

Item No. 6.2	Classification: Open	Date: 3 March 2015	Meeting Name: Planning Committee
Report title:	Development Management planning application: Council's own development Application 14/AP/4270 for: Council's Own Development - Reg. 3 Address: CASTLE DAY CENTRE, HAMPTON STREET, LONDON, SE1 6SN Proposal: Redevelopment of the site to provide new 2/3 storey church (Use Class D1), communal bin store, substation and associated public realm improvements		
Ward(s) or groups affected:	Newington		
From:	Head of development management		
Application Start Date	01/12/2014	Application Expiry Date	26/01/2015
Earliest Decision Date 12/01/2015			

RECOMMENDATION

1. That the Planning Committee grant full planning permission subject to conditions.

BACKGROUND INFORMATION

2. This application is being reported to Planning Committee as it is a council own application and in excess of 5 objections have been received. It also involves the relocation of the existing Crossways Church on the Heygate Estate.

Site location and description

3. The subject site is the former Castle Day Centre located on the north side of Hampton Street directly to the south of the Strata Tower in the Newington area of the borough. The site has recently been cleared which involved the demolition of a two storey building made up of the day centre at first floor and garages on the ground. The north western most corner of the site has an electricity substation.
4. The site is bounded to the east by the railway viaduct, which accommodates a number of commercial operators within its arches. To the north is a parking and service area for Strata and to the west the site is bounded by a service access road which separates the site from the adjacent 7 storey residential block known as Wollaston Close. To the south is Hampton Street and a single storey pre-fabricated building which is occupied by the Elephant and Caste day nursery. The following planning designations are relevant:
 - Central Activities Zone
 - Flood Risk Zone
 - PTAL 6
 - Controlled Parking Zone (CPZ)
 - Elephant & Caste Opportunity Area

Details of proposal

5. The proposed development would involve the redevelopment of the site with the erection of a new Church to be utilised by the United Reformed Church who currently are based at the existing Crossway Church located at 100 New Kent Road within the Heygate Estate. The existing premises is due to be demolished as part of the wider regeneration of the Elephant and Castle area and this application makes provision for the relocation and enhancement of the existing facility.
6. The church would provide a place of worship and community centre serving the existing congregations along with a variety of users, predominately made up of people who live or work in the area.
 - Arranged as a detached building of linear form the proposed church has a north-south orientation which broadly sits on the same footprint as the original day centre building - it would be slightly foreshortened and slightly wider than the previous building making it marginally closer to the arches. The building would provide two floors of accommodation rising to a maximum height of 11.2m with a gently undulating roof and a single storey substation and service enclosure provided at its northern end facing the Strata service yard. New pedestrian footpaths would be provided along the western and northern frontages of the building removing all existing vehicle crossovers.
 - At its southern end the main access point to the church would front Hampton Street with a recessed full height glazed entrance. The southern section of the building would be given over to two floors of offices, flexible community and worship space, and associated supporting facilities. The northern section of the building forms the main worship space with the focal (altar) point utilising the whole height of the building with a void that extends to the roof.
 - The main external material of the church would be facing brick work with stainless steel panels and copper clad box-like bays which project at first floor level, along with areas of textured brickwork and large feature windows.
 - From Hampton Street a controlled vehicle drop off point would be provided, along with cycle stands and new tree planting. Along the east elevation the existing access to the railways arches would be maintained with a minimum vehicular clearance gap of 3m. At its narrowest point the physical separating gap between the east elevation and the facing arches would be reduced to 4.5m whereas the previous arrangement had a gap ranging between 5m at its narrowest and 10m at its widest.
7. Hours of Opening
Monday - Thursday: 0800-2200
Friday: 0800-0200
Saturday - Sunday: 0800-2300
Dispensation for major Christian festivals to enable midnight communion and daybreak services.

Planning history

8. 13/EQ/0250 Application type: Pre-Application Enquiry (ENQ)
Demolition of the existing Castle Day Resource Centre and development of the new Crossway Church and adjacent residential block (6 flats). (see planning statement for further details)
Decision date 04/03/2014 Decision: Pre-application enquiry closed (EQC)

14/AP/3279 Application type: Prior Approval (PRAP)
Demolition of building comprising ground floor garages and first floor community centre
Decision date 06/10/2014 Decision: Prior Approval Required - Approved (PARA)

14/AP/1553 Application type: Full Planning Permission (FULL)
Demolition of the existing Castle Day Centre and construction of a part 3, part 4 storey building providing a church (Crossway Church) and 6 flats (3x1 bedroom and 3x2 bedroom)
Decision date 04/08/2014 Decision: Withdrawn by applicant (WDN)

KEY ISSUES FOR CONSIDERATION

Summary of main issues

9. The main issues to be considered in respect of this application are:
- a) Principle in terms of land use
 - b) Impact of proposed development on amenity of adjoining occupiers and surrounding area
 - c) Traffic and Transportation
 - d) Design and Appearance
 - e) Sustainable development implications
 - f) Flood risk

Planning policy

10. National Planning Policy Framework (the Framework)
Section 1 - Building a strong, competitive economy
Section 4 - Promoting sustainable transport
Section 7 - Requiring good design
Section 8 - Promoting healthy communities
Section 10 - Meeting the challenge of climate change, flooding and coastal change
Section 11 - Conserving and enhancing the natural environment
Section 12 - Conserving and enhancing the historic environment

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

Policy 3.16 Protection and enhancement of social infrastructure
Policy 4.6 Support for and enhancement of arts, culture, sport and entertainment provision
Policy 5.7 Renewable energy
Policy 5.8 Innovative energy technologies
Policy 5.11 Green roofs and development site environs
Policy 6.9 Cycling
Policy 6.10 Walking
Policy 6.13 Parking
Policy 7.2 An inclusive environment
Policy 7.3 Designing out crime
Policy 7.4 Local character
Policy 7.6 Architecture
Policy 8.2 Planning obligations
Policy 8.3 Community infrastructure levy

Core Strategy 2011

Strategic policy 1 - Sustainable development
Strategic policy 2 - Sustainable transport
Strategic policy 3 - Shopping, leisure and entertainment

Strategic policy 4 - Places for learning, enjoyment and healthy lifestyles
Strategic policy 10 - Jobs and businesses
Strategic policy 11 - Open spaces and wildlife
Strategic policy 12 - Design and conservation
Strategic policy 13 - High environmental standards
Strategic policy 14 - Implementation and delivery

Southwark Plan 2007 (July) - saved policies

The Council's cabinet on 19 March 2013, as required by para 215 of the NPPF, considered the issue of compliance of Southwark Planning Policy with the National Planning Policy Framework. All policies and proposals were reviewed and the Council satisfied itself that the policies and proposals in use were in conformity with the NPPF. The resolution was that with the exception of Policy 1.8 (location of retail outside town centres) in the Southwark Plan all Southwark Plan 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.

