

Item No. 6.2	Classification: Open	Date: 20 February 2012	Meeting Name: Borough and Bankside Community Council
Report title:	Development Management planning application: Application 11-AP-4073 for: Full Planning Permission Address: 208 LONG LANE, LONDON, SE1 4QB Proposal: Erection of additional storey within remodelled roof to provide a three bedroom apartment.		
Ward(s) or groups affected:	Chaucer		
From:	Head of Development Management		
Application Start Date 2 December 2011		Application Expiry Date 27 January 2012	

RECOMMENDATION

- 1 Grant planning permission subject to conditions

BACKGROUND INFORMATION

Site location and description

- 2 The building known as St. Christopher's House, is located on the southern side of Long Lane, fronting directly on to the street and opposite an existing office building which has recently been converted to a hotel. The building is 5 storeys in height with a basement and contains residential units.
- 3 The building is not listed, however it is on the draft local list. It does not adjoin any listed buildings. The boundary of the Bermondsey Street Conservation Area is 20m to the east of the site.
- 4 The site is located within a Central Activity Zone, Air Quality Management Area and Archaeological Priority Area and borders (opposite side of the road), the Bankside, Borough and London Bridge Opportunity area.

Details of proposal

- 5 The proposal entails the addition of a single storey extension at roof level to provide an additional 3 bedroom flat. The extension would be 1.4m in height, and set back approximately 0.8m from the front elevation. The changes proposed to the external fabric of the building include the removal of the existing roof.
- 6 It is proposed to re-introduce a parapet wall between the original warehouse and side extension and to increase the height of the rear parapet wall.

- 7 Proposed materials include zinc cladding to the new mansard roof.
- 8 The floor area of the 3 bed unit will be 117.2 sq. m and comprises a kitchen/living room of 46.5 sq. m. and three bedrooms of 15.1 sq. m., 11.9 sq. m. and 13.8 sq. m. respectively. A terrace of approximately 11 sq. m. is also provided to the front of the unit, accessed by sliding doors off the living room. Access to the unit is via the existing stairwell.

Planning history

- 9 Planning permission (Lbs.Reg.No: 11-AP-2837) was refused on 19/10/2011 for extension at roof level to provide 2 additional two bedroom flats including a new lift shaft to the internal courtyard for 1 reason:
- 10 Reason for refusal
Due to the additional bulk and detailed design of the proposed extension, the proposal will dominate the historic form of the existing building, a proposed locally listed building. The proposed materials are considered to be out of keeping to the character of the building. The proposed lift shaft would also disrupt the architecture of the building by cutting across one bay of the windows facing west. The proposal fails to make a positive contribution to the character and local distinctiveness of the existing building and the adjoining Bermondsey Street Conservation area and is therefore contrary to saved policies 3.12 Quality in Design and 3.13 Urban Design and 3.18 Setting of listed buildings, conservation areas and world heritage sites of the Southwark Plan 2007 and Strategic Policy SP12 - Design and Conservation of the Core Strategy 2011 and policy HE7.2 and HE7.5 of PPS 5.
- 11 Planning permission (Lbs.Reg.No: 11-AP-1019) was refused on 03/08/2011 for addition of fourth and part fifth floor extensions to existing building at St. Christopher's House, to provide additional 3 x two bedroom flats (Use Class C3), including a new full height extension within courtyard to rear to provide lift shaft for all floors.
- 12 Reason for refusal
The proposed additional two storey roof extension, does not make a positive contribution to the character and local distinctiveness of this proposed locally listed building, and fails to be subordinate to the existing building. Due to the poor detailed design and proposed use of materials the proposal does not relate well to the historic architectural language of the building and fails to preserve the character and appearance of the building and the surrounding area. Therefore, the proposal is contrary to saved policies 3.12 Quality in Design and 3.13 Urban Design of the Southwark Plan 2007, Policy 3.18 Setting of listed buildings, conservation areas and world heritage sites and Strategic Policy SP12 - Design and Conservation of the Draft Core Strategy 2011 and policies HE7.2 and HE7.5 of PPS 5.
- 13 Planning permission (Lbs.Reg.No: 01011634) was granted permission on 27/03/2002 for alterations, 4 storey side extension, 3 storey rear extension and change of use from hostel to 14 self-contained flats.

