

Planning Committee

Tuesday 18 October 2011

7.00 pm

Ground Floor Meeting Room G01A - 160 Tooley Street, London SE1 2QH

Membership

Councillor Nick Dolezal (Chair)
Councillor Althea Smith (Vice-Chair)
Councillor Neil Coyle
Councillor Robin Crookshank Hilton
Councillor Jeff Hook
Councillor Darren Merrill
Councillor Nick Stanton

Reserves

Councillor James Barber
Councillor Sunil Chopra
Councillor Claire Hickson
Councillor Eliza Mann
Councillor Michael Situ

INFORMATION FOR MEMBERS OF THE PUBLIC

Access to information

You have the right to request to inspect copies of minutes and reports on this agenda as well as the background documents used in the preparation of these reports.

Babysitting/Carers allowances

If you are a resident of the borough and have paid someone to look after your children, an elderly dependant or a dependant with disabilities so that you could attend this meeting, you may claim an allowance from the council. Please collect a claim form at the meeting.

Access

The council is committed to making its meetings accessible. Further details on building access, translation, provision of signers etc for this meeting are on the council's web site: www.southwark.gov.uk or please contact the person below.

Contact

Virginia Wynn-Jones on 020 7525 7055 or email: virginia.wynn-jones@southwark.gov.uk
Webpage: <http://www.southwark.gov.uk>

Members of the committee are summoned to attend this meeting

Annie Shepperd

Chief Executive

Date: 10 October 2011



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Planning Committee

Tuesday 18 October 2011

7.00 pm

Ground Floor Meeting Room G01A - 160 Tooley Street, London SE1 2QH

Order of Business

Item No.	Title	Page No.
	PART A - OPEN BUSINESS	
1.	APOLOGIES	
	To receive any apologies for absence.	
2.	CONFIRMATION OF VOTING MEMBERS	
	A representative of each political group will confirm the voting members of the committee.	
3.	NOTIFICATION OF ANY ITEMS OF BUSINESS WHICH THE CHAIR DEEMS URGENT	
	In special circumstances, an item of business may be added to an agenda within five clear days of the meeting.	
4.	DISCLOSURE OF INTERESTS AND DISPENSATIONS	1 - 2
	Members to declare any personal interests and dispensation in respect of any item of business to be considered at this meeting.	
5.	DEVELOPMENT MANAGEMENT	3 - 7
	5.1. THE BELL, 57 WEBBER STREET, LONDON, SE1 0RF	8 - 31
	5.2. 2-10 STEEDMAN STREET, LONDON, SE17 3AF	32 - 88
6.	PECKHAM HILL STREET CONSERVATION AREA	89 - 129
7.	RYE LANE PECKHAM CONSERVATION AREA	130 - 182

Item No.

Title

Page No.

ANY OTHER OPEN BUSINESS AS NOTIFIED AT THE START OF THE MEETING AND ACCEPTED BY THE CHAIR AS URGENT.

EXCLUSION OF PRESS AND PUBLIC

The following motion should be moved, seconded and approved if the committee wishes to exclude the press and public to deal with reports revealing exempt information:

“That the public be excluded from the meeting for the following items of business on the grounds that they involve the likely disclosure of exempt information as defined in paragraphs 1-7, Access to Information Procedure rules of the Constitution.”

PART B - CLOSED BUSINESS

ANY OTHER CLOSED BUSINESS AS NOTIFIED AT THE START OF THE MEETING AND ACCEPTED BY THE CHAIR AS URGENT.

Date: 10 October 2011



PLANNING COMMITTEE

Guidance on conduct of business for planning applications, enforcement cases and other planning proposals

1. The reports are taken in the order of business on the agenda.
2. The officers present the report and recommendations and answer points raised by members of the committee.
3. Your role as a member of the planning committee is to make planning decisions openly, impartially, with sound judgement and for justifiable reasons in accordance with the statutory planning framework.
4. The following may address the committee (if they are present and wish to speak) for **not more than 3 minutes each**.

- (a) One representative (spokesperson) for any objectors. If there is more than one objector wishing to speak, the time is then divided within the 3 minute time slot.
- (b) The applicant or applicant's agent.
- (c) One representative for any supporters (who live within 100 metres of the development site).
- (d) Ward councillor (spokesperson) from where the proposal is located.
- (e) The members of the committee will then debate the application and consider the recommendation.

Note: Members of the committee may question those who speak only on matters relevant to the roles and functions of the planning committee that are outlined in the constitution and in accordance with the statutory planning framework.

5. If there are a number of people who are objecting to, or are in support of, an application or an enforcement of action, you are requested to identify a representative to address the committee. If more than one person wishes to speak, the 3-minute time allowance must be divided amongst those who wish to speak. Where you are unable to decide who is to speak in advance of the meeting, you are advised to meet with other objectors in the foyer of the Town Hall prior to the start of the meeting to identify a representative. If this is not possible, the chair will ask which objector(s) would like to speak at the point the actual item is being considered.

Note: Each speaker should restrict their comments to the planning aspects of the proposal and should avoid repeating what is already in the report.

6. This is a council committee meeting, which is open to the public and there should be no interruptions from the audience.

7. No smoking is allowed at committee and no recording is permitted without the consent of the meeting on the night, or consent in advance from the chair.

The arrangements at the meeting may be varied at the discretion of the chair.

Contacts: The Head of Development Management,
Planning Section, Regeneration Department
Tel: 0207 525 5437; or

Planning Committee Clerk, Constitutional Team
Communities Law & Governance
Tel: 0207 525 7236

Item No. 5.	Classification: Open	Date: 18 October 2011	Meeting Name: Planning Committee
Report title:		Development Management	
Ward(s) or groups affected:		All	
From:		Deputy Chief Executive	

RECOMMENDATIONS

1. That the determination of planning applications, or formal observations and comments, the instigation of enforcement action and the receipt of the reports included in the attached items be considered.
2. That the decisions made on the planning applications be subject to the conditions and/or made for the reasons set out in the attached reports unless otherwise stated.
3. That where reasons for decisions or conditions are not included or not as included in the reports relating to an individual item, they be clearly specified.

BACKGROUND INFORMATION

4. The council's powers to consider planning business are detailed in Part 3F which describes the role and functions of the planning committee and Part 3H which describes the role and functions of community councils. These were agreed by the annual meeting of the council on 19 May 2010 and amended on 20 October 2010. The matters reserved to the planning committee and community councils exercising planning functions are described in parts 3F and 3H of the Southwark Council constitution. These functions were delegated to the planning committee.

KEY ISSUES FOR CONSIDERATION

5. In respect of the attached planning committee items members are asked, where appropriate -
6. To determine those applications in respect of site(s) within the borough, subject where applicable, to the consent of the Secretary of State for Communities and Local Government and any directions made by the Mayor of London.
7. To give observations on applications in respect of which the council is not the planning authority in planning matters but which relate to site(s) within the borough, or where the site(s) is outside the borough but may affect the amenity of residents within the borough.

8. To receive for information any reports on the previous determination of applications, current activities on site, or other information relating to specific planning applications requested by members.
9. Each of the following items are preceded by a map showing the location of the land/property to which the report relates. Following the report, there is a draft decision notice detailing the officer's recommendation indicating approval or refusal. Where a refusal is recommended the draft decision notice will detail the reasons for such refusal.
10. Applicants have the right to appeal to Planning Inspector against a refusal of planning permission and against any condition imposed as part of permission. Costs are incurred in presenting the Council's case at appeal which may be substantial if the matter is dealt with at a public inquiry.
11. The sanctioning of enforcement action can also involve costs such as process serving, court costs and of legal representation.
12. Where either party is felt to have acted unreasonably in an appeal the inspector can make an award of costs against the offending party.
13. All legal/Counsel fees and costs as well as awards of costs against the council are borne by the regeneration and neighbourhood's budget.

Community impact statement

14. Community impact considerations are contained within each item.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Strategic Director of Communities, Law & Governance

15. A resolution to grant planning permission shall mean that the development & building control manager is authorised to grant planning permission. The resolution does not itself constitute the permission and only the formal document authorised by the committee and issued under the signature of the development & building control manager shall constitute a planning permission. Any additional conditions required by the committee will be recorded in the minutes and the final planning permission issued will reflect the requirements of the planning committee.
16. A resolution to grant planning permission subject to legal agreement shall mean that the development & building control manager is authorised to issue a planning permission subject to the applicant and any other necessary party entering into a written agreement in a form of words prepared by the strategic director of legal and democratic services, and which is satisfactory to the development & building control manager. Developers meet the council's legal costs of such agreements. Such an agreement shall be entered into under section 106 of the Town and Country Planning Act 1990 or under another appropriate enactment as shall be determined by the strategic director of legal & democratic services. The planning permission will not be issued unless such

an agreement is completed.

17. Section 70 of the Town and Country Planning Act 1990 as amended requires the council to have regard to the provisions of the development plan, so far as material to the application, and to any other material considerations when dealing with applications for planning permission. Section 38(6) of the Planning and Compulsory Purchase Act 2004 provides that where, in making any determination under the planning Acts, regard is to be had to the development plan, the determination shall be made in accordance with the plan unless material considerations indicate otherwise.
18. The Southwark Plan is part of the Development Plan along with the Core Strategy and London Plan. Some of the detailed Southwark plan policies were 'saved' in July 2010 with permission from the Secretary of State. Some of these policies have now been superseded by policies in the Aylesbury Area Action Plan and the Core Strategy which was adopted on April 6 2011. The enlarged definition of "development plan" arises from s38(2) of the Planning and Compulsory Purchase Act 2004. Where there is any conflict with any policy contained in the development plan, the conflict must be resolved in favour of the policy which is contained in the last document to be adopted, approved or published, as the case may be (s38(5) Planning and Compulsory Purchase Act 2004).
19. Government policy on planning obligations is contained in the Office of the Deputy Prime Minister Circular 05/2005. Provisions of legal agreements must fairly and reasonably relate to the provisions of the development plan and to planning considerations affecting the land. The obligation must also be such as a reasonable planning authority, duly appreciating its statutory duties can properly impose, i.e. it must not be so unreasonable that no reasonable authority could have imposed it. Before resolving to grant planning permission subject to a legal agreement members should therefore satisfy themselves that the subject matter of the proposed agreement will meet these tests. From 6 April 2010 the Community Infrastructure Levy regulations (CIL) have given these policy tests legal force.