2.1 - Enhancement of community facilities
2.2 - Provision of new community facilities
3.2 - Protection of amenity
3.3 - Sustainability assessment
3.4 - Energy efficiency
3.6 - Air quality
3.7 - Waste reduction
3.9 - Water
3.11 - Efficient use of land
3.12 - Quality in design
3.13 - Urban design
3.14 - Designing out crime
3.28 - Biodiversity
5.2 - Transport impacts
5.3 - Walking and cycling
5.6 - Car parking

Supplementary Planning Documents

Sustainable design and construction SPD (2009)
Sustainability assessments SPD (2009)
Sustainable Transport SPD (2010)
Residential Design Standards SPD (2011)
Elephant & Castle SPD/OAPF (2012)

Principle of development

Opportunity Area

11. The site is within the Elephant and Castle Opportunity area where a mix of uses and intensification is encouraged. Policy 2.13 of the London Plan states that development within Opportunity Areas should:
- a) support the strategic policy directions for the opportunity areas and intensification areas set out in Annex 1, and where relevant, in adopted opportunity area planning frameworks;
 - b) seek to optimise residential and non-residential output and densities, provide necessary social and other infrastructure to sustain growth, and, where appropriate, contain a mix of uses;
 - c) contribute towards meeting (or where appropriate, exceeding) the minimum

guidelines for housing and/or indicative estimates for employment capacity set out in Annex 1, tested as appropriate through opportunity area planning frameworks and/or local development frameworks;

- d) realise scope for intensification associated with existing or proposed improvements in public transport accessibility, such as Crossrail, making better use of existing infrastructure and promote inclusive access including cycling and walking;
 - e) support wider regeneration (including in particular improvements to environmental quality) and integrate development proposals to the surrounding areas especially areas for regeneration.
12. Annex 1 of the London Plan provides the following vision for development in the Elephant and Castle Opportunity Area:

'The area is undergoing major transformation with significant investment in housing and potential for new retail provision integrated with a more efficient and attractive transport interchange. There is scope to create a series of connected public open spaces complimented by environmental and traffic management improvements. resolution of these and rail related issues are crucial to successful redevelopment of this southern gateway to central London.'

13. Based on the policy and guidance above, together with the Elephant and Castle SPD, it is considered that the proposed redevelopment of the site is supported in strategic planning terms.

Community D Class Use

14. Saved policies 2.1 and 2.2 of the Southwark Plan seek the protection and provision of D Class community facilities. The recently demolished building provided 309sqm of D1 floorspace, previously used as a day centre for people with mental health needs. The proposed development would see this replaced with a new church and community facility providing 709sqm of D1 floorspace.
15. Subject to the protection of amenity and transport matters, which are discussed below, the replacement D1 floorspace is considered acceptable in principle as long as provision is made to enable the facility to be used by all members of the community in accordance with saved policy 2.2. In effect the community use is retained on the site and therefore no in principle land use issue is raised.
16. The proposed D1 space makes provision for a variety of accessible worship spaces, all of which are flexible and can be used for other community activities. The intention of the building is that it will not only be a place of worship but that it will also be an active community centre and this is reflected in its design, layout and provision of flexible spaces and reflects the current use of the existing Crossways church in its existing location on New Kent Road.
17. Based on this analysis the principle of the reprovision and expansion of floor space in D Class use can be supported and would be acceptable in accordance with saved policy 2.1 and 2.2 of the Southwark Plan.

Environmental impact assessment

18. The site area is below the threshold that would normally trigger an Environmental Impact Assessment. Notwithstanding this, it is considered unlikely that the development would generate significant environmental effects by reason of its size and nature of the works proposed.

Neighbour Residential Amenity

19. Strategic Policy 13 requires new development to be designed to avoid amenity and environmental problems that affect how we enjoy the environment in which we live and work. Saved policy 3.2 of the Southwark Plan states that planning permission for development will not be granted where it would cause the loss of amenity, including noise disturbance to existing and future occupiers in the surrounding area or on the application site. Saved policy 3.1 also states that new development should not cause material adverse effects on the environment and quality of life.

Daylight and Sunlight

20. A technical daylight and sunlight report has been prepared by Mott MacDonald in line with guidance drafted by the Building Research Establishment (BRE). The BRE guidelines are a recognised mechanism within Southwark's Residential Design Standards SPD to establish the impact of development in terms of daylight and sunlight. It should be noted however, that the BRE criteria provide guidance only, and that it is important to consider the local context of the area within which the site is located. In such situations the BRE guidelines need to be applied more flexibly and the guidelines state that *"the advice given here is not mandatory and this document should not be seen as an instrument of planning policy...although it gives numerical guidelines, these should be interpreted flexibly because natural lighting is only one of many factors in site layout design."*
21. The report analyses the impact of the proposed development on the levels of daylight and sunlight reaching properties in close proximity to the site. It does this via two methods of analysis:
 - Vertical sky component (VSC)
 - Average probably sunlight hours (APSH).
22. The VSC test considers the angle of unobstructed sky that is visible from the centre of each window in nearby properties. The BRE recommend a figure of 27% as indicating a good level of daylight. The test then models how this amount would be affected by the development. The BRE have determined that daylight can be reduced by 20% before the loss is noticeable.
23. The APSH method involves analysing the number of hours in which windows facing due south will receive sunlight at different points in the year. The BRE guidance sets out that a dwelling will appear reasonably sunlit if at least one main window falls within 90 degrees of due south and can receive 25% annual probable sunlight hours, including at least 5% during the winter months.
24. The report undertook testing on the basis of a part 3, part 4 storey building being proposed on the application site, the current proposal seeks permission for a building of a lower height and with a reduced depth. Accordingly an addendum to the report was prepared which considered the likely implications of this reduced scale.
25. The nearest residential properties which have the potential to be affected by the development would be Wollaston Close, which is a 7 storey residential block of flats located to the west of the development site. The daylight and sunlight report demonstrates that there would be minor daylighting impacts to those first and second floor windows to the northern end of the east facing facade, whilst elsewhere all impacts would be within BRE guidelines. In consideration of the reduced height and depth of the proposal these minor deviations from the BRE guidance would be further reduced.

