

PLANNING APPLICATIONS COMMITTEE

Date: Tuesday 2 November 2021

Time: 7.00 pm

Venue: Committee Room (B6) - Lambeth Town Hall, Brixton, London, SW2 1RW*

*In line with legislation and continuing Covid-19 precautions, Committee Members will attend the meeting in person at Lambeth Town Hall. Officers, visiting Ward Members and members of the public are invited to attend virtually. Further instructions about joining the meeting, are provided overleaf.

Copies of agendas, reports, minutes and other attachments for the Council's meetings are available on the Lambeth website. www.lambeth.gov.uk/moderngov

Members of the Committee

Councillor Scarlett O'Hara (Vice-Chair), Councillor Malcolm Clark, Councillor Ibrahim Dogus, Councillor Mohammed Seedat, Councillor Iain Simpson, Councillor Joanne Simpson (Chair) and Councillor Becca Thackray

Substitute Members

Councillor Scott Ainslie, Councillor Liz Atkins, Councillor Jennifer Brathwaite, Councillor Marcia Cameron, Councillor Rezina Chowdhury, Councillor Paul Gadsby, Councillor Nigel Haselden, Councillor Maria Kay, Councillor Marianna Masters, Councillor Timothy Windle and Councillor Sonia Winifred

Further Information

If you require any further information or have any queries please contact:
Farah Hussain, Telephone: 020 7926 4201; Email: fhussain1@lambeth.gov.uk

Published on: Thursday 21 October 2021

Queries on reports

Please contact report authors prior to the meeting if you have questions on the reports or wish to inspect the background documents used. The contact details of the report author are shown on the front page of each report.

How to access the meeting

In line with legislation, Committee members will attend the meeting in person at Lambeth Town Hall.

Reflecting current [government guidance](#) to help prevent the spread of Covid-19, members of the public, visiting Ward Members and officers are invited to attend virtually. If you wish to attend the meeting in person, public access can be made available for limited numbers, but please contact Democratic Services (details on the front sheet of the agenda) before the meeting so that arrangements can be made.

For elected Members of the Council

Councillors who are not members of the committee but wish to make representations at the meeting must inform Democratic Services by 12 noon on the last working day before the meeting.

For members of the Public

If you want to watch the live broadcast, this meeting is available to view as a Microsoft Teams Live Event. If you are new to Microsoft Teams, clicking [here](#) will take you to the meeting page where you will be prompted to download the app or watch on the web instead. Please follow the instructions to watch on the web instead. On doing so, you can join our live event anonymously.

Can I make representations at PAC meetings?

You may speak in relation to planning applications and other applications that are to be decided by the Committee. Up to three supporters (including applicants), three objectors and the Ward Members can make representations to the meeting at the Committee's discretion for a maximum of two minutes each.

If you would like to make representation, please contact the clerk (details on the front page of the agenda) or democracy@lambeth.gov.uk.

You must register your wish to make representations on any application by 12 noon on the last working day before the meeting. You are encouraged to participate online and should supply a written statement (approximately 300 words) outlining the points you wish to make to the committee. The written statement when read aloud must not take more than two minutes. If you are not able to participate online, public access can be made available for limited numbers, however, due to continuing Covid-19 precautions, you should inform Democratic Services as soon as possible and before the deadline.

For further information please contact Democratic Services as soon as possible by telephoning 020 7926 2170 or emailing democracy@lambeth.gov.uk.

Where the number of requests to address the committee exceeds three, and/or it is clear the interested parties wish to make similar points, the interested parties will be asked to liaise so that all the points can be raised succinctly.

Where the Committee is hearing a Pre-application Development Presentation, you will not be able to register to speak in connection with that presentation. Pre-application Development Presentations relate to proposals that are still at the pre-application stage. Pre-application Development Presentations (explained further below) do not involve the determination of an application by the Committee.

What are Pre-application Development Presentations?