Planning history of adjoining sites

- 14 210 -216 Long Lane
Planning permission (Lbs.Reg.No: 9900488) was granted on 06/10/1999 for construction of part three and part four building comprising six dwelling houses.
- 15 Planning permission (Lbs.Reg.No: 06-AP-1349) was refused on 01/03/2007 for

erection of an additional storey at sixth floor level and change of use from vacant office building to a hotel with ground floor retail and commercial.

16 Reason for Refusal

1- The applicant failed to discharge the requirement that it has been demonstrated that realistic attempts to dispose of the premises for Class B use, either in full or part, had been made, and had proved unsuccessful, over a period of at least 24 months. As such, the proposed development was contrary to Policy 1.4 (Employment Sites outside the preferred Office Locations) of the Emerging Southwark Plan, January 2007.

17 2 - The proposed scheme did not provide for an active frontage at ground floor level and thereby it was considered that the development would fail to make a positive contribution to the character of the area. As such, the development proposal is contrary to Policy 3.13 (Urban Design) of the Emerging Southwark Plan, January 2007.

18 The above decision was appealed and allowed (APP/A5840/A/07/2050575) on 9th April 2008. Planning permission was granted for the erection of an additional storey at sixth floor level and change of use from vacant office building to an apart-hotel with ground floor restaurant (A3) use, and commercial (B1) floor space and external alterations to the building at City Link Court, 201 - 211 Long Lane, in accordance with the terms of the application, Ref 06-AP-1349, dated 10 July 2006, and the plans submitted with it, subject to conditions.

19 193 - 197 Long Lane

Planning permission (Lbs. Reg.No: 07-AP-0128) was granted on 02/05/2007 for amendment to existing planning permission 03-AP-0641 for a seven storey building with ground floor office use (B1) and 83 self-contained flats above, involving the re-configuration of internal floor space to incorporate an 130sqm sandwich bar (A1 Use) fronting Long Lane on the ground floor, extension of the mezzanine floor level into the residential lift core, installation of new double door fronting Long Lane and installation of two new doors to the west elevation.

20 217 Long Lane

Planning permission (Lbs.Reg.No: 08-AP-2367) was granted on 30/12/2008 for Change of use from two live/work units and one Class B1 unit (1, 3 & 6 Dundee Court) on the first, second and third floors into 1 x 2 bedroom and 2 x 1 bedroom residential units at UNITS 1, 3 & 6, 217 LONG LANE.

21 Planning permission (Lbs.Reg.No: 11-AP-0203) was granted on 11/04/2011 for extension to the time limit of planning permission dated 08.01.2009 (LBS Reg No: 08-AP-2618) for construction of an additional floor to create additional residential accommodation at Units 5 - 8 Coach House Mews (adding an additional bedroom to each unit) as well as re-cladding of the existing exterior.

22 1 Graduate Place

Erection of a single storey roof top extension to existing 4th floor roof terrace.

KEY ISSUES FOR CONSIDERATION

Summary of main issues

23 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 adjoining occupiers
- c) Standard of accommodation
- d) Traffic issues
- e) Impact of proposed development on the character and appearance of the surrounding area, the adjacent Conservation Area and the special architectural interest of the locally listed Building

Planning policy

Core Strategy 2011

- 24 Strategic Policy 1 Sustainable Development
- Strategic Policy 5 Providing new homes
- Strategic Policy 12 Design and conservation
- Strategic Policy 13 High environmental standards

Southwark Plan 2007 (July) - saved policies

- 25 Policy 3.2 Protection of Amenity
- Policy 3.6 Air Quality
- Policy 3.7 Waste Reduction
- Policy 3.11 Efficient Use of Land
- Policy 3.12 Quality in Design
- Policy 3.13 Urban Design
- Policy 3.18 Setting of listed buildings, conservation areas and world heritage sites
- Policy 4.2 Quality of Residential Accommodation
- Policy 4.3 Mix of Dwellings
- Policy 5.2 Transport Impacts
- Policy 5.3 Walking and Cycling
- Policy 5.6 Car Parking

Residential Design Standards SPD 2011

London Plan 2011

- 26 Policy 3.4 Optimising housing potential
- Policy 3.5 Quality and design of housing developments
- Policy 7.6 Architecture

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

- 27 PPS 1 Delivering Sustainable Development
- PPS 3 Housing
- PPS 5 Planning and the Historic Environment
- PPG 13 Transport
- PPG 24 Planning and Noise
- PPS 25 Development and Flood Risk
- Draft National Planning Policy Framework (NPPF)

Principle of development

- 28 The draft National Planning Policy Framework (NPPF) was published at the end of July 2011 for consultation until 17 October 2011. The Government has set out its commitment to a planning system that does everything it can do to support sustainable economic growth. Local planning authorities are expected to plan positively for new development. All plans should be based on the presumption in favour of sustainable development and contain clear policies that will guide how the presumption will be applied locally.
- 29 The NPPF builds upon the Government's 'Plan for Growth' which was published in March 2011. The overall theme of this document is to support long term sustainable economic growth and job creation in the UK. This is set out as a clear and current Government objective (and accordingly should attract significant weight).
- 30 There is no objection to the proposed additional residential unit, as this use has already been established on the site/building. However the proposal should comply with the relevant policies as outlined below.