26. In terms of sunlight all rooms within Wollaston Court would continue to enjoy good levels of both summer and winter sun within the BRE guidance. In consideration of the results of the report and the nature of the site context it is considered that any impact on light would not be detrimental to the amenity of existing properties.

Outlook and Privacy

27. The Residential Design Standards SPD advises that the design of new development should not have a negative impact on neighbouring properties. The SPD does not formally define what is meant by 'good' outlook. However it recognises that improvements to outlook can contribute to better internal living conditions. It also advises that new development should achieve a separation distance of 12m at the front of a building and any elevation that fronts on to a highway and a minimum distance of 21 metres between new development and existing properties at the rear.
28. 13.8m is provided between the existing eastern face of Wollaston Close and the closest point of the facing elevation of the proposed building, being a projecting bay window. To the north, at its closest point the southern elevation of the Strata Tower is 21.2m from the northern elevation of the proposed building. Both distances are in excess of the minimum separation distances outlined within the SPD and therefore are considered sufficient to ensure appropriate levels of outlook and privacy are maintained to existing neighbouring properties.
29. Concern has been raised by a resident of Strata that the large first floor window on the northern elevation would give views from the main worship area directly into the residential windows of Strata. To appreciate views out of this window towards Strata you would have to be standing in a small area towards the back of the main worship space, looking at a 45 degree angle upwards. The view you would appreciate would be a point on the Strata tower approximately 30m from ground level at a distance of approximately 44m. This is considered sufficient to ensure existing levels of privacy are maintained.

Noise

30. Objections have been received by neighbours concerned about the potential for the Class D1 use to generate noise and become a nuisance. These concerns were regarding:
- The nature of the Class D1 use and its proposed operating times.
 - The potential for people to make noise going to and from the site.
 - The hours of operation proposed, with particular regard to Friday nights.
31. The D1 Use Class includes any use, not including a residential use,
- a) for the provision of any medical or health services except use of premises attached to the residence of the consultant or practitioner;
 - b) as a creche, day nursery or day centre;
 - c) for the provision of education;
 - d) for the display of works of art;
 - e) as a museum;
 - f) as a public library or public reading room;
 - g) as a public hall or exhibition hall;
 - h) for, or in connection with, public worship or religious instruction.
 - i) as a law court.
32. Crossways Church, would fall under category (h) of the D1 use class, which, by virtue of singing and music during services, may result in noise disturbance.
33. The outbreak of noise from services, including music and signing, can be effectively

controlled through appropriate noise containment measures including efficient glazing and ventilation. This would ensure that the noise would not, at any time, increase the ambient equivalent noise level measured immediately outside any of the adjoining or nearby premises. The imposition of a condition requiring all external doors to remain closed during services and events will also ensure noise seep is not experienced.

Plant Noise

34. The sealed nature of the building will require the use of a mechanical ventilation strategy which it is recommended will require approval through the imposition of an appropriate condition. Noise emanating from such a ventilation scheme along with any other plant can be effectively controlled to ensure that it would not, at any time, increase the ambient equivalent noise level measured immediately outside any of the adjoining or nearby premises.

Hours of Operation

35. The proposed hours of operation have resulted in concerns being raised and objections made from local residents. This is with particular regard to the proposed Friday night extended opening until 2am and the special dispensation for Christian festivals.
36. It has already been established that internal noise generated can be controlled effectively through detailed design and the imposition of conditions. The operation of the use itself for worship, meetings and other community activities late into the night is therefore not of concern. Any potential for disturbance would arise from people exiting or entering the building and from those people making noise outside, waiting around etc.
37. The main worship area within the church has a maximum capacity of 200 people, whilst the secondary worship area has the potential to accommodate 60. The day to day occupancy however is predicted to be significantly less. The busiest period for the church would be the 9am Saturday morning service, which currently has a congregation attending of approximately 120 people. No other congregation exceeds 60, with most averaging only 20. The peak period of arriving and departing from services happens in the 15 minutes either side of a service. The busiest period of activity would therefore happen on a Saturday morning when it is considered that any noise generated by people coming and going would be adsorbed into the general activity and background noise of the area.
38. The surroundings of the site have been designed to reinforce and improve pedestrian links to and from the building. There is no external seating proposed and other than the official vehicle drop off point, no specific waiting area is provided. The church has a generous internal entrance/foyer which seeks to provide space for informal meeting before and after services within the building itself. The potential for the gathering of people outside the church is therefore limited and is positively discouraged through the design of the building.
39. At more sensitive times of day, such as late into the evening, the numbers of people attending would be significantly lower and this is demonstrated by the existing pattern experienced at the current Crossways church site. Of most concern to local residents however is the use of the church on Friday nights into Saturday mornings. Four different congregations are expected the use the church during these times for night vigils and night prayers. No more than two congregations are present at any one time and currently they are generally attended by only 6-10 worshipers each.
40. Given the nature of these late night activities being vigils and prayer groups, and the low number of people attending it is not anticipated that this would give rise to levels of noise which would cause disturbance to surrounding residents. It is recommended

however that this late night operation be restricted to church services and religious worship activities only, and that no community activities take place beyond the normal operating hours which would cease at 11pm at weekends and 10pm on weekdays.