These are presentations to the Committee on proposed developments which have not yet been submitted as planning applications for formal determination. The purpose of the presentation is to make Committee members aware of the emerging proposal and to have an opportunity to ask questions of the developer and to highlight issues to the developer that may require further consideration. The Committee does not make any decision about the proposals. Any proposal that is presented to the Committee through a Pre-application Development Presentation will still require a planning application to be submitted and determined in the usual way.

What is the process for hearing Pre-application Development Presentations?

Items involving Pre-application Development Presentations will be identified in the agenda papers. If an officer report has been prepared it will be published as part of the agenda papers and at the start of the item, the officer will briefly summarise their report.

The developer will then give a presentation to the Committee. This may involve the use of slides or images, which will be made available to Committee members and which people watching or attending the meeting will also be able to see. Committee members will then be invited to ask questions of the developer and will have an opportunity to highlight issues that may require further consideration by the developer. The item will be included in the minutes of the meeting.

Representation

Ward Councillors (details via the website www.lambeth.gov.uk or phone 020 7926 2131) may be contacted at their surgeries or through Party Group offices to represent your views to the Council: (Conservatives 020 7926 2213) (Labour 020 7926 1166) (Greens 020 7926 2225).

Digital engagement

We encourage people to use Social Media and we normally tweet from most Council meetings. To get involved you can tweet us @LBLDemocracy.

Audio/Visual Recording of meetings

Everyone is welcome to record meetings of the Council and its Committees using whatever, non-disruptive, methods you think are suitable. If you have any questions about this please contact Democratic Services (members of the press please contact the Press Office). Please note that the Chair of the meeting has the discretion to halt any recording for a number of reasons including disruption caused by the filming or the nature of the business being conducted.

Persons making recordings are requested not to put undue restrictions on the material produced so that it can be reused and edited by all local people and organisations on a non-commercial basis.

