

Item No. 6.1	Classification: OPEN	Date: 9 February 2011	Meeting Name: WALWORTH COMMUNITY COUNCIL
Report title:	Development Management planning application: Council's own development Application 10-AP-3323 for: Council's Own Development - Reg. 3 Address: DRAPER HOUSE, ELEPHANT AND CASTLE, LONDON, SE1 6SX Proposal: Refurbishments works to all flats from 1st floor to 24th floor including window and window wall replacement, repair and clean handrails, pre-cast panels and concrete. Enhancement of main entrance at ground floor level, re-roofing of existing flat roof areas, new balustrade and new replacement parapet copings. (This proposal may affect the setting of the listed Metropolitan Tabernacle).		
Ward(s) or groups affected:	Newington		
From:	Head of Development Management		
Application Start Date 16/12/2010		Application Expiry Date 10/02/2011	

PURPOSE

- 1 To consider the above application due to the number of objections received for a 'Council's Own' application.

RECOMMENDATION

- 2 Grant planning permission with conditions

BACKGROUND INFORMATION

Site location and description

- 3 The application site comprises a 25 storey tower block known as Draper House, which forms the principal component of the 1960s Draper Estate boarded by Newington Butts, Howell Walk, Hampton Street and Walworth Road. The tower sits to the south of the Elephant and Castle southern roundabout. The building has a mixture of commercial uses at ground floor and residential units above.
- 4 Draper house occupies a highly visible position within the street-scape and is prominent in views of the area. The building's entrance is in the western elevation.
- 5 The surrounding area comprises a mix of commercial, office space, residential, places of worship and educational facilities typical of a major town centre. Also, the site forms part of the setting of the grade II listed Metropolitan Tabernacle.
- 6 The site is within the Central Activity Zone, Transport Development area, Air Quality Management Area, Elephant and Castle opportunity area, and is a major Town centre as identified in the adopted Southwark Plan (July 2007).

Details of proposal

- 7 It is proposed to refurbish the building to provide residents with satisfactory standards of accommodation. This involves works to the exterior of the building, which is as follows:

- 8 Cleaning of the exposed reinforced concrete and white marble-faced panels;
- 9 Floor levels 1-24 inclusive - replace all individual timber framed windows and window-wall panelling which encloses the external walls of the flats and maisonettes with double-glazed powder-coated aluminium windows and panelling (existing window / panelling pattern to be replicated);
- 10 Redecoration of the glazed balcony dividers situated between each flat/maisonette and at the balcony ends, and the replacement of cracked or damaged glass panels;
- 11 Repair/redecoration and, where necessary, replacement of the balcony handrail/balustrades and the replacement of cracked or damaged glass panels;
- 12 Redecoration of the main access stair and refuse chutes;
- 13 Redecoration of the projecting drying room elements on the north elevation;
- 14 Re-roofing (flat roof) the building, replacement of aluminium copings to the parapets, and erection of new perimeter roof balustrade.
- 15 Enhancements to the main entrance at ground floor level including replacement of existing entrance screen and doors with a new door and glazed screens, the provision of more intensive artificial lighting, cleaning of the existing concrete walls and the replacement of existing louvre panels;
- 16 Replace existing steel mesh located on even floor balconies to main access stair/refuse chute with similar steel mesh.

Amendments:

The plans as originally submitted proposed UPVC framed windows and panels, and this has subsequently been amended to aluminium. In addition, panel zones were shown across the top of each window wall which would have contained ventilation grilles, and these have been omitted from the drawings.

Planning history

- 17 04-CO-007: Planning permission granted 04-CO-0071 for the erection and installation of six colour projection lights including brackets, wiring and associated works in connection with the illumination of the northern face of the building.

06-CO-0039: Granted planning permission 03/10/2006 for the External/communal decorations, window renewal in timber, private balcony repairs, external brickwork/concrete repairs and roof repairs

06-CO-0074: Granted planning permission 16/01/07 for the installation of a 3.1m. high telecommunications aerial on roof plant structure on top of the building

07-AP-0159: Advertisement consent was refused 16/03/07 for the erection of a temporary shroud advertisement externally illuminated by floodlights placed at 5 metre centres along the vertical sides of the advertisement, the total shroud advertisement measuring 72 metres in height and 22 metres in width and located on the elephant and castle elevation.

07-AP-0732: Advertisement Consent was allowed at appeal APP/A5840/H/07/1201898 dated 26-11-2007 for the display of an illuminated temporary scaffold shroud banner with advert measuring 40 metres in height by 19 metres in width and 20 metres from the ground on the north facing elevation (facing the roundabout).

10-AP-1172: Advertisement Consent was refused 09/08/10 for the erection of a temporary shroud advertisement that measures, in total, 66m in height and 22m in width and is illuminated by static floodlighting. This was subsequently dismissed at appeal.