41. The hours of use would allow for dispensations for major Christian festivals, which typically are as follows:
- Christmas Eve midnight communion - 2330-0045
 - Easter Daybreak service - 0600-0700
 - Easter Vigil - 2200-0600

Such operation is therefore likely to be undertaken only twice a year, the arrival and dispersal of people at such special events is not anticipated to result in undue disturbance to the amenity of the surrounding area.

Conclusion on Residential Amenity

42. The combination of conditions and relevant noise standards to be achieved are considered sufficient to protect neighbouring occupiers from any potential noise nuisance. Sufficient distances are maintained between the proposed building and adjacent properties to ensure that existing levels of outlook, privacy and light would be protected and maintained.
43. The applicant has demonstrated through its existing and proposed operation that there will not be a loss of amenity to surrounding residential occupiers, and that this can be effectively controlled through the imposition of a condition detailing the hours of operation. The use is an existing operation which is relocating and which has historically operated in a comparable location without cause for concern.
44. The proposal would therefore be in accordance with Saved policy 3.2 (Protection of Amenity) of the Southwark Plan 2007, Strategic Policy 13 (High Environmental Standards) of the Core Strategy (2011) and Planning Policy Guidance 24 Planning and Noise.

Impact on adjoining Business Premises

45. The application site is situated within close proximity to the railways arches located within the adjacent viaduct to the east. These arches are utilised by a variety of businesses which include storage and distribution, retail and food and drink uses. Objections have been raised that the proposed development would have a detrimental impact on the operation of these business resulting from the reduction in the gap between the built form on the application site and the increased height of the development.
46. Five of the existing arches, being 145-149 formally faced the Castle Day Centre which at its maximum point was 10m away, reducing to 5m, and was two storeys in height. At ground floor level there was no active frontage and the gap between the building and the arches imposing and uninviting. The gap would be reduced to between 7.5m and 4.5m with the church building being approximately 2.5m higher. A high quality facade would now face the arches with increased activity and natural surveillance provided through the proposed windows.
47. The development would provide a significantly improved aspect with increased footfall within the area which is considered to be of benefit to any existing adjacent businesses.

Traffic and Transportation

48. Saved policy 5.2 of the Southwark Plan seeks to ensure that developments do not result in adverse highway conditions; 5.3 requires the needs of pedestrians and cyclists to be considered and 5.6 establishes maximum parking standards. The site has a PTAL (public transport accessibility level) of 6a (high) and is located in a controlled parking zone (CPZ).

Vehicular Access

49. There would be no vehicular access into the site with the exception of a drop-off zone on the Hampton Street frontage which would be provided for the use of official church vehicles such as wedding cars and hearses, and which would also be used as a disabled drop-off point. This area would have bollards set within a shared surface treatment allowing pedestrians to claim it as their own whilst not in use for vehicles. A one way in and out drop off path would safely negotiate the space which would be managed by the church.
50. A loading bay area would be provided to the north-east of the site providing designated space for the occupiers of the adjacent arches. This would be controlled through the use of removable bollards and at its furthest point would be approximately 24m from the furthest arch being no.149. An objection has been raised by the occupier of this arch who runs a data destruction company and who requires vehicle access as close as possible to the entrance of the arch to allow the safe transfer of materials which may be of a sensitive nature.
51. Currently there is unobstructed access in front of the arches which allows this operation to take place. Such access would not be restricted as a result of the proposed development. Removable bollards would be provided in the north west corner of the site and a clear minimum vehicular access of 3m would be maintained. Arguably the control of this area by the provision of removable bollards will improve access since any unauthorised access or parking will be precluded. The 3m distance is of sufficient width to allow access by a fire engine and as such would be wide enough to accommodate the vehicles required for the continued operation of all the arches. At its narrowest point the Castle Day Centre building was 5m from the face of the arches, with a widening wedge increasing to 10m. The proposed building would narrow this gap to 4.5m in front of arches 148 and 149, and then widening to 7.5m at the most northern end.
52. It is acknowledged that should a vehicle be parked within the loading bay this would block access, but this does not differ from the existing currently unregulated situation and the management of this area could now be more effectively controlled by the arches through the use of the bollards.
53. Objection has been raised about the inability to use the area in front of arch 145 which would now have removable bollards directly in front of it. On the opposite side of the bollards is the Strata service area which is privately managed. With the exception of the bollards, which would be in the control of the arches occupiers, the situation remains unchanged.

Cycle Parking

54. There are currently no cycle parking standards for Class D1 (h) class use. It is proposed to provide 8 spaces which are welcomed and considered sufficient given the site's close proximity to nearby cycle hire points. The spaces would be appropriately located to the church frontage adjacent to the main entrance.

Car Parking and Trip Generation

55. The proposed development is car free and therefore the majority of trips to the site are predicted to be undertaken by foot, cycle or public transport.

56. The existing Crossways Church serves 10 congregations and has had a presence in the Elephant and Castle area for more than 150 years. The largest attendance of around 120 people meets on Saturday mornings. Given the relative proximity of the new site to the old it is expected that visitor numbers will remain unaltered. The applicant has submitted trip generation information which suggests the following modal split:
- Car 20%
 - Public transport 40%
 - Sustainable transport 40%
57. Given the location and the PTAL score this is considered to be a robust representation based on existing patterns and evidence from other comparable faith sites.
58. The site is within a controlled parking zone, however at peak times of the Church's operation, being Saturdays and Sundays, the Walworth M1 CPZ is not operational. When parking stress in the area is at its greatest, being Monday to Friday, visitors to the site will not be able to park within the immediate vicinity unless they are in possession of parking permit.
59. As noted it is expected that no more than 20% of church visitors will arrive at the site by car with an average vehicle occupancy of 2 persons. This means that at most 12 cars are anticipated to arrive for its busiest regular event. It is considered that these vehicles could be easily accommodated within a 200m radius of the site with no impact on the existing residents parking amenity.
60. Objection has been received from the occupiers of the arches raising concern that the area between the church and the viaduct would be utilised by visitors to the church for unrestricted parking. This area however would be inaccessible to vehicles not used in connection with the arches due to the positioning of removable bollards which would be in the control of the arches occupiers. Parking within the Strata service area is privately managed.