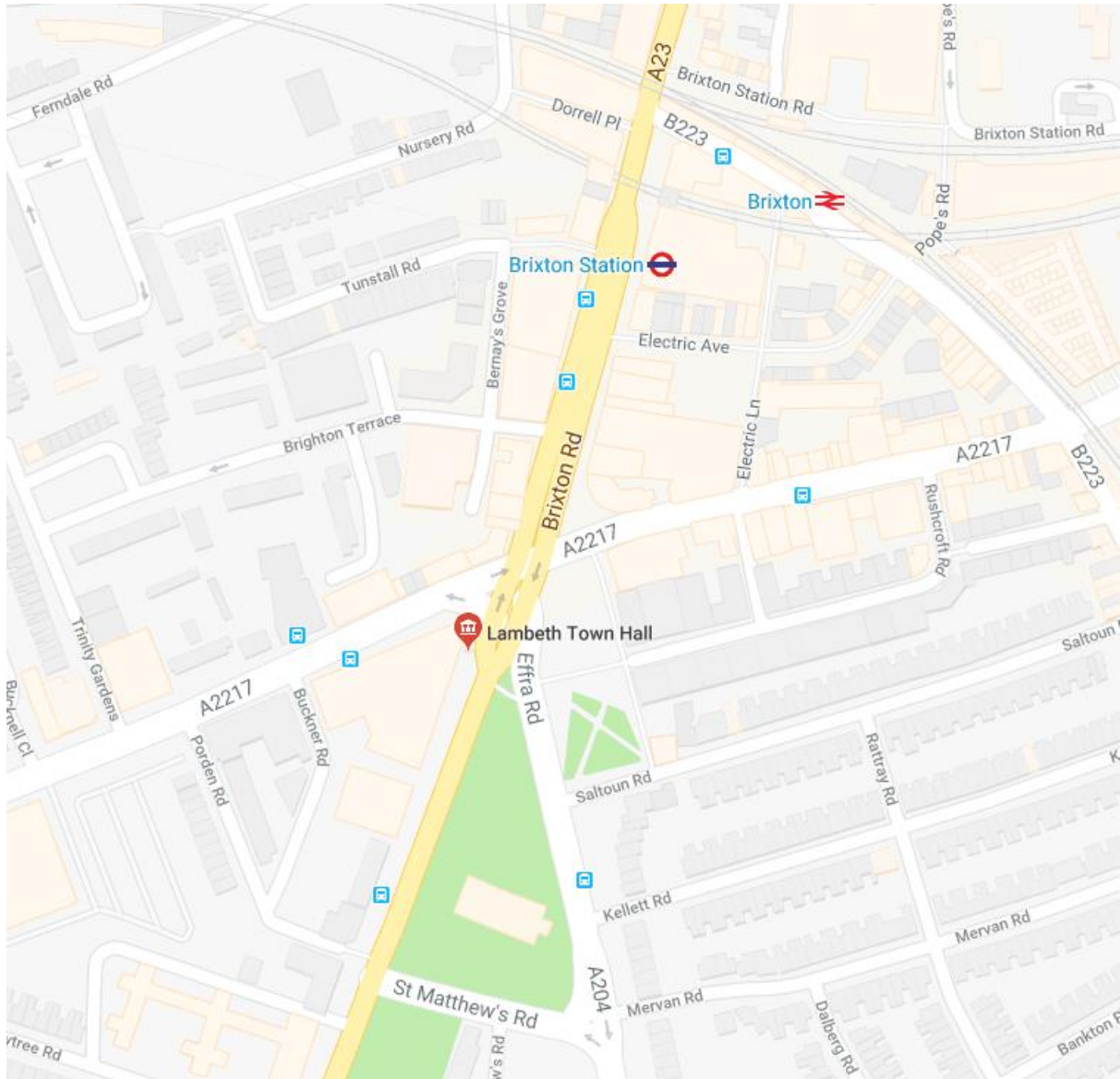
Security

Please be aware that you may be subject to bag searches and asked to sign in at meetings that are held in public. Failure to comply with these requirements could mean you are denied access to the meeting. There is also limited seating which is allocated on a first come first serve basis, and you should aim to arrive at least 15 minutes before the meeting commences. For more details please visit: [our website](#).

Please contact Democratic Services for further information – 020 7926 2170 or the number on the front page.

Directions to Lambeth Town Hall, London, SW2 1RW

Lambeth Town Hall is located at the southern end of Brixton Road and is a highly visible landmark. It can be accessed via a number of bus routes and is a short walk from both Brixton Station and Brixton Underground Station.



AGENDA

PLEASE NOTE THAT THE ORDER OF THE AGENDA MAY BE CHANGED AT THE MEETING

		Page Nos.
1	Declaration of Pecuniary Interests Under Standing Order 4.4, where any councillor has a Disclosable Pecuniary Interest (as defined in the Members' Code of Conduct (para. 4)) in any matter to be considered at a meeting of the Council, a committee, sub-committee or joint committee, they must withdraw from the meeting room during the whole of the consideration of that matter and must not participate in any vote on that matter unless a dispensation has been obtained from the Monitoring Officer.	
2	Minutes To agree minutes of the meetings held on 8 June and 14 September.	1 - 10
3	Pre-application Development Presentation Royal Street (Bishop's) No recommendation is made to the committee for Pre-application Development Presentations. Matters arising from discussions during the item will be minuted; any matters discussed will not be binding on the eventual decision-maker. Town & Country Planning Act (1990), The Planning & Compensations Act (1991), The Town & Country Planning (Control of Advertisement) Regulations (1992), The Planning (Listed Buildings and Conservation Areas) Act (1990), The Town & Country Planning General Regulations (1990), The Rush Common Act 1806 and related legislation: Applications <i>For information on documents used in the preparation of the reports contact the Planning Advice Desk, Tel: 020 7926 1180.</i>	11 - 22

PLANNING APPLICATIONS COMMITTEE (PAC) FAQs - YOUR QUESTIONS ANSWERED

Who sits on the PAC?

The Council has established a PAC, which consists of seven Councillors (elected Members).

Where and when do PAC meetings take place?

In line with legislation, Committee members will attend the meeting in person at Lambeth Town Hall.