Regulation 122 provides that "a planning obligation may only constitute a reason for granting planning permission if the obligation is:

- a. necessary to make to the development acceptable in planning terms;
- b. directly related to the development; and
- c. fairly and reasonably related to the scale and kind to the development."

20. Government policy on planning obligations is contained in the Office of the Deputy Prime Minister Circular 05/2005. Provisions of legal agreements must fairly and reasonably relate to the provisions of the development plan and to planning considerations affecting the land. The obligation must also be such as a reasonable planning authority, duly appreciating its statutory duties can properly impose, i.e. it must not be so unreasonable that no reasonable authority could have imposed it. Before resolving to grant planning permission subject to a legal agreement members should therefore satisfy themselves that the subject matter of the proposed agreement will meet these tests.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Council Assembly Agenda June 27 2007 and Council Assembly Agenda January 30 2008	Constitutional Team Communities, Law & Governance 2 nd Floor 160 Tooley Street PO Box 64529 London SE1 5LX	Kenny Uzodike 020 7525 7236
Each planning committee item has a separate planning case file	Council Offices, 5th Floor 160 Tooley Street, London SE1 2TZ	The named case Officer as listed or Gary Rice 020 7525 5437

AUDIT TRAIL

Lead Officer	Deborah Collins, Strategic Director of Communities, Law & Governance	
Report Author	Nagla Stevens, Principal Planning Lawyer Kenny Uzodike, Constitutional Officer	
Version	Final	
Dated	25 October 2010	
Key Decision	No	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments sought	Comments included
Strategic Director of Communities, Law & Governance	Yes	Yes
Deputy Chief Executive	No	No
Head of Development Management	No	No

ITEMS ON AGENDA OF THE PLANNING COMMITTEE**on Tuesday 18 October 2011**

Appl. Type Full Planning Permission
Site THE BELL, 57 WEBBER STREET, LONDON, SE1 0RF

Reg. No. 11-AP-1107
TP No. TP/1231-57
Ward Cathedrals
Officer Michèle Sterry

Recommendation GRANT SUBJECT TO LEGAL AGREEMENT

Item 5/1**Proposal**

The erection of a five storey building on the site of the former public house, comprising of an office unit (Class B1) on the ground floor with cycle and refuse storage and the provision of 3, one bedroomed flats and 5, two bedroomed flats on the upper floors, together with the provision of terraces on the front and rear of the building.

Appl. Type Full Planning Permission
Site 2-10 STEEDMAN STREET, LONDON, SE17 3AF

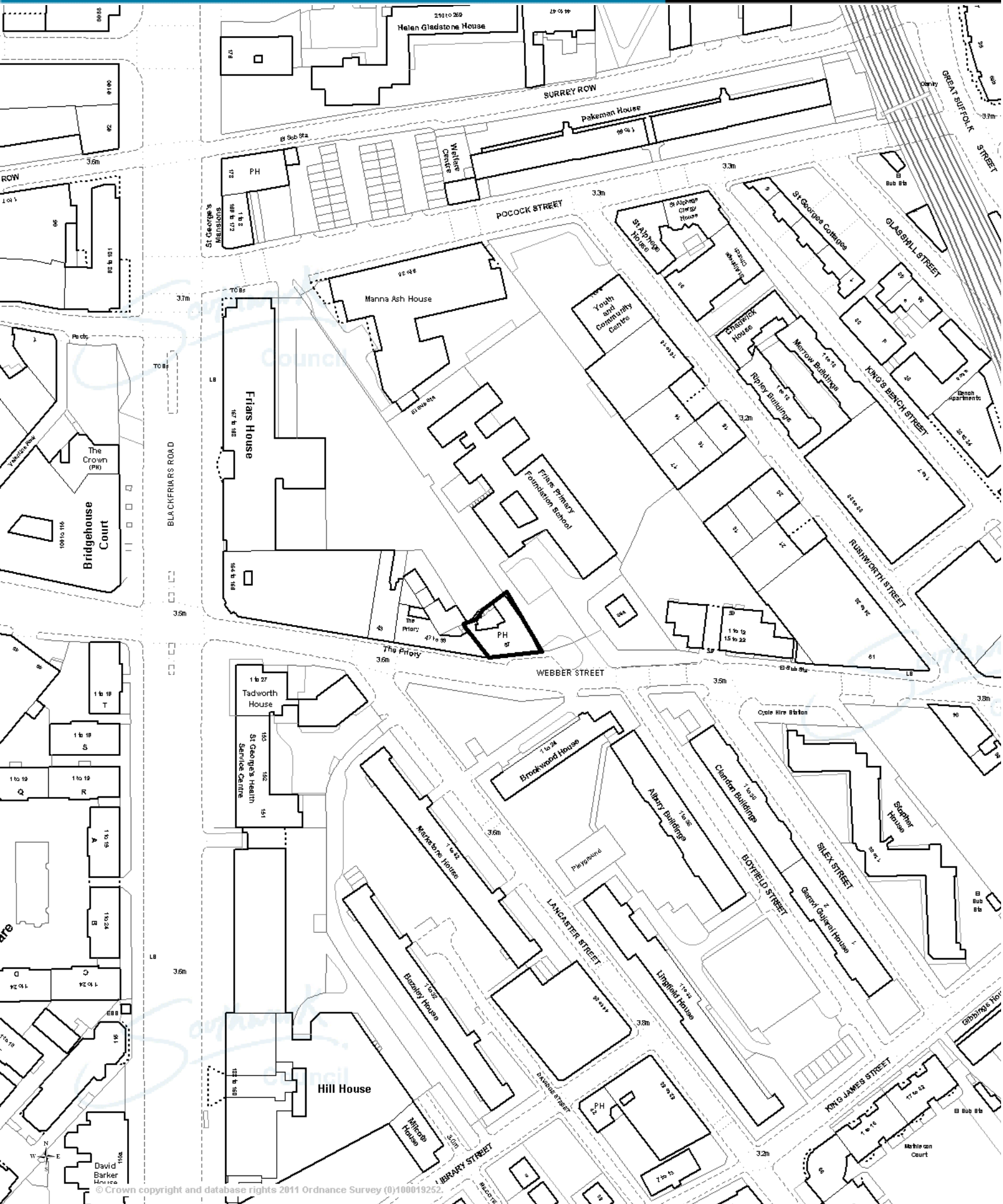
Reg. No. 11-AP-0868
TP No. TP/1065-98
Ward Newington
Officer Helen Goulden

Recommendation GRANT SUBJECT TO LEGAL AGREEMENT

Item 5/2**Proposal**

Demolition of existing building and erection of a part 8 / part 9 storey (maximum 29.79m high) building comprising 1,308 sqm of commercial floorspace (Classes B1 office / B8 warehouse and storage / A1 retail) and 28 cluster flats and 4 studios (total 221 bedrooms) for student accommodation with ancillary facilities, refuse and cycle storage, public walkway and associated public realm works

Date 7/10/2011



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Item No. 5.1	Classification: OPEN	Date: 18 October 2011	Meeting Name: Planning Committee
Report title:	Development Management planning application: Application 11-AP-1107 for: Full Planning Permission Address: THE BELL, 57 WEBBER STREET, LONDON, SE1 0RF Proposal: The erection of a five storey building on the site of the former public house, comprising of an office unit (Class B1) on the ground floor with cycle and refuse storage and the provision of 3 one bedroomed flats and 5 two bedroomed flats on the upper floors, together with the provision of terraces on the front and rear of the building.		
Ward(s) or groups affected:	Cathedrals		
From:	Head of Development Management		
Application Start Date 26/05/2011		Application Expiry Date 21/07/2011	

RECOMMENDATION

- 1 Grant conditional planning permission subject to a unilateral undertaking to change the Traffic Management Order to prevent future occupiers of the property from obtaining parking permits.

BACKGROUND INFORMATION

Site location and description

- 2 The application property comprises of a two/three-storey public house situated on the north side of Webber Street. The properties are predominantly residential to the east of the property. The adjoining building to the west comprises of commercial on the ground floor and residential above, there are a number of commercial properties in Blackfriars Road. There is a range in the height of buildings in the area from 2/3 storeys to the six storey residential block opposite and the adjacent 4 storey mansion block dating to 1893. To the rear and flank of the property is the Friars Primary School.
- 3 The property is not situated within a conservation area or in the vicinity of listed buildings, however it has been proposed to add it to the locally listed buildings list which is still in draft form. The site is within the Central Activities Zone and the Borough and Bankside and Borough District Town Centre, the Opportunity Area and the Air Quality Management Area.