Planning history of adjoining sites

18 None relevant to this application.

KEY ISSUES FOR CONSIDERATION

Summary of main issues

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

a) the principle of the development in terms of land use and conformity with strategic policies.

b) Impact of proposed development on the amenity of existing residents and surrounding occupiers.

c) Impact of proposed development on the character and appearance of host buildings and the surrounding area

d) Impact of proposed development on the setting of the nearby Listed Building

Planning policy

20 Southwark Plan 2007 (July)

3.2 Protection of Amenity

3.11 Efficient Use of Land

3.12 Quality in Design

3.13 Urban Design

3.18 Setting of Listed Buildings, Conservation Areas and World Heritage Sites

21 Core Strategy

The Council submitted the draft Core Strategy to the Secretary of State on 26 March 2010 and the Examination in Public hearings took place in July 2010. The Core Strategy policies should be considered as currently having no weight when determining planning applications as they are awaiting the Inspector's report and his finding of soundness. Applications should continue to be determined pending receipt of the Inspector's report primarily in accordance the saved policies in the Southwark Plan 2007 and the London Plan 2008.

The Inspector's report on the Core Strategy is expected in early 2011. With a recommendation of soundness from the inspector there will be a very high degree of certainty that the Core Strategy will be adopted and that a number of existing Southwark Plan policies will be replaced. In view of this, on publication of the inspector's report, all core strategy policies should be given significant weight in determining planning applications. Less weight should be given to existing policies which are soon to be replaced. Formal adoption of the core strategy will follow in 2011.

22 Planning Policy Guidance (PPG) and Planning Policy Statements (PPS)

PPS1 Delivering Sustainable Development

PPS3 Housing

PPS5 Planning and the Historic Environment

Principle of development

23 The principle of carrying out works to the exterior of the building raises no landuse issues and is considered acceptable in principle.

Environmental impact assessment

- 24 None is required for the scale of works proposed.

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

- 25 The proposed works involve cleaning and repairing the existing concrete and marble-faced panels and balcony handrails and balustrades. The cleaning and repairing of these elements are unlikely to impact on residential amenity. The re-roofing of the building will also not be visible from any residential units. The new balustrades on the roof would be very high up and would not affect neighbour's outlook.
- 26 The replacement windows and window-wall panelling would not project any further from the wall than existing, and would not affect resident's natural light or outlook. The position of the windows will remain as they are and therefore no privacy issues are raised.
- 27 The refurbished entrance to the flats at ground floor level will involve the removal of the existing timber doors and frame, louvres and glazed infill panels. It will then be replaced with a new white aluminium framed door and screen and new louvres above. The existing main entrance is recessed from the public footway and the proposal would therefore not affect pedestrian flow or the amenity of residents and adjoining occupiers.
- 28 Objections have been raised by residents regarding the provision of new panel zones on the window-wall to each maisonette on the grounds that they would reduce the size of the windows, and these have subsequently been removed from the plans.

Impact of proposed development on the character and appearance of the surrounding area

- 29 The minor cleaning, redecorating and repair works proposed to the balconies, balustrades, and concrete and marble-faced panels would improve the general appearance of the tower block.
- 30 The works to replace windows, window frames and panels to each maisonette (floors 2 - 23) will have a colour scheme; the transom, mullions and window frames will be coloured black and the proposed replacement infill panels will be coloured white. The existing block currently has a similar colour scheme, but the panels have somewhat lost their colour and gives the whole block an incoherent appearance, and in the view of officers, the proposed works would represent an improvement to the building. Comments from neighbour consultation refer to a lack of window details, sections or manufacturer's details, and a condition is recommended requiring these details to ensure a high quality finish.
- 31 The existing flat roof would be recovered and insulated but no confirmation as to the exact type of roof covering has been given in this application. It is therefore recommended that a condition requiring further details be imposed. The replacement of aluminium copings to the parapets is considered acceptable, and a condition requiring details of the new parapet is recommended. The submitted plans do not show any increase in the height of the building, possibly owing to the scale of the drawings, therefore a large-scale detail of the new parapet is required.
- 32 The refurbished entrance is considered to improve the general aesthetics of the ground floor. It will provide greater visibility as the entrance will now contain a greater amount of glazing. The enhanced lighting of this concierge area would make the entrance more prominent and aesthetically pleasing, and the use of aluminium frames will fit in with the replacement frames and panels above. Comments from neighbouring occupiers refer to the new door and screen frame (white aluminium), raising concerns that this would inevitably become dirty very quickly and would be hard to maintain. The design objective is to make this area appear 'lightweight' and open, and maintenance issues are a matter for the applicant. It is not considered necessary to

match the ground floor entrance frames with the black frames on the upper floors as this recessed area is seen as a distinct element from the rest of the building.

33 Objections were raised by residents on design grounds regarding new panel zones on each maisonette, and these have been omitted from the application.

34 The proposed works are considered to enhance the overall appearance of this tower block and therefore no objections are raised on design grounds.