Reflecting current [government guidance](#) to help prevent the spread of Covid-19, members of the public, visiting Ward Members and officers are encouraged to attend virtually. If this is not possible, public access can be made available for limited numbers, but please contact Democratic Services (details on the front sheet of the agenda) before the meeting so that arrangements can be made.

The meetings are normally held on a Tuesday evening at 7pm and are held 1 or 2 times a month and are listed on the Council's calendar of meetings, [here](#).

Can I attend PAC meetings?

All PAC meetings are open to the press and public although on rare occasions the Committee may discuss a matter in private. The capacity of meetings is restricted due to Covid-19 safety considerations. If the capacity of the room is exceeded the meeting can be viewed live online. The link to the meeting can be found on the PAC page of the Council's website.

How can I get a copy of any reports to be considered by PAC?

The officer reports on applications to be considered are circulated to PAC Members and published on the Council's website a week before the meeting. Papers for meetings can be viewed [here](#).

Can I make written representations to the PAC meeting?

Yes. Written representations, including any letters, petitions or photos should be:

- Sent to the relevant case officer preferably by email; and,
- Sent by **12 noon two clear working days before the meeting**. Meetings are normally on a Tuesday, so the deadline would be 12 noon by the Thursday before the meeting.

Can I speak at PAC meetings?

Yes. Up to three supporters (including applicants), three objectors and the Ward Members can make representations to the meeting at the Committee's discretion for a maximum of two minutes each.

If you would like to make representation, please contact the clerk (details on the front page of the agenda) or democracy@lambeth.gov.uk.

You must register your wish to make representations on any application by 12 noon on the last working day before the meeting. You are encouraged to participate online and should supply a written statement (approximately 300 words) outlining the points you wish to make to the committee. The written statement when read aloud must not take more than two minutes. If participating online is not possible, public access can be made available for limited numbers, but please contact Democratic Services (details on

the front sheet of the agenda) before the deadline so that arrangements can be made.

For further information please contact Democratic Services as soon as possible by telephoning 020 7926 2170 or emailing democracy@lambeth.gov.uk.

Where the number of requests to address the committee exceeds three, and/or it is clear the interested parties wish to make similar points, the interested parties will be asked to liaise so that all the points can be raised succinctly.

Does the PAC consider applications in the order listed on the agenda?

Not necessarily. The order of business is determined at the meeting taking into consideration:

1. Applications which are withdrawn, or which officers recommend should be deferred.
2. Applications where there are no notified interested parties wishing to address the committee and members have no questions to ask the applicant or officers.
3. Applications which have been deferred from a previous meeting or have been the subject of a site visit.
4. Applications for developments which would be in receipt of public funding and which are subject to deadlines affecting delivery **and other applications subject to specific deadlines.**

What is the process for considering an application at the meeting?

Officers will introduce each application with a brief PowerPoint presentation which will usually include drawings and photographs of the application site. The Committee will then hear the representations from the interested parties. If the application is recommended for approval, then objectors' representations will be heard first. This is reversed if the application is recommended for refusal. The merits of the application are considered taking into account the views of the interested parties and planning officers before the committee reaches a decision.

What time does the meeting come to an end?

The meeting will be conducted in a business-like fashion and the Committee will endeavour to deal with reports as quickly as possible.

However, if there is a lot of outstanding business at 9.00pm the Chair will advise the meeting if and how the timetable for the meeting has to be revised, in order to deal with remaining business and finish the meeting at 10.00pm. At 10.00pm, if the meeting has not ended, the Committee will decide which business can be completed by 10.45pm and any business not reached by that time will be deferred to the next meeting.

What are site visits?

The decision whether to have a site visit is made by the Chair of the Planning Applications Committee. Site visits are arranged by Planning Officers to allow the Committee and Ward Members to observe the site and gain a better understanding of the impact of the proposal. Where permission is needed to go on to private land, contact will be made with the owner by officers. Other than for reasons of access, the arrangements for site visits will not normally be publicised or made known to applicants, agents or third parties except in exceptional circumstances. In such circumstances, officers have discretion to invite one representative of the applicant to be present but only to answer any questions if Members require further

context which the officer cannot provide. The applicant must notify the planning officer prior to the site visit who will be attending on their behalf.