Details of proposal

- 4 The proposal is for the erection of a part four, part five storey contemporary building. The ground floor comprises of office space, refuse/recycling area and cycle storage. A rear terrace of 24.1 square metres is proposed for the office unit.
- 5 The first floor provides three, one bedroom flats comprising of:-

- Flat 1, has a living area of 27.6 square metres with a bedroom of 12.1 square metres (54.5 sq m)
 Flat 2 has a living area of 27.9 square metres and a bedroom of 12.6 square metres (52.7 sq m).
 Flat 3 has a living area of 25.5 square metres with a bedroom of 12.1 square metres (50.5 sq m) This flat has two terraces of 2.1 and 2.2 square metres.
- 6 The second floor provides 2, two bedroom flats with small balconies to the front and comprise of:-
 Flat 4 comprises of a living room of 34.6 square metres and bedrooms of 12.3 square metres and 10.1 square metres (72.5 sq m)
 Flat 5 comprises of a living room of 37.4 square metres and bedrooms of 12.1 square metres (82 sq m)
- 7 The third and fourth floor provides two Duplex units over two levels and a two bedroom flat comprising of:-
 Flat 6 comprises of a living room of 25.3 square metres and bedrooms of 12.3 and 10.1 square metres with a small balcony (63.1 sq m)
 Flat 7 comprises of a living room of 34.7 square metres and bedrooms of 13.5 square metres with a terrace of 17.7 square metres (84.7 sq m)
 Flat 8 comprises a living area of 36.5 square metres, bedrooms of 12.1 and 14.5 square metres with a terrace of 28.6 square metres (90.3 square metres).
- 8 The entrance to the residential development is positioned in the centre of the front elevation at ground floor level and leads through to a lobby with a stair case and lift.
- 9 The proposal uses yellow London Stock Brick on the main elevations, with natural timber composite panel, frameless glazing and zinc at fourth floor level. A new London Stock Brown Brick is proposed at ground level on the elevations. Photovoltaic panels are proposed on the roof.
- 10 Cycle storage for 16 cycles is provided at ground floor level. The refuse storage for the flats is at ground floor level and accessed by residents from the entrance hall and collected from Webber Street.
- 11 At 1040 habitable rooms per hectare the proposal falls within the density standards for the area of 650 to 1100 habitable rooms per hectare.

Planning history

- 12 No previous planning history.

Planning history of adjoining sites

Friars Primary School Webber Street

- 13 Permission was granted in 2003 at Friars Primary School Webber Street for the relocation of a portacabin classroom to the north-east corner of playground for a temporary period of four years, and reconfiguring of school entrance to Webber Street including new vehicular entrance, fence and gates, four car parking spaces and associated landscaping works.

The Priory 47-55 Webber Street

- 14 Permission was granted in 1999 for the erection of a single storey extension to existing

flat in the rear yard. (00-AP-0181)

Permission was granted in 2002 for the change of use of part of the ground floor to an office together with the provision of 2, one bedroom self-contained flats, provision of two roof lights and alterations to the rear elevation.

KEY ISSUES FOR CONSIDERATION

Summary of main issues

- 15 The main issues to be considered in respect of this application are:
- 16 a) land use issues in respect to the loss of a public house and other policy considerations
- 17 b) impact on neighbouring occupiers and future occupiers of the development
- 18 c) traffic and parking issues
- 19 d) the impact on the appearance of the streetscene

Planning policy

Proposals map 2011

- 20 District Town Centre
Central Activity Zone
Air Quality Management Area
Opportunity Area

Core Strategy 2011

- 21 Strategic Policy 1 – Sustainable development
Strategic Policy 2 – Sustainable transport
Strategic Policy 5 – Providing new homes
Strategic Policy 10 – Jobs and businesses
Strategic Policy 12 – Design and conservation
Strategic Policy 13 – High environmental standards

Saved Southwark Plan Policies 2007 (July)

- 22 1.7 Development within town and local centres
2.5 Planning Obligations
3.2 Protection of Amenity
3.12 Quality in Design
3.3 Sustainability Assessment
3.4 Energy Efficiency
3.7 Waste Reduction
3.11 Efficient Use of Land
3.13 Urban Design
3.19 Archaeology
4.2 Quality of Residential Accommodation
5.2 Transport Impacts
5.3 Walking and Cycling
5.6 Car Parking
7.4 Bankside and Borough Action Area.

London Plan 2011

- 23 Policy 2.12 Central Activities Zone – predominantly local activities
 Policy 2.13 Opportunity areas and intensification areas
 Policy 2.14 Areas for regeneration
 Policy 2.15 Town centres
 Policy 3.3 Increasing housing supply
 Policy 3.4 Optimising housing potential
 Policy 3.5 Quality and design of housing developments
 Policy 4.3 Mixed use development and offices
 Policy 6.9 Cycling
 Policy 7.3 Designing out crime
 Policy 7.4 Local character
 Policy 7.5 Public realm
 Policy 7.6 Architecture
 Policy 7.7 Location and design of tall and large buildings
 Policy 7.8 Heritage assets and archaeology
 Policy 7.14 Improving air quality

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

- 24 PPS1 Delivering Sustainable Development
 PPS3 Housing
 PPG 13 Transport
 PPG 23 Planning and Flood Risk

Principle of development

- 25 The application property is located within the Borough and Bankside District Town Centre and therefore the main policy for consideration is policy 1.7 which states;

The LPA will permit a range of uses including retail and services, leisure, entertainment and community, civic, cultural and tourism, residential and employment (B1 uses), where the following criteria are met;

- i) The scale and nature of the proposal is appropriate to the character and function of the centre and catchment area which it seeks to serve.
- ii) The proposal will not harm the vitality and viability of the centre; and
- iii) A mix of uses is provided where appropriate;
- iv) Any floorspace currently in A Class use should be retained or replaced, unless the proposed use provides a direct service to the general public and the proposal would not harm the vitality and viability of the town centre (where the proposal site is located within a Protected Shopping Frontage, the proposal should comply with policy 1.9); and
- v) The proposal should not materially harm the amenities of the surrounding occupiers;
- vi) Where developments that are likely to attract a lot of people are proposed, the site should be highly accessible by sustainable modes of transport; and
- vii) The road network has sufficient capacity to take any additional servicing traffic generated by the proposal without causing adverse effects on the environment, traffic circulation or air quality; and
- viii) The development addresses the street, provides an active frontage on pedestrian routes, and would not erode the visual continuity of a shopping frontage; and
- ix) The proposal provides amenities for users of the site such as public toilets, where appropriate.

- 26 In respect to compliance with this policy, the property is located in a quieter area of the town centre. Therefore the proposal is considered to comply with clauses i to iii and vi to ix. However, the proposal does result in the loss of A4 class floorspace with a use which does not provide a direct service to the general public being an office use (Class B1), the proposal is therefore not compliant with clause vi of this policy. However, given the lack of footfall in the area it is not considered that a proposal involving an A class use, and in particular an A4 Use Class would be particularly viable in this location when there is good and compatible provision in the nearby Blackfriars Road and The Cut.
- 27 Objections have been raised to the loss of the public house as it provided an amenity for local residents. However, there are a number of public houses (Use Class A4) within the area, notably on Blackfriars Road, Union Street and The Cut and therefore it is considered the proposal does not conflict with clause v of the above property. There are also no particular protection in the policy for Public Houses (Class A4 uses)

Environmental impact assessment

- 28 None required due to the scale of the development.

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

- 29 Objections have been raised from occupiers of residential flats in Markstone House on the grounds that the proposal will impact on views and loss of daylight and sunlight to rooms within the flats and to the communal garden. Markstone House, at the nearest point from the application property, is 41 metres away. The proposed five storey building is also located to the north of this block of flats and given the distance and orientation from the flats, the proposal will not materially impinge on sunlight or daylight. In respect to the impact on the communal garden which is a minimum of 11.5 metres away and is also to the south of the application site, it is not considered that a building with a height of 12 metres with a setback rising to 14 metres will impact on this land, due to its height, orientation and separation distance. Other issues raised by residents and CAMRA (Campaign for Real Ale) in respect to the loss of the public house are addressed above.
- 30 In respect of privacy, objections have been raised by local residents in terms of their flats and the school. In terms of the impact on nearby flats, again, due to the distance between the objectors flats and the application property there will be no material loss of privacy for those residents. The impact on the school will be potentially greater, although no objections have been raised by the school or by the Metropolitan Police. The nearest point of the school building from the application site is 12 metres, across a vehicular access, car parking area and landscaped area. The playground is to the east of the school, on the far side of the application site. As the flats will be mainly occupied when the school is not open, and given the distance to the play area it is considered that the proposal will not harm the privacy of the users of this building.
- 31 In respect of amenity for future occupiers, the units are all designed to lifetime home standards. The flat and room sizes comply with the London Plan 2011 and the Council's Residential Design Standards 2008, the flats would also comply with the Council's draft Residential Design Standards 2011 which is due to be adopted this year. The units are all dual aspect, and are considered to provide a good internal standard of accommodation.
- 32 The residential design standards 2008 requires 50 square metres of communal outdoor amenity space with preferably 10 square metres of private amenity space per

flat. This has not been provided and there would be no communal amenity space. Flats 1 and 2 would have no outdoor amenity space. Amenity space for the other flats would be as follows:

Flat 3 - 4.3sqm;
 Flat 4 - 2.5sqm
 Flat 5 - 2.5sqm;
 Flat 6 - 2.5sqm;
 Flat 7 - 17.7 sqm;
 Flat 8 - 28.6sqm.

- 33 Whilst below the Council's guidance, the lack of amenity space is due to the constraints of the site and the need to protect adjoining occupiers from overlooking. However, the larger units are provided with a reasonable amount of outdoor amenity space. Furthermore, the provision of additional outdoor amenity space would result in the loss of the photovoltaic panels on the roof and would result in additional overlooking of the school to the rear. There are communal gardens in the vicinity and open space, namely Nelson Square Gardens and Grotto open space and therefore this provision, on balance, is considered acceptable.

