. To the east of Coxes walk are open playing fields. To the south of the site behind the new territorial army centre are allotments. The land to the north and west of the site is designated as Metropolitan Open Land (MOL).
- 9 Outline planning permission was granted in August 2002 to use the application site (part of the Territorial Army Barracks) for residential purposes. All matters beyond the principle of residential development were reserved for subsequent approval. This permission was subject to a legal agreement which required that 25% of the proposed accommodation should be for affordable housing. There is an indicative plan attached to the legal agreement which shows 36 flats and 18 houses. However, the planning permission only relates to the principle of residential development on the site.
- 10 The first application which is the subject of this report is for the demolition of all the buildings on the site which are in the Dulwich Wood Conservation area. A demolition statement has been submitted which describes all of the buildings on the site. The report concludes that it is only the entrance block which could be considered to be of high architectural quality and 75% of the rest of the elevations of the buildings are unattractive to look at and of mediocre quality. It further concludes that overall the buildings do not make a positive contribution to the character conservation area.
- 11 The second application is for the approval of all of the Reserved Matters on the outline planning permission for residential purposes. The development detailed in the Reserved Matters submission is for the erection of eight buildings accommodating 107 dwellings.

- 12 This consists of three four storey flat roofed blocks of flats (blocks 1,2 and 8) fronting Lordship Lane, two of which, are close together at the southern end of the frontage and the other being separated by the access road into the site. To the rear of the southern two blocks is a five storey block of flats (block 3) in the southernmost section of the site close to the rear of the new territorial army building and the allotments.
- 13 In the part of the site which fronts Coxes Walk there are proposed from south to north a four storey block of flats (block 4), five three storey houses with separate gardens arranged as a pair and a three (block 5), and a three storey block of flats (block 6) in the north western corner of the site. The remaining blocks are in the northern central section of the site and consist of five three storey houses with gardens and a three storey block of flats (block 7).
- 14 The main vehicular and pedestrian access into the site will be in a central position on the Lordship Lane frontage in the same position as the existing access. The access road into the site will be broadly L shaped with an area of communal surface parking to the south between block 1 and block 3 and a second to the south east in front of block 4. There will also be a 22 space undercroft car park beneath block 3 and most of the rest of the parking will be provided at surface level in small clusters in front of the individual houses and flat blocks. In total there will be 75 car parking spaces 10 of which be for disabled people plus 6 motorcycle and 58 cycle parking spaces.
- 15 In total the scheme would provide 20 x 1 bedroom flats, 77 x 2 bedroom flats, 5 x 3 bedroom houses and 5 x 4 bedroom houses giving a total of 107 dwellings. It is proposed to provided 28 units of affordable housing 12 in block 8 and 16 in block 1.
- 16 All of the proposed blocks will have flat roofs with projecting canopies and some of the flat blocks to the rear of the site will have balconies. The proposed materials to be used within the scheme are to be a variety of rough and smooth faced brick work, rendered panels, and stained and natural timber cladding. A large tree in the north eastern corner of the site on the Lordship lane frontage will be retained and the area of the site around this will form a communal garden. Several smaller trees will be removed along the Lordship Lane frontage put replacement and additional tree planting is proposed along this elevation. There will also be 22 new trees within the courtyards and parking areas in the development.
- 17 A number of specialist reports have been submitted with the application on
 - i) an assessment of the character of the existing buildings and whether they should be retained.
 - ii) a design statement including a section of sustainability.
 - iii) traffic and transportation statement.
 - iv) tree survey and landscaping report.
- 18 Both of the above applications have been submitted in duplicate.

FACTORS FOR CONSIDERATION

Main Issues

- 19 The main issues in this case are the acceptability of a residential development on this site in principle, the appearance of the proposed development and the impact on the character and appearance of the Dulwich Wood Conservation area, the impact on the amenities of the surrounding occupiers, the acceptability of the accommodation proposed and traffic and parking issues

4.2 **Planning Policy**

Southwark Unitary Development Plan 1995 [UDP]:

Policy E.2.3: Aesthetic Control: appearance of development is considered satisfactory.

Policy E.3.1: Protection of Amenity: considered to comply; no direct adverse impact on adjoining occupiers.

Policy E.4.3 Development Affecting Conservations Areas: development preserves conservation area character.

Policy E.4.6 Development affecting listed buildings: no detrimental impact on buildings to south of site.

Policy H.14: Affordable Housing: complies – 25% affordable housing secure by legal agreement on outline planning permission.

Policy H.1.5: Dwelling Mix of New Housing: complies; most units are two bedroomed and three bedroomed accommodation is provided.

Policy H.1.8: Standards for New Housing: complies.

Policy T.1.3: Design of development in Conformity with Council Standards: generally complies but 75% parking provision is below the Borough wide 110% requirement.

Policy C.5.6 Metropolitan Open Land: complies; site is not on MOL

Policy C.5.7 Use of Metropolitan Land: development not detrimental to open character of MOL.