Objectors are not to be invited, except in exceptional circumstances where the Chair of the Committee agrees that there is information which cannot be provided by officers, and which it is necessary to receive on site and which is only likely to be able to be provided by an objector.

In circumstances where the public may need to be involved; for example, to gain access to a property to view a site from a particular vantage point, officers will arrange this. Members of the public shall be present only to grant access to premises and to answer factual questions.

A site visit is not a part of the formal determination of the planning application and therefore the public in attendance are not able to lobby councillors or to engage in discussing the merits of the proposal.

When do site visits take place?

A site visit will normally take place on the Saturday morning immediately before the committee which will consider the matter. An alternative date of the preceding Friday morning could be arranged

If I am unable to attend the PAC meeting, how can I find out the decision?

You are able to watch the meeting by clicking the link provided on the PAC agenda. Following the meeting, videos remain available to view for 180 days. Decisions will be posted on Twitter from @lbdemocracy immediately as the decision is taken. You can also contact Democratic Services by telephone or email. The minutes from the meeting will also be available on the Council's website after the meeting. Planning officers will send the applicant and any interested parties who have made written representations formal notification of the Committee decision.

Where can I get further information or advice?

If you would like further information or advice, please contact:

- Town Planning Advice Desk: Tel: 020 7926 1180, Email: planning@lambeth.gov.uk
- Town Planning Webpage: <https://www.lambeth.gov.uk/planning-and-building-control>
- Democratic Services: Tel: 020 7926 4201, Email: democracy@lambeth.gov.uk

Abbreviations

ADF	Average Daylight Factor
AQA	Air Quality Assessment
AQMA	Air Quality Management Area
BRE	British Research Establishment
BREEAM	Building Research Establishment Environmental Assessment Method
BSPD	Brixton Supplementary Planning Document
CAS	Conservation Area Statement
CHP	Combined Heat and Power
CIL	Community Infrastructure Levy
CEMP	Construction and Environmental Management Plan
MHCLG	Ministry of Housing, Communities and Local Government
DD	Daylight Distribution
DRLLP	Draft Revised Lambeth Local Plan
EIA	Environmental Impact Assessment
ES	Environmental Statement
ESP	Employment and Skills Plan
EVCP	Electric Vehicle Charging Point
HE	Historic England
FTE	Full Time Equivalent
FVA	Financial Viability Assessment
HSE	Health and Safety Executive
GLA	Greater London Authority
LLP	Lambeth Local Plan 2015
LP	London Plan 2021
LVMF	London View Management Framework
NPPF	National Planning Policy Framework
NPPG	National Planning Practice Guidance
OAPF	Opportunity Area Planning Framework
PAC	Planning Applications Committee
PPA	Planning Performance Agreement
PTAL	Public Transport Accessibility Level
PV	Photovoltaic
RICS	Royal Institute of Chartered Surveyors
RSS	Regulatory Support Service – Environmental Health advisors
S106	Section 106 of the Town and Country Planning Act 1990
SOWNNP	South Bank & Waterloo Neighbourhood Plan
SPD	Supplementary Planning Document
SPG	Supplementary Planning Guidance
TA	Transport Assessment
TfL	Transport for London
TLRN	Transport for London Road Network
TVIA	Townscape and Visual Impact Assessment
UGF	Urban Greening Factor
VNEB	Vauxhall Nine Elms Battersea Opportunity Area
VSC	Vertical Sky Component

VSPD	Vauxhall Supplementary Planning Document
WSPD	Waterloo Supplementary Planning Document

Approach to Heritage Assets

Legislative Framework

Section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 (“PLBCAA”) provides that in considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.

Section 72(1) of the PLBCAA provides that in the exercise, with respect to any buildings or other land in a conservation area, of any functions under or by virtue of (amongst others) the planning Acts, special attention shall be paid to the desirability of preserving or enhancing the character or appearance of the conservation area.