Disabled Car Parking

61. Due to the constraints of the site it has not been possible to provide a designated off-street disabled parking space. Policy 5.7 details standards for disabled people and the mobility impaired. This requires that a minimum of one accessible car parking space be provided. However the policy does acknowledge that this is subject to site constraints.
62. The drop off point to the site frontage provides an accessible area for drop-off and pick up for people who are mobility impaired, but is not a parking space. This is considered an acceptable arrangement which meets the requirements of policy 5.7.

Design and Appearance

63. Several written representations have expressed concern that the height, form, scale and massing of the proposed development will be overbearing and will not relate well to the site and its surroundings. This section of the report focuses on the quality of the proposed design and its relationship to surrounding properties.

Height, Scale and Massing

64. The proposed building, whilst of a contemporary and striking design, is of a modest scale which relates well to the surrounding built form. At its maximum height of 11.2m the building steps down from the adjacent Wollaston Court and rises marginally above the line of the adjacent railway viaduct to the east. This creates a comfortable bridge

between the two forms and results in a well proportioned building. The parapet line of the long elevations is gently undulating which breaks up and softens the vertical emphasis of the building.

65. To the north, the height of the Strata Tower significantly contrasts with the lower form of development which typifies Hampton Street. The development appropriately responds to this lower scale of built form, providing a set-back from Hampton Street which reflects the southern building line of Wollaston Close.

Detailed Design and Materials

66. The southern prominent entrance and eastern elevation will be appreciated from not only from Hampton Street, but also from the trains on the adjacent railway line. The acknowledgement of this all round perception of the building has resulted in a building which positively presents itself on all frontages. The undulating parapet line, neat and function plant enclosure, integral high level signage and the utilisation of the cross form to the front full height entrance feature creates a contemporary, dynamic and welcoming building which clearly projects its internal use in the way a traditional church would, with features such as a spire or tower.
67. The linear form of the building results in extended frontages to the east and west elevations, which have formerly been totally inactive and blank. The proposed development would activate both these frontages with windows creating visual interest, security and natural surveillance. Views are snatched into the building through these openings, whilst the thoughtful internal arrangement allows for more private spaces to be well lit without being on prominent display to the outside.
68. Brick is proposed as the predominant material which is considered to be the most appropriate material within its context. The choice of brick needs to provide interest in its tone and texture, as well as in its bond-pattern and pointing style/colour.
69. The application details the use of a light brown brick arranged in a variety of styles across the face of the building. This includes in a plain arrangement with exposed window reveals for the main body of the church, a vertical brickwork pattern providing texture and depth to the north end of the building and in a panel on the west elevation, a further insert panel of hit and miss brickwork to the west elevation and a brick saw tooth pattern in a panel to the east elevation. In two areas the rich texture of brickwork is then broken by prominent inset crosses highlighting the proposed use of the building.
70. This variety of brickwork combined with dark copper cladding and shot-peened stainless steel creates a striking and rich envelope to the buildings simple and well balanced form.
71. To ensure an appropriate contextual response is achieved across the site a condition requiring sample panels of the brickwork/mortar/pointing and other materials be provided for approval on-site is recommended.

Public Realm

72. The main entrance to the building fronts Hampton Street, creating interest and activity in the most appropriate location. In acknowledgement of this civic entrance, the front line of the building has been set back providing a generous frontage. This provides a drop-off area for the use of official church vehicles such as wedding cars and hearses, and would also be used as a disabled drop-off point. This area would have bollards set within a shared surface treatment allowing pedestrians to claim it as their own whilst not in use for vehicles. A new tree provided on this frontage would soften the the surrounding built form.

73. Whilst the main entrance would be from Hampton Street it is acknowledged that visitors are also likely to use the routes along the west and east elevations of the building when coming from the Elephant and Castle. As such a new pavement would be established along the west elevation and the pedestrian route along the east maintained.

Access

74. Saved policy 3.13 requires development to incorporate suitable access for people with disabilities or those who are mobility impaired. The building has been designed to be fully inclusive and would provide accessible provision for disabled people throughout the site with level access and accessible lift.

Secure by Design

75. The development has been designed along the principles of "Safer Places: The Planning System and Crime Prevention" and the Secured by Design Principles initiative" by the Association of Police Officers. Important aspects of this include natural surveillance, lighting, and secure doors which are welcome and in accordance with saved Southwark Plan Policy 3.14 (Designing out Crime).

Heritage

76. The subject site is not situated within a Conservation Area and there are no Listed Buildings in the vicinity. There will therefore be no impact on any heritage assets as a result of the proposed development.

Planning obligations (S.106 undertaking or agreement)

77. Due to the scale of the development no standard planning obligations would be required for this proposal.

Mayoral Community Infrastructure Levy

78. S143 of the Localism Act 2011 states that any financial sum that an authority has received, will, or could receive in the payment of CIL as a material 'local financial consideration' in planning decisions. The requirement for Mayoral CIL is a material consideration. However, the weight to be attached to a local finance consideration remains a matter for the decision-maker. Mayoral CIL is to be used for strategic transport improvements in London, primarily Crossrail.
79. The application site is vacant with the former Castle Day Centre and garages already demolished. The floorspace of these demolished structures cannot be off-set against the new floorspace proposed. The scheme is therefore liable for CIL on all proposed floorspace being 709sqm (Gross Internal Area). Based on this assessment, the CIL liability is estimated to be £24,815.

Places of worship are not exempt from CIL, however if they are registered as a charity they can apply for exemption at the point of liability.

Sustainable development implications

80. Southwark Plan saved policy 3.4 'Energy Efficiency' seeks energy efficient development whilst policy 3.9 'Water' seeks a reduction in water usage in schemes.