Environmental impact assessment

- 31 None required due to the nature and size of the scheme which does not fall within Schedule 1 and is below the relevant thresholds for Schedule 2 development, being less than 0.5ha in area and as it is not within a sensitive area and would not generate significant environmental impacts in this urbanised location.

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

Privacy, sense of enclosure, outlook and overlooking

- 32 It is not considered that the proposed additional single storey roof extension of the building would detrimentally affect the amenity of adjoining and surrounding occupants in terms of privacy issues, sense of enclosure, outlook and overlooking. It is noted that a window is proposed to the south elevation facing towards properties on Elim Estate. It is not considered that window will result in addition overlooking given the distance between this window and the properties to the rear (approximately 28 m).
- 33 There are windows proposed to the east elevation facing towards properties at Graduate Place. It is noted that there are existing windows on the east elevation facing towards these properties. As such it is not considered that the proposal would result in overlooking over and above the existing situation. It is further noted that these windows are angled away from these properties by virtue of their position on the mansard roof slop and they are also set back from the main east elevation of the existing property.

Daylight and Sunlight

- 34 The plans submitted show a 45 degree angle calculation from the nearest windows at ground floor level to the rear elevations of properties at Graduate Place which indicates that there will be no loss of daylight or sunlight from the proposal. It is noted that these units are a distance of 14m from the site at 208 Long Lane. It is further noted that the existing parapet wall and pitched roof impacts on the daylight levels to these properties as existing. The concerns of the submitted objections are noted but it is not considered that the proposal would result in a loss of both daylight and sunlight to these properties nor to other properties adjacent to this site. Therefore issues in relation to daylight and sunlight are considered to be acceptable.

Sense of Enclosure and Outlook

- 35 In relation to sense of enclosure and outlook it is considered that the limited scale of the proposal and the setback from the parapet will mitigate against any creation of a

sense of enclosure or loss of outlook.

Residential Design Standards

- 36 The proposed 3 bed unit is 117.2 sq. m in area which is well above the minimum standards as set out in the Residential Design Standards SPD 2011. The unit benefits from being a dual aspect unit.
- 37 Outdoor amenity space is provided to the front of the unit by way of a roof terrace of approximately 11 sq. m. This is considered to be acceptable and will not cause any amenity issues to surrounding occupiers.
- 38 Overall the unit is acceptable in terms of standard of accommodation.

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

- 39 There are no adjoining uses that would give rise to problems for the future occupiers of this property.

Traffic issues

- 40 The proposed development is located in an area with low PTAL, within the CAZ and is in a CPZ. No off-street parking places are proposed. However it is considered that the addition of 1 additional unit in this instance will not materially impact on parking demand in the area and it would be unreasonable to require a Grampian condition in this instance exempting the occupier from applying for a parking permit.
- 41 There are 3 existing cycle spaces indicated at ground floor level. Revised plans have indicated that 2 additional spaces will be provided. This is considered an acceptable provision in this instance.

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

- 42 The building is a fine historic building characteristic of the area and is on the council's draft Local List and is therefore considered a heritage asset under PPS5. The building takes the form of traditional warehouse-type building clad in polychromatic brickwork with robust arched window openings and many original features. The historic record suggests that the original building was a vertical stable block though its original features have now been lost by the conversion - therefore its significance as a heritage asset lies in its external envelope, its robust brickwork, its elegant windows and its strong parapet.
- 43 It was recently converted and extended to provide residential accommodation and this proposal seeks to add a residential unit in the roof. The proposed form of the development reflects the L-shaped geometry of the original building's plan form and preserves the external appearance of the host building. The mansard and is set-back from the parapet on all sides and is less visible from the front where a terrace is proposed.
- 44 An earlier application on this site took a modern boxy appearance, extended the accommodation onto the modern side extension and included an externally mounted lift. This was considered unacceptable largely due to its harmful impact on the heritage asset the dominance of the form which affected the architectural and historic significance of the building and the incongruous form of the proposed lift which disrupted the windows of the building.