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

35 The application site is not within a conservation area and is not listed. It is however, within the setting of a nearby Grade II Listed Building, the Metropolitan Tabernacle. The proposed works will however, be of a very minor scale that would preserve the setting of this Listed Building.

Other matters

36 Access

The access arrangements are not being changed significantly. The works to the main entrance with the new doors, screen and louvres would not affect the level access into the building.

37 Timing of refurbishment

The representations received query the timeframe of the works. Officers are seeking clarification of the likely timeframe for the proposed works and will update Members in an addendum report. It is noted however, that this is not a material planning consideration and provided any forthcoming permission is implemented within 3 years, there is no scope to control when the work is completed.

Conclusion on planning issues

38 The proposal is considered acceptable as it would refurbish and improve the general appearance of the tower block. The works would not affect residential amenity and the setting of the listed Metropolitan Tabernacle would be preserved. It is therefore recommended for approval.

Community impact statement

39 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.

b) The following issues relevant to particular communities/groups likely to be affected by the proposal have been identified as: No issues.

c) The likely adverse or less good implications for any particular communities/groups have been also been discussed above.

Consultations

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

Consultation replies

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

Summary of consultation responses

42 One letter of support was received from 133 Draper House, but questions the length of time it will take to carry out the works and where the residents will be relocated during this period.

43 2 representations have been received generally supporting the development, but with some concerns regarding the following:

Object to any use of PVCU framed system; inconsistencies with the plans; object to the proposed panel zone for ventilation extracts as this would appear out of character and would reduce the window heights and thereby daylight penetration; request further manufacturer details on the window system; ground floor entrance should have black frames as opposed to white frames.

44 One representation has been received raising a number of queries: total height of building; removal of existing aerial and any replacement; commencement date; period of refurbishment works; hours of construction; refurbishment of the commercial units.

45 Officers are unable to respond at present relating to the timing of the development or the relocation of residents during works etc. These are not material planning considerations but officers will update Members prior to the meeting via an addendum report.

46 Re-consultation letters were sent on 17th January following the receipt of amended plans, and the consultation period expires on 31st January. Should any further representations be received during this time, Members will be updated in an addendum report prior to the meeting.

Human rights implications

47 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.

This application has the legitimate aim of providing improvements to a residential block. 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

48 None

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Site history file: TP/1057-C Application file: 10-AP-3323 Southwark Local Development Framework and Development Plan Documents	Regeneration and Neighbourhoods Department 160 Tooley Street London SE1 2TZ	Planning enquiries telephone: 020 7525 5403 Planning enquiries email: planning.enquiries@southwark.gov.uk Case officer telephone: 020 7525 5460 Council website: www.southwark.gov.uk

APPENDICES

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

AUDIT TRAIL

Lead Officer	Gary Rice, Head of Development Management	
Report Author	Wing Lau, Planning Officer	
Version	Final	
Dated	19 January 2011	
Key Decision	No	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments included
Strategic Director of Communities, Law & Governance	No	No
Strategic Director of Regeneration and Neighbourhoods	Yes	Yes
Strategic Director of Environment and Housing	Yes	No
Date final report sent to Constitutional / Community Council / Scrutiny Team	27 January 2011	

APPENDIX 1

Consultation undertaken

Site notice date: 29.12.10

Press notice date: 30.12.10

Case officer site visit date: 29.12.10 and 15.01.11

Neighbour consultation letters sent: 30.12.10

Internal services consulted:

Access Officer
Design and Conservation Team Surgery
Environmental Protection Team

Statutory and non-statutory organisations consulted:

None required.

Neighbours and local groups consulted:

See Acolaid list.

Re-consultation:

17.01.11

Consultation responses received

Internal services

Access Officer - No comments received at the time of writing.

Design and Conservation Team Surgery - No objections.

Environmental Protection Team - No comments received at the time of writing.

Statutory and non-statutory organisations

N/A

Neighbours and local groups

One letter of support received from occupier at 133 Draper House. The Occupier also questions the timing and period of refurbishment works.

One letter of objection received from 103 Draper House generally supporting the development, but with some concerns regarding the following:

Object to any use of PVCU framed system; object to the proposed panel zone for ventilation extracts as this would appear out of character and would reduce the window heights and thereby daylight penetration; request further manufacturer details on the window system; ground floor entrance should have black frames as opposed to white frames.

One letter of objection received from 130 Draper House generally supporting the development, but with some concerns regarding the following:

Object to any use of PVCU framed system; inconsistencies with the plans; object to the proposed panel zone for ventilation extracts as this would appear out of character and would reduce the window heights and thereby daylight penetration; request further manufacturer details on the window system; ground floor entrance should have black frames as opposed to white frames; development should commence as soon as possible.

One representation has been received from Apartment 2508 raising a number of queries concerning: total height of building; removal of existing aerial and any replacement; commencement date; period of refurbishment works; hours of construction; refurbishment of the commercial units.