The South Lakeland District Council v Secretary of State for the Environment case and the Barnwell Manor case (East Northamptonshire DC v SSCLG) establish that “preserving” in both s.66 and s.72 means “doing no harm”.

National Policy

Paragraph 8 of the NPPF sets out three overarching objectives, contained within the planning system, in order to achieve sustainable development. These objectives are interdependent and need to be pursued in mutually supportive ways and include the following (with detail provided on the most relevant objective to this section):

- a) an economic objective;
- b) a social objective; and,
- c) an environmental objective –to contribute to protecting and enhancing our natural, built and historic environment.

The NPPF defines a “heritage asset” as:

“A building, monument, site place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest”.

The definition includes both designated heritage assets (of which, Listed Buildings and Conservation Areas are relevant here) and assets identified by the local planning authority (including local listing)

“Significance” is defined within the NPPF as being:

“the value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives from a heritage asset’s physical presence, but also from its “setting”.

Paragraph 190 of the NPPF requires local planning authorities to identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting its setting), taking account of the available evidence and any necessary expertise. That assessment should then be taken into account when considering the impact of the proposal on the heritage asset, to avoid or minimise conflict between the heritage asset’s conservation and any aspect of the proposal.

Paragraphs 192 to 194 of the NPPF provide as follows:

192. In determining planning applications, local planning authorities should take account of:
 - a. the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
 - b. the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
 - c. the desirability of new development making a positive contribution to local character and distinctiveness.

193. When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.

194. Any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting) should require clear and convincing justification. Substantial harm to or loss of: a) grade II listed buildings, or grade II registered parks or gardens, should be exceptional; b) assets of the highest significance, notably scheduled monuments, protected wreck sites, registered battlefields, grade I and II* listed buildings, grade I and II* registered parks and gardens, and World Heritage Sites, should be wholly exceptional.

Paragraph 195 of the NPPF deals with substantial harm to or total loss of significance of a designated heritage asset.

Paragraph 196 of the NPPF provides that where a development proposal will lead to less than substantial harm to the significance of the designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use.

Paragraph 197 of the NPPF deals with non-designated heritage assets as follows:

197. The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that affect directly or indirectly non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.

Paragraphs 200 and 201 of the NPPF are as follows:

200. Local planning authorities should look for opportunities for new development within Conservation Areas and World Heritage Sites, and within the setting of heritage assets, to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to the asset (or which better reveal its significance) should be treated favourably.

201. Not all elements of a Conservation Area or World Heritage Site will necessarily contribute to its significance. Loss of a building (or other element) which makes a positive contribution to the significance of the Conservation Area or World Heritage Site should be treated either as substantial harm under paragraph 195 or less than substantial harm under paragraph 196, as appropriate, taking into account the relative significance of the element affected and its contribution to the significance of the Conservation Area or World Heritage Site as a whole.

Officers have also had regard to the National Planning Practice Guidance in respect of conserving and enhancing the historic environment.

Approach to Daylight, Sunlight and Overshadowing

Where a proposed development may impact upon the sunlight and daylight received by an adjoining property, planning applications are often accompanied by a Sunlight and Daylight Assessment. These should be undertaken following the guidelines published by the Building Research Establishment 'Site Layout Planning for Daylight and Sunlight' (BRE Guidelines). This is a good practice guide which provides advice on site layout for good natural lighting within a new development, safeguarding of daylight and sunlight within existing buildings nearby a development and the protection of daylighting of adjoining land for future development. The guide is advisory and whilst it provides numerical target values, these need also to be considered holistically with the needs of the development and its surrounding context.

Two methods of measurement are recommended be used to measure daylight impacts: (1) Vertical Sky Component (VSC); and (2) Daylight Distribution (DD). VSC assesses the quantum of skylight falling on a vertical window and DD (also referred to as No Sky Line) the distribution of direct skylight in a room space.