BREEAM

81. A BREEAM assessment has been submitted with the application, which demonstrates how the proposed development responds appropriately to local, regional and national policies. This development would be designed to achieve BREEAM 'Very Good' which is in compliance with the current requirements within the Southwark Core Strategy.

Flood Risk

82. The application site is located within Flood Zone 3 which is classified as more vulnerable. The Environment Agency has raised no objection to the proposed development on the grounds that the River Thames flood defences in this area defend the site to a 1 in 1000 year annual probability of river flooding and that the site lies outside the area of residual risk of flooding.
83. The site is within a Critical Drainage Area and officers within the council's Flooding and Drainage Team expect the development to incorporate measures to achieve an acceptable run-off rate, in accordance with guidance in the adopted Sustainable Design and Construction SPD. A condition requiring the submission of details to show the required standards would be achieved is recommended.

Air Quality

84. An Air Quality Assessment prepared by Mott MacDonald has been submitted in support of the application. The site is located within an Air Quality Management Area and the assessment has been reviewed by the Council's Environmental Protection Team who have raised no concerns about the impact of the development on air quality.

Other matters

Wind

85. Objections have been received with regard to wind within the area surrounding the application site, with concerns raised that the proposed development would exacerbate the situation. The proposed building is a relatively modest intervention in the context of the site, it remains lower than the adjacent Wollaston Court, is comparable in height to the railway viaduct and is significantly dwarfed by the Strata tower. Any strong winds experienced in the vicinity are likely to result from Strata and it is not considered that the proposed development would worsen this existing situation especially taking into account the building it would replace.

Refuse

86. The former building provided refuse storage space for the adjacent arches. The proposal includes the provision of a designated refuse storage area for the use of these adjacent arches within the single storey service block to the northern elevation of the building. This is appropriately sited for convenience and collection purposes.

Conclusion on planning issues

87. The proposed scheme would introduce animation and vibrancy to Hampton Street through the provision of an accessible and attractive contemporary development for D1 purposes providing worship and community facilities.
88. The amenity of neighbouring residential properties and businesses would be maintained and protected. There would be no form of detrimental impact on the surrounding transport network as a result of the sites highly accessible location and the developments robust Travel Plan.
89. In conclusion, this scheme offers a significant opportunity to deliver a building of a high standard and with meaningful improvements to the public realm. Taking all matters into consideration, the development proposal is considered acceptable and it is recommended that planning permission be granted subject to conditions.

Community impact statement

90. 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 issues relevant to particular communities/groups likely to be affected by the proposal have been identified above.
 - c) The likely adverse or less good implications for any particular communities/groups have been also been discussed above.

Consultations

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

Consultation replies

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

Summary of consultation responses

- Environmental Protection Team: Raise no objections to the proposed development subject to the imposition of conditions concerning noise from amplified music, plant noise, site contamination and the submission of a Construction Management Plan. They are satisfied with the proposed hours of operation however detailed information of likely events during the weekend will be required.
- Ecology Officer: Recommends a condition requiring details of the Biodiverse roof be submitted for approval.
- Flood and Drainage Team: Raise no objections and confirm that they are generally happy with the submitted FRA. Recommend the imposition of a condition requiring details of a surface water drainage strategy to be submitted.
- Environment Agency: The site lies outside the area of residual flooding and therefore no objection is raised.
- Network Rail: Raise no objections and note that any noise/vibration impacts resulting from the proximity of the railway line should be assessed and that at least 2m (3m for overhead lines and third rail) should be maintained between Network Rail's boundary and the proposed building for the purposes of construction and future maintenance. Also note that the proposal may impact on the availability of light to the adjacent railway arches which are used for commercial purposes.
- Thames Water: Raise no objections with regard to water infrastructure capacity or sewage infrastructure capacity.

Neighbour Consultation Responses

93. The Council has received 64 letters of objection from neighbouring and nearby residential properties and commercial premises. These include 44 individually signed standard letters and a representation from the Draper Residents Association. Those areas of concern are as follows:
- Noise and disturbance resulting from large numbers of people arriving and leaving

- the building late at night, in particular on Friday and Sunday nights.
- Unclear about the dispensation for 'Christian Festivals'. Limit should be applied.
- On-site management is limited.
- Detrimental impact on parking as the surrounding CPZ does not operate on a Sunday when the church is likely to experience the majority of its visitors.
- The application does not consider the transport implications for large meetings such as Christian Festivals, and only looks at the average estimate.
- Noise and vibration from the ventilation plant on the roof.
- Concerns about rubbish and waste management.
- The new church should be accommodated within the Heygate Estate from where it is being relocated.
- The building is a solid block like structure which is overbearing on the surrounding space, in particular the footpath along the viaduct.
- The large window in the main worship area will give direct lines of sight into the flats in Strata resulting in a loss of privacy.
- Increased light pollution.
- Another church in the area is not needed and will not serve the needs of the surrounding community.
- Detrimental impact will result to the businesses which operate out of the adjacent arches through the removal of trade and storage space essential to their operation. These businesses form part of the Latin community who use the arches and the immediate surroundings as a meeting place.
- The building will increase the wind problems which have resulted from the Strata buildings.
- The development will remove the ability to access and service the adjacent arches with vehicles.