45 It is considered that the form of this current proposal compliments the historic building. It preserves its features of architectural and historic significance and is not overly dominant and therefore accords with Strategic Policy SP12 Design and conservation of the Core Strategy (2011) and saved Policies 3.12 Quality of Design and 3.13 Urban Design of the Southwark Plan (2007).

46 The proposal site is not listed and is not in a conservation area however, it is located around 20m away from the recently extended Bermondsey Street Conservation Area and as such affects the setting of this designated heritage asset. Saved Policy 3.18 states that "Permission will not be granted for developments that would not preserve or enhance "iv. Views into or out of a Conservation Area". This proposal will have a marginal impact on views into the conservation area from Long Lane. In the longer views the roof and its materials will be visible and in this case it is desirable that the roof is finished in a natural slate to compliment the character and appearance of the conservation area. The proposed drawings indicate a zinc cladding. It is considered that the applicant should be required to submitted a revised material indicating a natural slate cladding to the roof by way of condition.

Waste and Recycling Provision

47 Waste and recycling provision is indicated at ground floor level. This is considered acceptable provision.

Flood Risk

48 The site is located within Flood Risk Zone 3a. The applicants have submitted a Flood Risk Assessment. The Environment Agency have raised no objection to this proposal having regard to flood risk issues.

Other matters

49 No other matters have been identified.

Conclusion on planning issues

50 Having regard to the above the proposal is considered to be acceptable and the recommendation is to grant permission, subject to conditions.

Community impact statement

51 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.

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

53 b) The following issues relevant to particular communities/groups likely to be affected by the proposal have been identified as: none

54 c) The likely adverse or less good implications for any particular communities/groups have been also been discussed above. Specific actions to ameliorate these implications are

Consultations

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

Consultation replies

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

57 Summary of consultation responses

3 separate objections (one each from the co-owners of the property at 5 Graduate Place, 1 from the resident at 5 Graduate Place and 1 from 6 Graduate Place) have been received in relation to this application. Planning issues raised include:

- proposed additional floor will tower over No, 5 Graduate Place impacting on light to both the house and the courtyard.
- rear of No. 5 Graduate Place faces onto No. 208 Long Lane
- privacy will be compromised by the addition of another floor to No. 208
- basement kitchen diners to the houses on Graduate Place and light to these basements will be impacted upon
- already impacted upon by loss of light from other developments in the area
- previous works caused damage to property and there are uncapped vents to the east elevation which blow hot air from the boilers directly into the courtyard at head height
- changes are out of keeping with the building
- previous development was out of keeping with the building
- would detract from the warehouse character of the building and the character of Bermondsey as a whole
- Long lane is already gloomy as a result of tall buildings gaining extra floors
- already insufficient parking and waste disposal facilities
- agree with other objections to the scheme
- objector from No. 6 Graduate Place re-iterates objections to previous scheme
- appearance of scheme
- will shut out light from bedrooms and roof terrace on top floor
- will look directly into bedrooms
- poor design

58 Officer Response.

The planning issues above are discussed in the main body of the report. As well as a general site visit of the application site, officer viewed the application site from the property at No. 6 Graduate Place.

Human rights implications

59 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.

60 This application has the legitimate aim of providing a roof extension to accommodate a 3 bed residential unit. 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

Strategic Director of Communities, Law & Governance

61 None

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Site history file: TP/H21 Application file: 11/AP/4073 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 5420 Council website: www.southwark.gov.uk

APPENDICES

No.	Title
Appendix 1	Consultation undertaken
Appendix 2	Consultation responses received
Appendix 3	Neighbour Consultee List

AUDIT TRAIL

Lead Officer	Gary Rice, Head of Development Management	
Report Author	Ronan O'Connor, Planning Officer	
Version	Final	
Dated	8 February 2012	
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	No	No
Strategic Director of Environment and Leisure	No	No
Date final report sent to Constitutional Team		9 February 2012

Consultation undertaken

Site notice date: 30/12/11

Press notice date: 22/12/11

Case officer site visit date: 26/01/12 & 07/02/12

Neighbour consultation letters sent: 30/12/11

Internal services consulted:

Transport

Design and Conservation

Environmental Protection

Statutory and non-statutory organisations consulted:

Environment Agency

Transport for London

Neighbours and local groups consulted:

As per Appendix 3

Re-consultation:

None

Consultation responses received

Internal services

Design and Conservation -request revised cladding material

Transport - request CPZ exemption, further details of cycle and refuse/recycling provision

EPT - recommend a condition in relation to plant noise from new unit

Statutory and non-statutory organisations

EA - no objection

Neighbours and local groups

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Officer Response.