VSC is calculated from the centre of a window on the outward face and measures the amount of light available on a vertical wall or window following the introduction of visible barriers, such as buildings. The maximum VSC value is almost 40% for a completely unobstructed vertical wall or window. The BRE guidance suggests that if the VSC is greater than 27%, enough skylight should still be reaching the window of the existing building. Any reduction below this level should be kept to a minimum. Should the VSC with development be both less than 27% and less than 0.8 times its former value, occupants of the existing building shall notice a reduction in the amount of skylight they receive. The guide says: "the area lit by the window is likely to appear gloomier, and electric lighting will be needed more of the time".

The DD method is a measure of the distribution of daylight at the 'working plane' within a room. For the DD assessment the 'working plane' means a horizontal 'desktop' plane 0.85m in height for residential properties. The DD divides those areas of the working plane which can receive direct sky light from those which cannot. If a significant area of the working plane receives no direct sky light, then the distribution of daylight in the room will be poor and supplementary electric lighting may be required. The BRE Guidelines state that if the area of a room that does receive direct sky light is reduced by more than 20% of its former value, then this would be noticeable to its occupants.

Typically, it is recommended that VSC and DD are utilised for consideration on daylight losses resulting from the proposal to existing neighbouring residential since it is a comparative test.

Sunlight is measured using Annual Probable Sunlight Hours (APSH). Sunlight is measured using a sun indicator which contains 100 spots, each representing 1% of APSH. Where no obstruction exists, the total APSH would amount to 1486 hours and therefore each spot equates to 14.86 hours (for London) of the total annual sunlight hours. The number of spots is calculated for the Baseline and Proposed Development scenarios during the whole year and also during the winter period and a comparison made between the two. This provides a percentage of APSH for each of the time periods for each window assessed.

The 2011 BRE Guidelines note that sunlight is valued in living rooms at any time of day but especially in the afternoon. It is viewed as less important in bedrooms and in kitchens (the latter where people prefer it in the morning rather than the afternoon. All main living rooms of dwellings...should be checked if they have a window facing within 90° of due south. If the main living room to a dwelling has a main window

facing within 90° of due north, but a secondary window facing within 90° of due south, sunlight to the secondary window should be checked.

With regard to existing surrounding receptors, the BRE Guidelines provide that a window may be adversely affected if a point at the centre of the window receives - Less than 25% of the APSH during the whole year, of which 5% APSH must be in the winter period; and - Receives less than 0.8 times its former sunlight hours in either time period; and - Has a reduction in sunlight for the whole year more than 4% APSH.

Overshadowing is assessed through transient overshadowing plots which comprise an illustrative tool showing the changing levels of direct sunlight received by amenity space throughout the day on the dates assessed. The BRE 'test' for a development's overshadowing impacts relates to the area of an amenity space that receives more than two hours of sunlight on 21 March (the Spring Equinox). The guide states:

“...for it to appear adequately sunlit throughout the year, at least half of a garden or amenity area should receive at least two hours of sunlight on 21 March. If, as a result of new development, an existing garden or amenity area does not meet the above, and the area which can receive two hours of sun on 21 March is less than 0.8 times its former value, then the loss of sunlight is likely to be noticeable”.

Approach to Air Quality

There is a Lambeth wide Air Quality Management Area (AQMA) and Lambeth is also covered by the Non-Road Mobile Machinery (NRMM) Low Emission Zone.

The NPPF states within paragraph 181:

“...decisions should sustain and contribute towards compliance with relevant limit values or national objectives for pollutants, taking into account the presence of Air Quality Management Areas and Clean Air Zones, and the cumulative impacts from individual sites in local areas. Opportunities to improve air quality or mitigate impacts should be identified, such as through traffic and travel management, and green infrastructure provision and enhancement...Planning decisions should ensure that any new development in Air Quality Management Areas and Clean Air Zones is consistent with the local air quality action plan.”

London Plan policy SI 1 states that development proposals should not lead to further deterioration of existing poor air quality, create any new areas that exceed air quality limits, or delay the date at which compliance will be achieved in areas that are currently in exceedance of legal limits, or create unacceptable risk of high levels of exposure to poor air quality.