Human rights implications

94. 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.
95. This application has the legitimate aim of providing a new building for D Class Use. 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.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Site history file: TP/1058-12 Application file: 14/AP/4270 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 5452 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	Amy Lester, Planner	
Version	Final	
Dated	19 February 2015	
Key Decision	No	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments sought	Comments included
Strategic Director of Finance & Corporate Services	No	No
Strategic Director of Environment and Leisure	Yes	Yes
Strategic Director of Housing and Community Services	No	No
Director of Regeneration	Yes	No
Date final report sent to Constitutional Team		19 February 2015

APPENDIX 1

Consultation undertaken

Site notice date: 20/12/2014

Press notice date: n/a

Case officer site visit date: 20/12/2014

Neighbour consultation letters sent: 05/12/2014

Internal services consulted:

Ecology Officer
Elephant and Castle Special Projects
Environmental Protection Team Formal Consultation [Noise / Air Quality / Land Contamination / Ventilation]

Statutory and non-statutory organisations consulted:

Draper House Residents Association, 134 Draper House
Environment Agency
Network Rail (Planning)
Thames Water - Development Planning

Neighbour and local groups consulted:

Email	Apartment 2203 8 Walworth Road SE1 6EH
By Eform	Apartment 2204 8 Walworth Road SE1 6EH
By Email	Apartment 2205 8 Walworth Road SE1 6EH
Apartment 3407 8 Walworth Road SE1 6EJ	Apartment 2106 8 Walworth Road SE1 6EH
Apartment 3408 8 Walworth Road SE1 6EJ	Apartment 2007 8 Walworth Road SE1 6EH
Apartment 3409 8 Walworth Road SE1 6EJ	Apartment 2008 8 Walworth Road SE1 6EH
Apartment 3406 8 Walworth Road SE1 6EJ	Apartment 2009 8 Walworth Road SE1 6EH
Apartment 3403 8 Walworth Road SE1 6EJ	Apartment 2006 8 Walworth Road SE1 6EH
Apartment 3404 8 Walworth Road SE1 6EJ	Apartment 2003 8 Walworth Road SE1 6EH
Apartment 3405 8 Walworth Road SE1 6EJ	Apartment 2004 8 Walworth Road SE1 6EH
Apartment 506 8 Walworth Road SE1 6EE	Apartment 2005 8 Walworth Road SE1 6EH
Apartment 507 8 Walworth Road SE1 6EE	Apartment 2103 8 Walworth Road SE1 6EH
Apartment 508 8 Walworth Road SE1 6EE	Apartment 2104 8 Walworth Road SE1 6EH
Apartment 505 8 Walworth Road SE1 6EE	Apartment 2105 8 Walworth Road SE1 6EH
Apartment 502 8 Walworth Road SE1 6EE	Apartment 2102 8 Walworth Road SE1 6EH
Apartment 503 8 Walworth Road SE1 6EE	Apartment 2010 8 Walworth Road SE1 6EH
Apartment 504 8 Walworth Road SE1 6EE	Apartment 2011 8 Walworth Road SE1 6EH
Apartment 603 8 Walworth Road SE1 6EE	Apartment 2101 8 Walworth Road SE1 6EH
Apartment 604 8 Walworth Road SE1 6EE	Apartment 2407 8 Walworth Road SE1 6EH
Apartment 605 8 Walworth Road SE1 6EE	Apartment 2408 8 Walworth Road SE1 6EH
Apartment 602 8 Walworth Road SE1 6EE	Apartment 2409 8 Walworth Road SE1 6EH
Apartment 509 8 Walworth Road SE1 6EE	Apartment 2406 8 Walworth Road SE1 6EH
Apartment 510 8 Walworth Road SE1 6EE	Apartment 2403 8 Walworth Road SE1 6EH
Apartment 601 8 Walworth Road SE1 6EE	Apartment 2404 8 Walworth Road SE1 6EH
Apartment 501 8 Walworth Road SE1 6EE	Apartment 2405 8 Walworth Road SE1 6EH
Apartment 401 8 Walworth Road SE1 6EE	Apartment 2503 8 Walworth Road SE1 6EH
Apartment 402 8 Walworth Road SE1 6EE	Apartment 2504 8 Walworth Road SE1 6EH
Apartment 403 8 Walworth Road SE1 6EE	Apartment 2505 8 Walworth Road SE1 6EH
Apartment 310 8 Walworth Road SE1 6EE	Apartment 2502 8 Walworth Road SE1 6EH
Apartment 307 8 Walworth Road SE1 6EE	Apartment 2410 8 Walworth Road SE1 6EH
Apartment 308 8 Walworth Road SE1 6EE	Apartment 2411 8 Walworth Road SE1 6EH
Apartment 309 8 Walworth Road SE1 6EE	Apartment 2501 8 Walworth Road SE1 6EH
Apartment 408 8 Walworth Road SE1 6EE	Apartment 2402 8 Walworth Road SE1 6EH
Apartment 409 8 Walworth Road SE1 6EE	Apartment 2303 8 Walworth Road SE1 6EH

Apartment 2603 8 Walworth Road SE1 6EH
Apartment 2604 8 Walworth Road SE1 6EH
Apartment 2910 8 Walworth Road SE1 6EJ
Apartment 2911 8 Walworth Road SE1 6EJ
Apartment 3001 8 Walworth Road SE1 6EJ
Apartment 2909 8 Walworth Road SE1 6EJ
Apartment 2906 8 Walworth Road SE1 6EJ
Apartment 2907 8 Walworth Road SE1 6EJ
Apartment 2908 8 Walworth Road SE1 6EJ
Apartment 3006 8 Walworth Road SE1 6EJ
Apartment 3007 8 Walworth Road SE1 6EJ
Apartment 3008 8 Walworth Road SE1 6EJ
Apartment 3005 8 Walworth Road SE1 6EJ
Apartment 3002 8 Walworth Road SE1 6EJ
Apartment 3003 8 Walworth Road SE1 6EJ
Apartment 3004 8 Walworth Road SE1 6EJ
Apartment 2905 8 Walworth Road SE1 6EJ
Apartment 2806 8 Walworth Road SE1 6EJ
Apartment 2807 8 Walworth Road SE1 6EJ
Apartment 2808 8 Walworth Road SE1 6EJ
Apartment 2805 8 Walworth Road SE1 6EJ
Apartment 2802 8 Walworth Road SE1 6EJ
Apartment 2803 8 Walworth Road SE1 6EJ
Apartment 2804 8 Walworth Road SE1 6EJ
Apartment 2902 8 Walworth Road SE1 6EJ
Apartment 2903 8 Walworth Road SE1 6EJ
Apartment 2904 8 Walworth Road SE1 6EJ
Apartment 2901 8 Walworth Road SE1 6EJ
Apartment 2809 8 Walworth Road SE1 6EJ
Apartment 2810 8 Walworth Road SE1 6EJ
Apartment 2811 8 Walworth Road SE1 6EJ
Apartment 2111 8 Walworth Road SE1 6EH
Apartment 2201 8 Walworth Road SE1 6EH
Apartment 2202 8 Walworth Road SE1 6EH
Apartment 2110 8 Walworth Road SE1 6EH
Apartment 2107 8 Walworth Road SE1 6EH
Apartment 2108 8 Walworth Road SE1 6EH
Apartment 2109 8 Walworth Road SE1 6EH
Apartment 2207 8 Walworth Road SE1 6EH
Apartment 2208 8 Walworth Road SE1 6EH
Apartment 2209 8 Walworth Road SE1 6EH
By Email
By Eform
By Eform
Apartment 2206 8 Walworth Road SE1 6EH