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

- 34 The future occupiers are not likely to be affected by the adjoining school, although there will be some noise issues during break time. The adjoining property to the west is in a mixed use as commercial and residential, uses that would not impact on the future occupiers' amenity.

Traffic issues

- 35 The Transport group has raised the following points:

Servicing and refuse collection will be undertaken from Webber Street. Due to site constraints no off-street servicing facilities can be provided. Given the nature of the proposed development and the location of the bin stores it is not thought there will be:

- A) many service vehicle movements associated with the above application:
- B) refuse vehicles stationary in the highway for an extended period.

- 36 Additionally, the servicing and refuse collection associated with the existing permitted use is forecast to have more of an impact than the proposed use.

- 37 The proposed development is not forecast to have a negative highway impact for the following reasons:

- The site benefits from a Central London location and high PTAL rating (6b):
- No on-site parking is provided and overspill parking is to be controlled via the exemption of parking permits:
- The site is forecast to have less deliveries and servicing when compared with the existing permitted use (A4 Public House):

The site benefits from adequate walking routes to and from the site.

Car Parking

- 38 This proposal is located in an area with a high TfL PTAL rating (6b) reflecting the area's high level of access to all forms of public transport. Developments in areas with this PTAL rating are required to be car free in order to promote more sustainable transport choices, reduce congestion and pollution within Southwark.

- 39 The proposal site is situated in a CPZ. Therefore, in order to prevent possible overspill parking from the development, the applicant should be informed that a planning condition will be imposed preventing any occupiers of this development being eligible for on-street parking permits. In order that the Traffic Order can be changed, a sum of £2,750 must be secured from the applicant for the costs associated with amending the Traffic Order, either through a unilateral undertaking.

Cycle Storage

- 40 Table 15.4 of the Southwark Plan states that the minimum secure parking standard for cycles is 1 per residential unit and 1 per 10 units for visitors. For this development of 8 residential units, a minimum provision of 9 cycles is required for the residential element. Table 15.3, of the Southwark Plan, states that the secure parking standard for cycles is 1 space per 250m² of commercial (A & B1) floor space (minimum of 2). Therefore for the commercial element of the building a minimum provision of 2 cycle parking spaces is required. Ground floor plans show 16 cycle parking spaces. This level of provision (above the minimum standards) is encouraged and welcomed by Transport Planning.

- 41 In order to satisfy Policy 5.3 of the Southwark Plan cycle parking provision must be convenient, secure and weatherproof and to the minimum standards as detailed in Appendix 15 of the Southwark Plan. For reasons of convenience, cycle storage must be of the dimensions as stated in the Manual for Streets, sections 8.2.21-8.2.24 and should comply with best practice guidance. Presently it does not appear that the proposed cycle parking meets the dimensions detailed within the Manual for Streets. Therefore, the applicant is required to submit to the Council, for approval, detailed and scaled drawings to demonstrate the provision of cycle storage in line with the quoted standards. This should include manufacturer details of the proposed cycle parking. Additionally, the storage areas for residential and commercial uses must be separate, for reasons of security. A condition is recommended that further details for the cycle and refuse/recycling provision for both commercial and residential be submitted showing the required separate divisions of the storage area.

Disabled Parking

- 42 Given the site constraints of the proposed development there is no possibility that the any disabled bays can be provided off-street. Also, no specific disabled residential units have been proposed; therefore there is no requirement for any disabled parking provision as part of this development.

Design issues

- 43 Saved Policy 3.13 Urban design, requires that the height, scale and massing of buildings to be appropriate to the local context and not to dominate its surroundings. The urban structure, space and movement of a proposal should have regard to the existing urban grain, development patterns and density in the layout of development sites. Proposals should also be designed with regard to their local context, making a positive contribution to the character of the area's townscape and providing active frontages.
- 44 The property not listed, nor is it located within a conservation area. The proposed re-development matches the 4-storey parapet height of the adjacent building, and continues the building-line frontage, which is acceptable in principle. A set-back fifth-level could have been viewed as excessive, but it is considered that the significant set-backs will mitigate for any impacts on the streetscape-block/terrace which this will form the eastern end of, and may actually form a 'bookend' feature to terminate it.
- 45 Saved Policy 3.12 Quality in design requires that developments should achieve a high quality of both architectural and urban design, enhancing the quality of the built

environment in order to create attractive, high amenity environments people will choose to live in, work in and visit. New buildings and alterations to existing buildings should embody a creative and high quality appropriate design solution, specific to their site's shape, size, location and development opportunities and where applicable, preserving or enhancing the historic environment.

- 46 The overall design of this proposal is generally acceptable, with an expressed ground-level which houses a B1 unit. Above this there are 8 units of varying size, although the two upper duplexes have access to excellent roof-terraces. The main elevational treatment has three bays of window openings, the outer of which are also recessed balconies, giving depth and modulation to the streetfront facade. There are windows facing over the adjacent site at the rear from the proposed north west elevation. However, these windows do not sit right on the boundary and given the depth and configuration of the adjacent site it is not considered that this scheme will prejudice any future redevelopment potential on this neighbouring site.
- 47 The proposed materials include brick facing with a darker brick proposed for the base and a lighter brick above. This is broadly acceptable and reflects the character and appearance of the area. The windows are arranged in coupled bays to reflect the rhythm of fenestration of adjacent properties and the recessed balconies at the upper storeys gives the design a three-dimensional quality at this prominent corner. The windows are to be in aluminium with coupled fin details and coloured feature panels (also used on the soffits of balconies) to offset the strong geometry of the facade and give the elevation a degree of interest. The set-back uppermost floor is to be clad in zinc. This is acceptable as it will appear as a recessive attic storey. The choice of materials as well as the jointing details to the zinc, the parapet, jamb, cill and head details of openings are important for the quality of this design to ensure that the depth of the facade is expressed in the constructed scheme and a condition for details is recommended.
- 48 In conclusion, the proposed design has many good qualities. It has a high level of dual aspect units, proposes to use sound and appropriate facing materials and has a robust and varied appearance that offers a degree of interest.
- 49 Saved Policy 3.15 Conservation of the historic environment requires development to preserve or enhance the special interest or historic character or appearance of buildings or areas of historical or architectural significance. Planning proposals that have an adverse effect on the historic environment will not be permitted.
- 50 The existing building on the site is currently proposed to be locally listed building. As such the presumption of this policy is to preserve this building and its contribution to the local context. Paragraph 55 of the Historic Environment Planning Practice Guide for PPS5 (published by English Heritage - March 2010) states that the "process of deciding planning permissions, listed building or conservation area consents may also lead to the recognition that a heritage asset has a significance that merits some degree of protection." PPS5 and its associated guidance therefore encourages Local Planning Authorities to use the process of determining planning applications to identify heritage assets that merit a degree of protection.
- 51 Strategic Policy 12 – Design and conservation of Core Strategy 2011, requires that development will achieve the highest possible standards of design for buildings and public spaces to help create attractive and distinctive places which are safe, easy to get around and a pleasure to be in. This is to be achieved by:
1. Expecting development to conserve or enhance the significance of Southwark's heritage assets, their settings and wider historic environment, including conservation areas, archaeological priority zones and sites, listed and locally listed buildings, registered parks and gardens, world heritage sites and scheduled monuments.

- 52 Policy HE7.2 of PPS5 requires that in considering the impact of a proposal on any heritage asset, local planning authorities should take into account the particular nature of the significance of the heritage asset and the value that it holds for this and future generations. This understanding should be used by the local planning authority to avoid or minimise conflict between the heritage asset's conservation and any aspect of the proposals.
- 53 Policy HE9.2 of PPS5 requires that where the application will lead to substantial harm to or total loss of significance, local planning authorities should refuse consent unless it can be demonstrated that:
- (i) the substantial harm to or loss of significance is necessary in order to deliver substantial public benefits that outweigh that harm or loss; or
 - (ii) (a) the nature of the heritage asset prevents all reasonable uses of the site; and (b) no viable use of the heritage asset itself can be found in the medium term that will enable its conservation; and
 - (c) conservation through grant-funding or some form of charitable or public ownership is not possible; and
 - (d) the harm to or loss of the heritage asset is outweighed by the benefits of bringing the site back into use.
- 54 The Bell public house is currently on the council's draft local list and as such is an undesignated heritage asset. The council's local list remains in draft at this time but remains a material consideration.
- 55 Paragraph 83 of the Historic Environment Planning Practice Guide for PPS5 (published by English Heritage - March 2010) states that the desirability of conserving undesignated heritage assets "*is a material consideration, but individually less of a priority than for designated assets or their equivalents. The requirements for recording and understanding any such assets that are to be lost apply to these assets just as they do to designated assets, although the requirement imposed upon any permission will need to be proportionate to the nature and lower level of the asset's significance.*"
- 56 In the view of officers a case can be made for the loss of this heritage asset. The proposed replacement is of a high quality both in terms of materials and design. Whilst regrettable, the replacement scheme is considered to be worthy of replacing the existing building which would preserve the visual amenities of the streetscene.
- 57 The CAMRA organisation have objected to the loss of the public house on design and conservation terms, as have local residents. These issues have been addressed above.

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

- 58 The property is not within a conservation area and there are no listed buildings within the vicinity. However, the application property itself is proposed to be a locally listed building and this has been considered above.

Impact on trees

- 59 There are no trees on site, however, there are on the school land adjoining, therefore a condition is recommended to safeguard the protection of the trees.

Planning obligations (S.106 undertaking or agreement)

- 60 The applicant will need to complete a unilateral undertaking in respect to modifying the Parking Management Order to prevent future occupiers from obtaining parking

permits, commercial or residential.