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APPENDIX 3

Neighbour Consultee List for Application Reg. No. 11-AP-4073

TP No	TP/H21	Site	208 LONG LANE, LONDON, SE1 4QB
App. Type	Full Planning Permission		

Date Printed	Address
30/12/2011	FLAT 14 195 LONG LANE LONDON SE1 4PD
30/12/2011	FLAT 13 195 LONG LANE LONDON SE1 4PD
30/12/2011	FLAT 12 195 LONG LANE LONDON SE1 4PD
30/12/2011	84 ELIM ESTATE WESTON STREET LONDON SE1 4DD
30/12/2011	83 ELIM ESTATE WESTON STREET LONDON SE1 4DD
30/12/2011	FLAT 15 195 LONG LANE LONDON SE1 4PD
30/12/2011	FLAT 8 195 LONG LANE LONDON SE1 4PD
30/12/2011	FLAT 7 195 LONG LANE LONDON SE1 4PD
30/12/2011	FLAT 6 195 LONG LANE LONDON SE1 4PD
30/12/2011	FLAT 11 195 LONG LANE LONDON SE1 4PD
30/12/2011	FLAT 10 195 LONG LANE LONDON SE1 4PD
30/12/2011	FLAT 9 195 LONG LANE LONDON SE1 4PD
30/12/2011	85 ELIM ESTATE WESTON STREET LONDON SE1 4DD
30/12/2011	3 GRADUATE PLACE LONDON SE1 4QH
30/12/2011	2 GRADUATE PLACE LONDON SE1 4QH
30/12/2011	1 GRADUATE PLACE LONDON SE1 4QH
30/12/2011	6 GRADUATE PLACE LONDON SE1 4QH
30/12/2011	5 GRADUATE PLACE LONDON SE1 4QH
30/12/2011	4 GRADUATE PLACE LONDON SE1 4QH
30/12/2011	2-6 WILDS RENTS LONDON SE1 4QG
30/12/2011	87 ELIM ESTATE WESTON STREET LONDON SE1 4DD
30/12/2011	86 ELIM ESTATE WESTON STREET LONDON SE1 4DD
30/12/2011	7 WILDS RENTS LONDON SE1 4QG
30/12/2011	FLAT 5 195 LONG LANE LONDON SE1 4PD
30/12/2011	APARTMENT 6 208 LONG LANE LONDON SE1 4QB
30/12/2011	APARTMENT 13 208 LONG LANE LONDON SE1 4QB
30/12/2011	APARTMENT 5 208 LONG LANE LONDON SE1 4QB
30/12/2011	APARTMENT 7 208 LONG LANE LONDON SE1 4QB
30/12/2011	APARTMENT 1 208 LONG LANE LONDON SE1 4QB
30/12/2011	APARTMENT 12 208 LONG LANE LONDON SE1 4QB
30/12/2011	210-216 LONG LANE LONDON SE1 4QB
30/12/2011	APARTMENT 10 208 LONG LANE LONDON SE1 4QB
30/12/2011	FLAT 1 195 LONG LANE LONDON SE1 4PD
30/12/2011	APARTMENT 9 208 LONG LANE LONDON SE1 4QB
30/12/2011	FLAT 4 195 LONG LANE LONDON SE1 4PD
30/12/2011	FLAT 3 195 LONG LANE LONDON SE1 4PD
30/12/2011	FLAT 2 195 LONG LANE LONDON SE1 4PD
30/12/2011	APARTMENT 14 208 LONG LANE LONDON SE1 4QB
30/12/2011	APARTMENT 11 208 LONG LANE LONDON SE1 4QB
30/12/2011	APARTMENT 4 208 LONG LANE LONDON SE1 4QB
30/12/2011	APARTMENT 8 208 LONG LANE LONDON SE1 4QB
30/12/2011	APARTMENT 3 208 LONG LANE LONDON SE1 4QB
30/12/2011	APARTMENT 2 208 LONG LANE LONDON SE1 4QB
20/06/1837	5 GRADUATE PLACE LONDON SE1 4QH
20/06/1837	5 GRADUATE PLACE LONDON SE1 4QH