Policy R.2.2 Planning Agreements: both the outline planning permission and this application include contributions through legal agreements.

The Southwark Plan [Revised Deposit Unitary Development Plan] March 2004

Policy 3.2 Protection of amenity: complies; no adverse impacts on nearby residents.

Policy 3.3 Sustainability appraisal: statement provided with the application; site is accessible by means of transport other than the car and development employs timber frame construction.

Policy 3.4 Energy Efficiency: thermal performance of buildings to comply with building regulations.

Policy 3.8 Waste management: generally complies but condition needed to ensure full compliance.

Policy 3.10 Efficient use of Land complies: does not prejudice use of surrounding sites.

3.11 Quality in Design: scheme considered to be satisfactory

3.14 Urban Design: scheme considered to be satisfactory.

3.17 Development in Conservation Areas: scheme will have little impact on conservation area.

3.18 Setting of Listed Buildings and Conservation Areas: no detrimental impact on character and appearance of conservation nor listed church to the north of the site.

3.25 Metropolitan Open Land: development not on MOL.

2.4 Planning Agreements: as R.2.2

4.3 **Consultations**

Site Notice: 16.04.04

Press Notice: 08.05.04

Consultees:

Conservation, Traffic, Aboriculturalist, Parks and Leisure services.

Transport for London< London Borough of Lewisham, London Wildlife Trust, Sydenham Hill Estate Tenants Association, Dulwich Society.

535-563 odds, flats 1-6 consec 545,547a-c, flats 1-6 consec 551, flats 1-16consec 524, flats 1-6 Conway Court 545, 553A-D, 555A-E, 557A-F, 559A-D, Garden flat Gff 1ff 2ff 3ff 561, 1-69 Northcrofts, Lordship Lane;

flats 1-16 consec Dulwich Court, Underhill Road; 2-9, 11, 14, 16, 18 Lapse water Walk

Replies from:

Conservation: the only building of note currently on the site is the art deco styled entrance block but this does not make a strong contribution to the character and appearance of the conservation area. Therefore no objection is raised to the demolition of all the buildings on the site provided they are replaced with a development, which has a satisfactory appearance.

In terms of their height and form the proposed buildings are not considered to be overdominant in this location but the architecture is uninspired and the proposed materials mundane. Nevertheless, the development has an innocuous contemporary feel which would not harm the character and appearance of the conservation area.

Traffic: the level of parking proposed is considered to be acceptable in this location with good access to public transport. However, the proposed arrangement and level of cycle storage in the development is inadequate and an additional turning area needs to be introduced into the scheme to allow for turning of a refuse vehicles within the site. Funds should be secured to improve accessibility to the site by bicycle and by pedestrians. In particular, a new cycle/pedestrian crossing should be provided outside the site to allow better access to the cycle route, which goes, along Underhill Road. Lordship Lane is managed by Transport for London so their views need to be sought.

Transport for London: generally no objections but the developer should pay through a legal agreement for the footway outside the site, street lighting to be improved and the junction to be improved including the cycle crossing suggested by Southwark.

London Wildlife Trust: express concerns about the impact the development will have on Coxes Walk to the rear of the site which is a Nature Reserve Metropolitan Open Land and a Site for Nature Conservation. The increase in visitor numbers which would be likely to result from this development could have a negative impact on the ecology of the area and wild life species. Mitigation measures should be sought to reduce this impact such as new paths, signage and interpretation boards. Measures to protect local wildlife should be introduced into the development such as the planting of native trees and the use of bat access bricks.

Dulwich Society (Planning and Architecture Group): no objection to the demolition of the existing buildings but object to the proposed development because: the buildings are excessively tall being out of scale with the are adjoining properties and Coxes

Walk; the layout of the buildings seems to be random and the design of the buildings themselves lacks imagination; the level of parking is considered to be inadequate as the only public transport nearby is a limited bus service. The Society expects the application to be refused and the applicant advised to come up with a design that preserves and enhances the character and appearance of the Dulwich Wood Conservation Area.

13 letters have been received from the following properties:

547A, Flat4 524,flat 6 524. flat11 524, Lordship lane;, 19(2 letters),22,29,53 Attleborough Court, Sydenham Hill, 59 Northcrofts, Flat1 Conway Court.

3 of the letters object to the scheme on the following grounds:

the existing buildings are worthy of keeping and should be retained.

- The development will worsen already high levels of traffic congestion in the area.
- Inadequate parking,
- increased pollution,
- Site should be retained for community purposes.

The other letters generally support the scheme but raise concerns about the adequacy of the parking and the safety of the proposed access into the site.