Sustainable development implications

- 61 The applicant has submitted a code for sustainable homes pre-assessment which demonstrates how the proposal will meet Code for Sustainable Homes Level 4. This is in line with core strategy policy 13.
- 62 A BREEAM assessment covering the commercial element of the scheme has been submitted which demonstrates how the proposal will achieve BREEAM 'Very good'. This is contrary with core strategy strategic policy 13 which seeks to achieve BREEAM 'excellent'. However, this is a small element of the whole proposal and therefore it is considered, on balance, that despite this non-compliance the provision of new housing to Sustainable Homes Level 4 will off-set this.

Other matters

- 63 An objection has been raised by CAMRA on the grounds that the proposal is contrary to Policy 1.10 which seeks to protect the range of services available outside the town and local centres and protected shopping frontages. However, as the property is within a town centre this policy does not apply, but if it had there are other public houses with a 600m radius of the site.
- 64 Residents have raised issues regarding loss of views and problems with existing water and gas services. The former are considered earlier in this report, whilst the latter are not material planning considerations and cannot be considered in the determination of this application.

Conclusion on planning issues

- 65 The loss of the public house is regrettable, being a proposed locally listed building, but the proposal is compliant with policies in relation to town centre locations. The building is of a sufficient quality in terms of design and materials to provide an acceptable replacement to the existing building, which is on the draft list of locally listed buildings. The building is considered to be of a suitable height for a location on the end of the terrace and the design is considered sympathetic to the adjoining properties and the streetscape as a whole.
- 66 Due to the scale and orientation of the proposal it will not give rise to a material loss of amenity for local residents in terms of privacy or loss of sunlight and daylight. The proposal will provide good accommodation for future occupiers of the proposal.
- 67 Parking issues will be addressed by the imposition of a Section 106 unilateral undertaking. Conditions securing improved refuse/recycling storage facilities is recommended.

Community impact statement

- 68 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.
- 69 a) The impact on local people is set out above.

Consultations

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

Consultation replies

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

Summary of consultation responses

- 71 Objections have been raised in respect to the loss of the public house, an amenity for local residents; loss of an attractive building, concerns about the appearance and height of the new building, loss of privacy for residents and the school, loss of sunlight and daylight, construction noise and issues regarding services.

Human rights implications

- 72 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.
- 73 This application has the legitimate aim of providing new commercial floorspace and housing. 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

None.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Site history file: TP/1231-57 Application file: 11-AP-1107 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 5453 Council website: www.southwark.gov.uk

APPENDICES

No.	Title
Appendix 1	Consultation undertaken
Appendix 2	Consultation responses received
Appendix 3	Images

AUDIT TRAIL

Lead Officer	Gary Rice, Head of Development Management	
Report Author	Michèle Sterry, Development Management	
Version	Final	
Dated	5 October 2011	
Key Decision	No	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments included
Strategic Director of Communities, Law & Governance	No	No
Strategic Director of Regeneration and Neighbourhoods	Yes	Yes
Strategic Director of Environment and Leisure	Yes	No
Date final report sent to Constitutional Team		7 October 2011

Consultation undertaken**Site notice date:** 09/06/2011**Press notice date:** 16.6.2011**Case officer site visit date:** 9/6/2011**Neighbour consultation letters sent:** 8/6/2011 and 14/7/2011**Internal services consulted:**

Transport
 Environmental Protection Team
 Waste Management

Statutory and non-statutory organisations consulted:

Environment Agency
 Metropolitan Police

Neighbours and local groups consulted:

10 Ravenet Court Ravenet Street London SW11 5HE
 154-156 BLACKFRIARS ROAD LONDON SE1 8EN
 SUITE 207 154-156 BLACKFRIARS ROAD LONDON SE1 8EN
 SUITE 311 154-156 BLACKFRIARS ROAD LONDON SE1 8EN
 SUITE G05 154-156 BLACKFRIARS ROAD LONDON SE1 8EN
 43 WEBBER STREET LONDON SE1 0RF
 57 WEBBER STREET LONDON SE1 0RF
 SUITE 103 154-156 BLACKFRIARS ROAD LONDON SE1 8EN
 SUITE 102 154-156 BLACKFRIARS ROAD LONDON SE1 8EN
 SUITE 306 154-156 BLACKFRIARS ROAD LONDON SE1 8EN
 SUITE G06 154-156 BLACKFRIARS ROAD LONDON SE1 8EN
 SUITE 213 154-156 BLACKFRIARS ROAD LONDON SE1 8EN
 SUITE 301 154-156 BLACKFRIARS ROAD LONDON SE1 8EN
 SUITE 304 154-156 BLACKFRIARS ROAD LONDON SE1 8EN
 SUITE 110 154-156 BLACKFRIARS ROAD LONDON SE1 8EN
 SUITE 111 154-156 BLACKFRIARS ROAD LONDON SE1 8EN
 SUITE 209 154-156 BLACKFRIARS ROAD LONDON SE1 8EN
 1A - 15 THE PRIORY WEBBER STREET LONDON SE1 0RQ
 FRIARS PRIMARY SCHOOL WEBBER STREET LONDON SE1 0RF
 SUITE 305 154-156 BLACKFRIARS ROAD LONDON SE1 8EN
 SUITE 212 154-156 BLACKFRIARS ROAD LONDON SE1 8EN
 SUITE 308 154-156 BLACKFRIARS ROAD LONDON SE1 8EN
 SUITE 203 AND 204 154-156 BLACKFRIARS ROAD LONDON SE1 8EN
 SUITE 108 154-156 BLACKFRIARS ROAD LONDON SE1 8EN
 SUITE 101 154-156 BLACKFRIARS ROAD LONDON SE1 8EN
 SUITE 113 154-156 BLACKFRIARS ROAD LONDON SE1 8EN
 SUITE 200A 154-156 BLACKFRIARS ROAD LONDON SE1 8EN

CHILDRENS PLAY CENTRE TADWORTH HOUSE LANCASTER ESTATE WEBBER STREET LONDON SE1 0RH
59A WEBBER STREET LONDON SE1 0RF
SUITE 112 TO 133 154-156 BLACKFRIARS ROAD LONDON SE1 8EN
RUSHWORTH AND FRIARS PRIMARY SCHOOL WEBBER STREET LONDON SE1 0RF
156 BLACKFRIARS ROAD LONDON SE1 8EN
SUITE 109 154-156 BLACKFRIARS ROAD LONDON SE1 8EN
SUITE G02 154-156 BLACKFRIARS ROAD LONDON SE1 8EN
SUITE 106 154-156 BLACKFRIARS ROAD LONDON SE1 8EN
SUITE 107 154-156 BLACKFRIARS ROAD LONDON SE1 8EN
SUITE 210 154-156 BLACKFRIARS ROAD LONDON SE1 8EN
SUITE 309 154-156 BLACKFRIARS ROAD LONDON SE1 8EN
SUITE 201 154-156 BLACKFRIARS ROAD LONDON SE1 8EN
SUITE 303 TO 307 154-156 BLACKFRIARS ROAD LONDON SE1 8EN
HEALTH CENTRE 151-153 BLACKFRIARS ROAD LONDON SE1 8EL
SUITE G07 154-156 BLACKFRIARS ROAD LONDON SE1 8EN
SUITE G03 AND G04 154-156 BLACKFRIARS ROAD LONDON SE1 8EN
SUITE 200B 154-156 BLACKFRIARS ROAD LONDON SE1 8EN
SUITE 104 154-156 BLACKFRIARS ROAD LONDON SE1 8EN
SUITE 105 154-156 BLACKFRIARS ROAD LONDON SE1 8EN
SUITE 206 154-156 BLACKFRIARS ROAD LONDON SE1 8EN
SUITE 208 154-156 BLACKFRIARS ROAD LONDON SE1 8EN
FLAT 1- 27 TADWORTH HOUSE LANCASTER ESTATE WEBBER STREET LONDON SE1 0RH
R/O 43 WEBBER STREET LONDON SE1 0RF
LIVING ACCOMMODATION 57 WEBBER STREET LONDON SE1 0RF
FLAT 1 -32 MARKSTONE HOUSE LANCASTER HOUSE
FLAT 1 to 24 BROOKWOOD HOUSE LANCASTER ESTATE WEBBER STREET LONDON SE1 0RJ

Re-consultation: N/A.

Consultation responses received

Internal services

Traffic -

Servicing and refuse collection will be undertaken from Webber Street. Due to site constraints no off-street serving facilities can be provided. Given the nature of the proposed development and the location of the bin stores it is not thought there will be:

- a) many service vehicle movements associated with the above application: refuse vehicles stationary in the highway for an extended period.
- b) Additionally, the servicing and refuse collection associated with the existing permitted use is forecast to have more of an impact than the proposed use.

The proposed development is not forecast to have a negative highway impact for the following reasons:

- The site benefits from a Central London location and high PTAL rating (6b):
- No on-site parking is provided and overspill parking is to be controlled via the exemption of CPZ permits:
- The site is forecast to have less deliveries and servicing when compared with the existing permitted use (A4 Public House):

The site benefits from adequate walking routes to and from the site

Car Parking

This proposal is located in an area with a high TfL PTAL rating (6b) reflecting the area's high level of access to all forms of public transport. Developments in areas with this PTAL rating are required to be car free in order to promote more sustainable transport choices, reduce congestion and pollution within Southwark, as per Strategic Policies 18 and 19.