Apartment 301 2 Walworth Road SE1 6EB
Unit 1 Draper House SE1 6SX
Apartment 303 2 Walworth Road SE1 6EB
Flat 22 Draper House SE1 6SX
Flat 49 Draper House SE1 6SX
Flat 48 Draper House SE1 6SX
Flat 51 Draper House SE1 6SX
Flat 50 Draper House SE1 6SX
Flat 47 Draper House SE1 6SX
Flat 44 Draper House SE1 6SX
Flat 43 Draper House SE1 6SX
Flat 46 Draper House SE1 6SX
Flat 45 Draper House SE1 6SX
Flat 52 Draper House SE1 6SX
Flat 59 Draper House SE1 6SX
Flat 58 Draper House SE1 6SX
Flat 61 Draper House SE1 6SX
Flat 60 Draper House SE1 6SX
Flat 57 Draper House SE1 6SX
Flat 54 Draper House SE1 6SX
Flat 53 Draper House SE1 6SX
Flat 56 Draper House SE1 6SX
Flat 55 Draper House SE1 6SX
Flat 42 Draper House SE1 6SX
Flat 29 Draper House SE1 6SX
Flat 28 Draper House SE1 6SX
Flat 31 Draper House SE1 6SX
Flat 30 Draper House SE1 6SX
Flat 27 Draper House SE1 6SX
Flat 24 Draper House SE1 6SX
Flat 23 Draper House SE1 6SX
Flat 26 Draper House SE1 6SX
Flat 25 Draper House SE1 6SX
Flat 32 Draper House SE1 6SX
Flat 39 Draper House SE1 6SX
Flat 38 Draper House SE1 6SX
Flat 41 Draper House SE1 6SX
Flat 40 Draper House SE1 6SX
Flat 37 Draper House SE1 6SX
Flat 34 Draper House SE1 6SX
Flat 33 Draper House SE1 6SX
Flat 36 Draper House SE1 6SX
Flat 35 Draper House SE1 6SX
134 Draper House Hampton Street SE1 6SY
By Email
By Email Strata 505 SE1 6EE

Re-consultation: n/a

APPENDIX 2

Consultation responses received

Internal services

Environmental Protection Team Formal Consultation [Noise / Air Quality / Land Contamination / Ventilation]

Statutory and non-statutory organisations

Network Rail (Planning)
Thames Water - Development Planning

Neighbours and local groups

Apartment 1005 8 Walworth Road SE1 6EE
Apartment 2602 8 Walworth Road SE1 6EH
Apartment 308 8 Walworth Road SE1 6EE
Apartment 3806 8 Walworth Road SE1 6EL
Apartment 407 8 Walworth Road SE1 6EE
Apt 1208 Strata 8 Walworth Road SE1 6EG
Email representation
Flat 10 Draper House SE1 6SX
Flat 101 Draper House SE1 6SY
Flat 106 Draper House SE1 6SY
Flat 115 Draper House SE1 6SY
Flat 118 Draper House SE1 6SY
Flat 120 Draper House SE1 6SY
Flat 130 Draper House SE1 6SY
Flat 134 Draper House SE1 6SY
Flat 139 Draper House SE1 6SY
Flat 16 Draper House SE1 6SX
Flat 26 Draper House SE1 6SX
Flat 30 Draper House SE1 6SX
Flat 31 Draper House SE1 6SX
Flat 41 Draper House SE1 6SX
Flat 44 Draper House SE1 6SX
Flat 47 Draper House SE1 6SX
Flat 53 Draper House SE1 6SX
Flat 6 Draper House SE1 6SX
Flat 60 Draper House SE1 6SX
Flat 61 Draper House SE1 6SX
Flat 68 Draper House SE1 6SX
Flat 71 Draper House SE1 6SY
Flat 77 Draper House SE1 6SY
Flat 80 Draper House SE1 6SY
Flat 87 Draper House SE1 6SY
Flat 90 Draper House SE1 6SY
Flat 94 Draper House SE1 6SY
Flat 95 Draper House SE1 6SY
1 Wollaston Close London SE1 6SL
1 Wollaston Close Hampton Street SE1 6SL
10 Wollaston Close Hampton Street SE1 6SL
12 Wollaston Close Hampton Street SE1 6SL
134 Draper House Hampton Street SE1 6SY
16 Wollaston Close Hampton Street SE1 6SL

17 Wollaston Close Hampton Street SE1 6SL
19 Wollaston Close Hampton Street SE1 6SL
2 Wollaston Close Hampton Street SE1 6SL
22 Wollaston Close Hampton Street SE1 6SL
24 Wollaston Close Hampton Street SE1 6SL
25 Wollaston Close Hampton Street SE1 6SL
26 Wollaston Close Hampton Street SE1 6SL
27 Wollaston Close Hampton Street SE1 6SL
28 Wollaston Close Hampton Street SE1 6SL
29 Wollaston Close Hampton Street SE1 6SL
4 Wollaston Close Hampton Street SE1 6SL
5 Sherston Court SE1 6SG
6 Marlborough Close Newington Estate SE17 3AP
7 Wollaston Close Hampton Street SE1 6SL
8 Wollaston Close Hampton Street SE1 6SL
9 Wollaston Close Hampton Street SE1 6SL