PLANNING CONSIDERATIONS

Demolition of the existing buildings

- 20 Whilst the entrance block to the barracks has an interesting art deco appearance the majority of the building contributes little to the character and appearance of the Dulwich Wood Conservation Area. Therefore it is not considered that the demolition of these buildings will have a negative impact on the character and appearance of the conservation provided they are replaced with a development which preserves the character of the conservation area.
- 21 Therefore, the demolition of the buildings is considered acceptable but should be subject to a condition that demolition can only take place as part of the implementation of a satisfactory redevelopment of the site. This would prevent the buildings from being demolished and the site left empty for an unspecified period which would have a detrimental impact on the character and appearance of the conservation area.

Principle of residential development.

- 22 The principle of residential development on this site has already been established with the grant of outline planning permission for the use of the site for residential purposes in 2002. Therefore under this application the Council can only consider the siting, design, external appearance and the landscaping design of the development .

Appearance and Townscape issues

- 23 Whilst the buildings fronting Lordship Lane consist of five storeys, their height, bulk

and general appearance are not considered to make them out of keeping with other buildings in the street. The storey heights in the proposed scheme are generally lower than other buildings in the surrounding area and the height of the development is not considered to be in excess of the surrounding buildings to the extent that it will appear overbearing.

- 24 The height of the blocks have been reduced to three storeys at the rear of the site which will limit the impact of the development on Coxes Walk and the Metropolitan Open Land beyond. The large tree on the Lordship Lane frontage is to be retained and the generally low key nature of the architecture within the development is considered to preserve the character and appearance of the conservation area.

Impact on the amenities of surrounding residents.

- 25 The development will have a negligible impact on the residential proprieties to the south of the site, as it will be screened by the new territorial army building. There are no residential properties to the rear and the properties across Lordship Lane are too far away to be affected. There are flats to the north of the application site at 524 Lordship Lane but the part of the development to the rear of this (block 6) will only be three storey at a distance of 23m, with a blank wall to its facing elevation. Therefore, the scheme will not result in noticeable loss in light or outlook to the rear of these flats nor an unacceptable loss of privacy.
- 26 Similarly, block 7 in the development to the side and rear of these flats will only be three storeys with 6-7m isolation from the side boundary and an imperforate facing flank wall. This will therefore have a minimal impact on these properties both in terms of loss of light, outlook and privacy. Both of these relationships comply with the rule of thumb measures in the Building Research Establishment to the Daylighting and Sunlighting impacts of development.

Density and Dwelling mix

- 27 The proposed development comprises 375 habitable rooms per hectare, which is slightly in excess the range from 200 to 350 habitable rooms per hectare indicated as being acceptable in the draft UDP. In terms of its form and general arrangement the development is not considered out of keeping with the surrounding area. The site is close to the boundary with the urban density zone where much higher densities would be allowed and site has good public transport connections with several buses stopping directly outside the site.
- 28 For these reasons the scheme is considered acceptable, although it exceeds the density range in the draft UDP. If the scheme were amended so that the density did not exceed 350hrh the overall design and appearance of the scheme would change little. The density is in excess of the requirements of the adopted UDP (from 1995) but is considered to be in keeping with more recent government Planning Policy Guidance on Housing which urges local authorities to make efficient use of urban land.
- 29 The sizes of the flats and houses in the proposed development are considered to be of a satisfactory size and layout in compliance with UDP Standards, and will provide a satisfactory living environment. The scheme contains predominantly two bedroom units but does also have a number of three and four bedroom houses, which will mean

that it complies with UDP policy on dwelling mix and will provide a range of accommodation which will address the housing needs of the Borough.

Traffic and parking

- 30 The proposed development provides 83 parking spaces to serve 107 dwellings, which is a level of provision of 77%. This is within the acceptable range for provisions in a suburban zone in the UDP of 75% to 150%. The site has good public transport accessibility and is close to the edge of the urban density zone, so a lower level of parking provision is considered to be appropriate.
- 31 Six cycle parking spaces and 58 secure cycle parking spaces are also proposed in the development. The cycle storage is shown within the undercroft car parks behind the parking bays. This is not considered to be satisfactory but this a matter that could be dealt with by means of a planning condition as there is space within the development to provide adequate secure cycle storage.
- 32 The applicant has also agreed to provide funding towards a cycle and pedestrian crossing across Lordship Lane in front of the site. This should help to encourage the use of other modes of public transport besides the car.

Affordable Housing and legal agreement issues

- 33 The applicant is already required to provide 25% affordable housing in the development as part of the legal agreement on the outline planning permission. However, given that the number of residential units now proposed on the site has significantly increased compared to that which was indicated at outline stage, it has been negotiated with the developers that they should provide £150,000 to spent on the following
- provision of a new cycle/pedestrian crossing of the south Circular outside of the site and associated works in Underhill Road,
 - new fencing, interpretation boards, and path works in Coxes Walk nature reserve.

EQUAL OPPORTUNITY IMPLICATIONS

- 34 Affordable housing is provided in the development.

LOCAL AGENDA 21 [Sustainable Development] IMPLICATIONS

- 35 A large housing development will be provided in a location with good public transport accessibility, which makes improved provision for walking and cycling.

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CASE FILE TP/2315-I

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