The proposal site is situated in a CPZ. Therefore, in order to prevent possible overspill parking from the development, the applicant should be informed that a planning condition will be imposed preventing any occupiers of this development being eligible for on-street parking permits. In order that the Traffic Order can be changed, a sum of £2,750 must be secured from the applicant for the costs associated with amending the Traffic Order, either through a S106 agreement or unilateral undertaking.

Cycle Storage

Table 15.4, of the Southwark Plan, states that the minimum secure parking standard for cycles is 1 per residential unit and 1 per 10 units for visitors. For this development of 8 residential units, a minimum provision of 9 cycles is required for the residential element. Table 15.3, of the Southwark Plan, states that the secure parking standard for cycles is 1 space per 250m² of commercial (A & B1) floor space (minimum of 2). Therefore for the commercial element of the building we would look for a minimum provision of 2 cycle parking spaces. Ground floor plans show 16 cycle parking spaces. This level of provision (above the minimum standards) is encouraged and welcomed by Transport DC.

In order to satisfy Policy 5.3 of the Southwark Plan cycle parking provision must be convenient, secure and weatherproof and to the minimum standards as detailed in Appendix 15 of the Southwark Plan. For reasons of convenience, cycle storage must be of the dimensions as stated in the Manual for Streets, sections 8.2.21-8.2.24 and

should comply with best practice guidance. Presently it does not appear that the proposed cycle parking meets the dimensions detailed within the Manual for Streets. Therefore, the applicant is required to submit to the Council, for approval, detailed and scaled drawings to demonstrate the provision of cycle storage in line with the quoted standards. This should include manufacturer details of the proposed cycle parking. Additionally, the storage areas for residential and commercial uses must be separate, for reasons of security. This is presently not the case and therefore should be amended.

Disabled Parking

Given the site constraints of the proposed development there is no possibility that the any disabled bays can be provided off-street. Also, no specific disabled residential units have been proposed; therefore we would not request any disabled parking provision as part of this development.

Statutory and non-statutory organisations

Environment Agency - No objection, suggest an informative.

Metropolitan police - combined refuse and cycle store not acceptable, there should be a single security rated door to the store.

Neighbours and local groups

11 Tadworth House Webber Street SE1 - Objects on the grounds that

- the area has seen several developments recently which caused huge disruption lorries travelled up and down Webber Street at all hours of the day and night and cause considerable distress for residents, especially older ones.
- the development is next to a school and more traffic congestion can be dangerous
- every recent development in the surrounding area has been for flats and the loss of the public house and yet more flats will not enhance the area
- the Bell Public House is an attractive building which enhances the area - another block of flats is just another block of flats
- I understand that the area needs housing but this area has been over-developed already and is in danger of losing its character.

Conservation works for CAMRA object to the proposal on the grounds that it is

- Contrary to policy 1.10, CAMRA and Southwark's own policy identify that public houses represents an 'amenity' to local residents and that consequently demolition of the building and redevelopment of the site for other uses constitutes a breach of 1.10.
- The application fails to meet policy 1.10 (ii) which implies a requirement to produce evidence that it is not the only one of its kind within 600m. No such evidence has been provided.
- The application does not provide the necessary evidence implied as a requirement of 1.10 (iii) that there have been adequate -or indeed- any attempts to dispose of the premises as a public house.
- The application fails to meet the requirements of national policy - PPS5 and Southwark Plan saved policy SP13 Design and Heritage
- There has been no significant assessment of any value on the analysis of the impact of the proposed development on the setting of the Grade II Listed Buildings immediately opposite the site, contrary to PPS5.
- Policy HE6.2 is supported by Southwark's 3.18 which states that permission will not be granted for developments that would not preserve or enhance the immediate or wider setting of a listed building.

- The proposed development fails to preserve or enhance 'the characterof Southwark' contrary to SP13 and it adversely affects the historic character of the streetscape to the west, of which it is the last of a good and interesting, architecturally varied terrace of no small visual appeal.
- In respect to the design and access statement, an irregular arrangement of windows or other openings in an otherwise classically-inspired elevation is a signal that the building may be of much greater age than the superficial styling suggests, and is perhaps a refronting of an earlier historic building with irregular fenestration.
- The building has been identified as having previously been in the ownership of Charrington's Brewery. Their chief architect of 1934-59, Sidney Clark, may have been responsible for what appears to be an interwar scheme improvement, and which would have included interior refit. Clark has one entry on the Statutory List at Grade II and other examples of his work are being proposed to English Heritage.
- Saved Policy 3.12 , The proposed scheme is overly dominant in the streetscene and does not add positively to the range of historic buildings to the west of the site contrary to Policy 3.12 which requires that 'new buildings should embody a creative and high quality appropriate design solution specific to their site's shape, size, location.....preserving or enhancing the historic environment'

Occupier of Flat 5 The Priory Webber Street objects on the grounds that

- noise from existing construction sites in Webber Street
- problems with existing water and gas pipes
- the existing property is in keeping with that side of Webber Street, which houses historical buildings such as the Mission and the Priory. This proposal will be a stark contrast to this and what is already built opposite, and on the other side of the crossroads which I would hate to have replicated on the Bell site.
- Hope that the street will be left free of further construction of large property developments

Occupier of 31 Markstone House, Lancaster Street objects on the following grounds:-

- Supports the rebuilding of the Bell, it should be no higher than the Priory building to which it is attached
- The Priory, Hope Mission and Blackfriars Foundary buildings are notable in the area and any attached building should not detract from them.
- The proposed building will dominate because of its height and the disruption of the roof line, caused by the mezzanine flats.
- The building will block light into the primary school playground and building to the north-east especially in the winter months
- I would like the planning officer to ensure that any trees that are damaged or have to be removed during the construction period, are replaced.

Petition has been received with six signatures plus letters from 15 and 16, Markstone House Lancaster Street, objecting to the proposal on the following grounds:-

- Our community will suffer from a loss of amenity - the pub was a focal point and a hub for many local residents, a space to meet for recreational purposes. This function will be lost if the site is developed into offices and flats. We would object to any proposal which does not satisfy this vital need for our community.
- Many residents will suffer a loss of light to the area and blocks of flats opposite, and particularly to the community garden which local residents have worked hard on together, with support from Council initiatives, to create since 2007. Our green growing space and the produce from it will suffer as a result of this development going ahead.

- The School particularly will suffer from a loss of privacy-the proposal refers to terraces on the front and rear of the building, which will inhibit privacy for the school grounds and neighbours opposite.
- The project will cause significant disruption to the pupils and parents of the adjacent School, Friars Primary as the building works will undoubtedly require road and or walkway closure, which increases risk involved in every child and parents' school journey. Neighbours will also suffer from this disruption. The proposed works will also create noise and air pollution (through dust etc) which will acutely affect the school and local residents.
- The project has also displaced previous tenants who would not be able to afford to live in the new properties. The continual gentrification of our area is frustrating and offensive to those of us who are struggling to get by and are faced with the introduction of new tenants who usually have little interest in creating links within our local community-getting to know neighbours and helping out in our community garden. We think it is unlikely that new tenants will be so willing to contribute.

The occupier of 10 Markstone House Lancaster Street added his name to the above petition and also raises the following concerns

- The proposal will block views across the City and also block the sky (about two-thirds of it from my kitchen and bedroom window; I live on the second floor). A building development behind the Bell has already blocked a large part of the view across London and I don't see any of the City now, and many of my neighbours also have experienced this. Since The Bell is only two storeys high any new development should be kept low, so I am not clear why the proposed development is five storeys high, knowing this will obviously affect the view and the ability of neighbours to see the sky from their homes.
- There has already been so much development without increase in open space or green spaces eg. for children to play. In fact some of these spaces have been actively take away to make way for office/flat developments. I do not see what adding yet more blocks will achieve in this area for people who already live here, except more noise, over-crowding and pollution.
- Southwark Planning Department and Southwark Council do not appear to be taking any of these issues into account with this proposed development.

SCANNED COPY
- 7 JUN 2011
PLANNING (JR)

London Borough of Southwark
Received on:
07 APR 2011
10 APR 11 07
Planning Case File

APPENDIX 3

57 WEBBER STREET, SE1 ORF
PERSPECTIVE VIEW 1



IMAGES
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THIS LOCATION AND SIZE OF EXISTING FEATURES ARE INDICATIVE ONLY. SURVIVAL DRAWINGS MUST BE RELIED UPON FOR DIMENSIONS.

RECOMMENDATION

This document shows the case officer's recommended decision for the application referred to below.
This document is not a decision notice for this application.

Applicant	Ebury Holdings Ltd	Reg. Number	11-AP-1107
Application Type	Full Planning Permission	Case Number	TP/1231-57
Recommendation	Grant subject to Legal Agreement		

Draft of Decision Notice

Planning Permission was GRANTED for the following development:

The erection of a five storey building on the site of the former public house, comprising of an office unit (Class B1) on the ground floor with cycle and refuse storage and the provision of 3, one bedroomed flats and 5, two bedroomed flats on the upper floors, together with the provision of terraces on the front and rear of the building.

At: THE BELL, 57 WEBBER STREET, LONDON, SE1 0RF

In accordance with application received on 07/04/2011 08:06:11

and Applicant's Drawing Nos. PL110, PL111, PL112, PL113, PL114, PL115, PL210, PL211, PL212, PL310, PL311, PL400, PL200, PL201, PL202, PL01, PL05, PL06, Design and Access Statement, Flood Risk Assessment May 2011 Ref 347, schedule of accommodation PL500, Lifetime Homes Compliance list, PL02, PL03, PL04

Reasons for granting permission.

Saved Southwark Plan Polcies [July 2007]:

Policy 1.7 (Development within Town and Local Centres) seeks to ensure that most new development for retail and other town centre uses are accommodated within existing town and local centres. Within the centres, developments providing a range of uses will be permitted providing a defined set of criteria is met.

Policy 3.2 (Protection of amenity) advises that permission will not be granted where it would cause a loss of amenity.

Policy 3.7 (Waste reduction) states that all developments are required to ensure adequate provision of recycling, composting and residual waste disposal, collection and storage facilities, and in relation to major developments this will include addressing how the waste management hierarchy will be applied during construction and after the development is completed.

Policy 3.11 (Efficient Use of Land) seeks to ensure that developments make an efficient use of land as a key requirement of the sustainable use of land, whilst protecting amenity, responding positively to context, avoids compromising development potential of adjoining sites, making adequate provision for access, circulation and servicing, and matching development to availability of infrastructure.

Policy 3.12 (Quality in design) requires new development to achieve a high quality of architectural and urban design.

Policy 3.13 (Urban Design) advises that principles of good design must be taken into account in all developments.

Policy 4.2 (Quality of residential accommodation) states that planning permission will be granted for residential accommodation provided that they achieve good quality living conditions; and include high standards of accessibility, including seeking to ensure that all new housing is built to Lifetime Homes Standards; privacy and outlook; natural sunlight and daylight; ventilation; space including suitable outdoor/green space; safety and security; protection from pollution, including noise and light pollution.

Policy 5.2 (Transport Impacts) states that permission will not be granted for development which has an adverse impact on transport networks through significant increases in traffic or pollution and consideration has been given to impacts on the Transport for London road network as well as adequate provision for servicing, circulation and access to and from the site.

Policy 5.3 (Walking and cycling) seeks to ensure that there is adequate provision for cyclists and pedestrians within developments, and where practicable the surrounding area.

Policy 5.6 (Car Parking) states that all developments requiring car parking should minimise the number of spaces

provided.

b) Core Strategy 2011

Strategic policy 1 - Sustainable development (which requires development to improve the places we live and work in and enable a better quality of life for Southwark's diverse population, in a way that respects the limits of the planet's resources and protects the environment);

Strategic policy 2 - Sustainable transport (which seeks to encourage sustainable modes of transport within the borough);

Strategic policy 5 - Providing new homes (which seeks to meet the housing needs of people who want to live in Southwark and London)

Strategic policy 10 – Jobs and businesses (which seeks to increase jobs in Southwark and create an environment in which businesses can thrive);

Strategic policy 12 - Design and conservation (which seeks to secure high quality developments and to protect the borough's historic environment);

Strategic policy 13 - High environmental standards (which requires development to help us live and work in a way that respects the limits of the planet's natural resources, reduces pollution and damage to the environment and helps us adapt to climate change).

c) London Plan 2011

Policy 2.12 Central Activities Zone – predominantly local activities

Policy 2.13 Opportunity areas and intensification areas

Policy 2.14 Areas for regeneration

Policy 2.15 Town centres

Policy 3.3 Increasing housing supply

Policy 3.4 Optimising housing potential

Policy 3.5 Quality and design of housing developments

Policy 4.3 Mixed use development and offices

Policy 6.9 Cycling

Policy 7.3 Designing out crime

Policy 7.4 Local character

Policy 7.5 Public realm

Policy 7.6 Architecture

Policy 7.7 Location and design of tall and large buildings

Policy 7.8 Heritage assets and archaeology

Policy 7.14 Improving air quality

d] Planning Policy Statements [PPS] and Guidance Notes [PPG]

PPS1 Delivering Sustainable Development

PPS3 Housing

PPG 23 Planning and Flood Risk

PPG 13 Transport

Particular regard was had to the loss of the existing public house, an A Class use, but it was considered this would not materially harm the viability or vitality of the town centre taking into account the proximity of other public houses in the area. This is due to comparable public houses, in terms of size and opening hours, being located nearby in Blackfriars Road and The Cut. The impact of the development on the amenity of surrounding occupiers was considered and it was assessed that there would be no material harm arising, in particular in relation to the loss of sunlight and daylight and privacy. In relation to the quality of the accommodation this was considered to be acceptable. The quality of the design and materials of the new building makes it an acceptable replacement for the existing building which is on the draft locally listed list. The scale and height of the proposed development was also considered acceptable and would not impact on the streetscene. Subject to the completion of a Section 106 Unilateral undertaking to prevent future occupiers from obtaining parking permits, it was considered appropriate to grant planning permission having regard to the policies considered and other material planning considerations.

Subject to the following condition:

- 1 The development hereby permitted shall be begun before the end of three years from the date of this permission.

Reason

As required by Section 91 of the Town and Country Planning Act 1990 as amended

- 2 The development hereby permitted shall not be carried out otherwise than in accordance with the following approved plans: PL110, PL111, PL112, PL113, PL114, PL115, PL210, PL211, PL212, PL310, PL311

Reason:

For the avoidance of doubt and in the interests of proper planning.

- 3 No demolition or development shall take place within the proposed development site until the applicant successors in title, has secured the implementation of a programme of archaeological building recording in accordance with a written scheme of investigation, which has been submitted to the planning authority and approved in writing.

Reason: In order that the Local Planning Authority may be satisfied as to the details of the programme of works for the archaeological building recording in accordance with saved policy 3.13 Urban Design of the Southwark Plan (July 2007) and SP12 Design & conservation of the Core Strategy (April 2011).

- 4 Sample panels of all external facing materials to be used in the carrying out of this permission shall be presented on site to the Local Planning Authority and approved in writing before any work in connection with this permission is commenced; the development shall not be carried out otherwise than in accordance with any such approval given.

Reason:

In order that the Local Planning Authority may be satisfied that these samples will make an acceptable contextual response in terms of materials to be used, and achieve a quality of design and detailing in accordance with saved policies: 3.11 Efficient use of land; 3.12 Quality in Design; 3.13 Urban Design; of The Southwark Plan (July 2007) and SP12 Design & conservation of the Core Strategy (April 2011).

- 5 Section detail-drawings at a scale of (1:1, 1:2, 1:5) through:

- the facades;
- parapets;
- roof edges;
- junctions with the existing building; and
- heads, cills and jambs of all openings

to be used in the carrying out of this permission shall be submitted to and approved in writing by the Local Planning Authority before any work in connection with this permission is commenced; the development shall not be carried out otherwise than in accordance with any such approval given.

Reason:

In order that the Local Planning Authority may be satisfied as to the quality of the design and details in accordance with saved policies: 3.12 Quality in Design; 3.13 Urban Design; of The Southwark Plan (July 2007) and SP12 Design & conservation of the Core Strategy (April 2011).

- 6 Notwithstanding the details shown on drawing No. PL110, detailed drawings of the ground floor layout showing the separation of the refuse/recycling store from the cycle store, separate provision for the commercial and residential elements and provision of a security door to the areas shall be submitted to and approved in writing by the Local Planning Authority before any work in connection with this permission is carried out and the development shall not be carried out otherwise than in accordance with any such approval given.

Reason

In order to ensure that satisfactory safe and secure cycle parking facilities and refuse/recycling facilities are provided in accordance with Strategic Policy 2 'Sustainable Transport' and Strategic Policy 13 – High environmental standards of the Southwark Core Strategy (2011) and saved policies 3.2 Protection of Amenity and Policy 3.7 Waste Reduction and 5.3 'Walking and Cycling' of the Southwark Plan (2007) and strategic policy 13 'High environmental standards' of the Southwark Plan (2007).

- 7 Prior to works commencing on this site, including any demolition, details of the means by which existing trees along or adjoining the site boundaries are to be protected from damage by vehicles, stored or stacked building supplies, waste or other materials, and building plant or other equipment, shall be submitted to and approved in writing by the local planning authority, and the protective measures shall be installed and retained throughout the period of the works in accordance with any such approval given and protective fencing must not be moved or removed without the explicit written permission of the Local Authority Arboriculturalist. Within the protected area, no fires may be lit, no materials stacked or stored, no cement mixers or generators may be used, no contractor access is permitted without the written permission of the local authority arboriculturalist ,

under the supervision of the developer's appointed arboriculturalist. Within the protected area, any excavation must be dug by hand and any roots found to be greater than 25mm diameter must be retained and worked around. No trees shall be cut down, uprooted or destroyed, nor shall any trees be topped or lopped other than in accordance with written approval of the local planning authority. Any topping or lopping approved shall be carried out in accordance with British Standard [3998 (Tree Work)].

Reason:

To ensure the protection of the existing trees in accordance with Strategic Policy 13 'High Environmental Standards' of the Southwark Core Strategy (2011), and saved policies 3.2 'Protection of Amenity' and 3.28 'Biodiversity' of The Southwark Unitary Development Plan (2007)

- 8 Before the first occupation of the building hereby permitted, a certified Post Construction Review (or other verification process agreed with the local planning authority) shall be submitted to and approved in writing by the Local Planning Authority, confirming that the BREEAM very good rating has been met for the new office building.

Reason

To ensure the proposal complies with Saved Policies 3.3 Sustainability and 3.4 Energy Efficiency of the Southwark Plan 2007 and Strategic Policy 13 - High Environmental Standards of the Core Strategy 2011.

- 9 The proposed development shall be implemented to deliver a Code for Sustainable Homes rating of at least level 4. Prior to occupation of the development, a Code for Sustainable Homes post construction review, carried out by a licensed assessor, shall be submitted to the Local Planning Authority to verify delivery of this specification for approval in writing.

Reason

To ensure that the Local Planning Authority may be satisfied that the scheme is of a suitable standard of sustainable construction in accordance with Strategic Policy 13 – High environmental standards of the Draft Core Strategy 2011 and Saved Policies 3.1 (Environmental Effects), 3.3 Sustainability assessments, 3.4 (Energy Efficiency), 3.5 (Renewable Energy) and 3.9 (Water) of the Southwark Plan 2007.

Informative

The Environment Agency recommends that you sign up to the Environment Agency's flood warning service. Further information can be found at: <http://www.environment-agency.gov.uk/homeandleisure/floods/31618.aspx>.

SCANNED ON
30 MAR 2011
PLANNING (J.P.)



OS MAP SITE PLAN	Checked by	Drawn	Checked
	JOB No.	Drawing No.	Rev.
	0368	PL_0100	-
	Scale	Drawn	Checked
	1:1250	JK	KC
	@A3		

Project Name
Hampton Street

Client
Alumno

Client Details
Kipari Curtis Associates
25-29 Great South Street, London EC1V 0DS
Tel: 020 7326 0999
www.kiparicurtis.co.uk

PLANNING

Revision	Date	Amendment
	01/03/11	



1 OS MAP SITE PLAN

GENERAL NOTES:
THE DRAWING IS TO BE MADE IN CONJUNCTION WITH ALL OTHER DRAWINGS
CONCERNING THE PROPOSED DEVELOPMENT AND SHALL BE SUBJECT TO THE
APPROVAL OF THE LOCAL AUTHORITY.
THE DRAWING IS TO BE MADE IN CONJUNCTION WITH ALL OTHER DRAWINGS
CONCERNING THE PROPOSED DEVELOPMENT AND SHALL BE SUBJECT TO THE
APPROVAL OF THE LOCAL AUTHORITY.
ALL DIMENSIONS ARE TO BE ACCORDANCE WITH THE BRITISH STANDARD
BS 1191:2009.
THE DRAWING IS TO BE MADE IN CONJUNCTION WITH ALL OTHER DRAWINGS
CONCERNING THE PROPOSED DEVELOPMENT AND SHALL BE SUBJECT TO THE
APPROVAL OF THE LOCAL AUTHORITY.

Item No. 5.2	Classification: OPEN	Date: 18 October 2011	Meeting Name: PLANNING COMMITTEE
Report title:	Development Management planning application: Application 11-AP-0868 for: Full Planning Permission Address: 2-10 STEEDMAN STREET, LONDON, SE17 3AF Proposal: Demolition of existing building and erection of a part 8 / part 9 storey (maximum 29.79m high) building comprising 1,308 sqm of commercial floorspace (Classes B1 office / B8 warehouse and storage / A1 retail) and 28 cluster flats and 4 studios (total 221 bedrooms) for student accommodation with ancillary facilities, refuse and cycle storage, public walkway and associated public realm works		
Ward(s) or groups affected:	Newington		
From:	Head of Development Management		
Application Start Date 21/03/2011		Application Expiry Date 20/06/2011	

RECOMMENDATION

- 1 That planning permission is granted subject to conditions and the applicant first entering into an appropriate S106 legal agreement.

BACKGROUND INFORMATION

Site location and description

- 2 The application site is located to the west of Walworth Road and is bounded by Hampton Street to the north, Steedman Street to the south and an elevated railway viaduct immediately to the west. An eight storey block in blue render (Julian Markham House) comprising a ground floor Chinese restaurant and student accommodation on the upper floors is immediately adjacent to the eastern site boundary. The site is 0.2085 hectares in size with the application red line boundary incorporating the adjacent railway arches.
- 3 The existing three storey building on the site contains a number of uses related to vehicle servicing and repairs (Class B1/B2/B8 and Sui Generis). The ground floor is used as a car wash, car park, storage and office space with a vehicle workshop, car park, storage and ancillary offices located at first floor level. The second floor is used also as a vehicle workshop and further commercial car parking area. There are currently four vehicle access points to the site from Hampton Street and three from Steedman Street.
- 4 The immediate surrounding area comprises a varied mix of commercial, industrial and residential properties. To the north of the site on the corner of Walworth Road and Hampton Street there is a three and four storey terrace (4-6 Hampton Street and 94-96 Walworth Road) comprising commercial uses on the ground floor and residential units above. To the west of these buildings on the other side of the railway viaduct there is a two storey building used as a day centre (Castle Day Centre). Residential use predominates on the western side of the viaduct with a mix of housing types including purpose built blocks of

flats and terraced housing. There is also a single storey day nursery on the corner of Hampton Street and Steedman Street close to the railway viaduct and a single storey car repairs is located immediately adjacent to the western side of the railway viaduct (20 Steedman Street). This is the subject of a current planning application for redevelopment for offices on the ground floor and residential above.

- 5 To the south of Steedman Street opposite the application site is a seven storey building in brick and purple render (11 Steedman Street) and a larger building in green render set back from Steedman Street that graduates up in height from seven storeys at its southern end to 11 storeys opposite the application site (9 Steedman Street). On the corner of Steedman Street is a part six/seven storey building (T.Clarke) used for offices and at 120-138 Walworth Road there is a recently completed development for student accommodation with commercial uses at ground floor level.
- 6 The application site is extremely well served by public transport and this is reflected in the high Public Transport Accessibility (PTAL) rating of 6b. The London Cycle Network runs along to the north and south of the site. The University of Arts London (UAL) is located approximately 500m from the site.

Details of proposal

- 7 Planning permission is sought for the erection of a part eight / part nine storey building comprising 1,308 sqm of commercial floorspace (Class B1 / B8 / A1) and 221 beds for student accommodation, refuse and cycle storage, new public walkway and associated public realm works.
- 8 The building would be set back from the railway viaduct and at ground floor level would occupy the whole of the site with a frontage onto both Hampton Street and Steedman Street. At upper floor level the building has a 'C-shaped' form in order to take account of Julian Markham House. The development appears as three distinct but related blocks with a block addressing each of the Hampton and Steedman Street sides and a 'linking' block facing west alongside the railway. At Steedman Street the block would be eight storeys with the top floor set-back, the linking element would rise to nine storeys with the top floor set back, culminating in a full nine storey height at the Hampton Street block (plus roof plant room / lift overrun). The proposed elevational treatment comprises a mix of brick combined with metal trims, frameless glazing and precast stonework.
- 9 A landscaped public walkway for pedestrians and cyclists would be created between the railway viaduct and the proposed building, connecting Steedman and Hampton Streets. The development has been designed to provide an active frontage for the length of the walkway.
- 10 The commercial space within the ground floor of the main building is located towards the Hampton Street side and comprises 391 sqm of Class B1 floorspace to be used as 'incubation' units, accessed from both Hampton Street and the new public walkway. A Class A1 coffee bar / sandwich shop (106 sqm) would be located adjacent to the incubator units and would be accessed from the new walkway. The ground and mezzanine floors of five railway arches located adjacent to the proposed building are also proposed to be used to increase the extent of the commercial offer. Three of the arches would be used as Class B1 'incubation' units (473 sqm), with the remaining two arches to be used for flexible Class B1 / B8 (338 sqm) purposes. The railway arches would be directly accessed from the new public walkway.
- 11 The student accommodation comprises 221 bedrooms in the form of 28 cluster flats and 4 studio units. 11 bedrooms (5%) would be designed to be wheelchair accessible. All the student rooms would be located on the upper floors of the building and accessed via a main entrance from Steedman Street. At ground floor level there would be a student

reception, office and staff room, a laundry and student common room which has direct internal access through to the coffee / sandwich bar.

- 12 The development is proposed to be 'car-free' with the exception of one parking space for disabled users provided on Steedman Street. 128 cycle spaces are proposed to be provided and separate refuse storage areas are provided for both the student accommodation and the commercial uses.

13 Background to the application

The application is submitted jointly by Alumno Developments and University of Arts London (UAL). Alumno is a specialist provider of student accommodation who has entered into a 25 year nominations agreement with UAL where the University would occupy and manage the accommodation. The following colleges make up UAL:

- Camberwell College of Arts
- Central Saint Martins College of Arts and Design
- Chelsea College of Art and Design
- London College of Communication (LCC)
- London College of Fashion
- Wimbledon College of Art

The Colleges offer a range of art, design and media courses at levels from further education courses to undergraduate, postgraduate and research degrees. A key business objective for UAL is to support enterprise through the promotion of commercial services and local business partnerships.

- 14 The student accommodation would be occupied on academic year tenancies to students registered at UAL and it is anticipated that the majority of students residing in the accommodation will be studying at LCC which is less than half a mile from the application site.
- 15 UAL also intend to occupy the commercial floorspace for use as 'incubation' units in order to provide flexible and low cost workspace on flexible terms to assist UAL graduates. The commercial units will have a specific focus on assisting artists and designers who are attempting to establish themselves as businesses and/or artists and develop business ideas, but struggle to afford commercial rents and rates and/or need flexibility letting. The proposed new commercial units would also be made available to new small local start-up businesses, UAL graduates, and local residents.
- 16 A number of Universities in the UK offer incubation units to business start up companies. They are essentially serviced workspace premises which are managed by the business and enterprise units of universities. The workspace is available on a variety of short term rental arrangements to selected new businesses, and usually started by graduates from the host university. Beside space, incubator units offer business advice to entrepreneurs.

Planning history

- 17 Two planning applications were submitted in 2008 for the redevelopment of the application site (references 08-AP-0528 and 08-AP-2206) comprising ground floor commercial space and student accommodation above. These applications were withdrawn prior to determination.

Planning history of adjoining sites

- 18 20 Steedman Street (reference 11-AP-2163) - application submitted for: erection of a 6 storey building comprising office space on the ground floor (Use Class B1) and 9 self-contained flats above (4 x 1 bed, 4 x 2 bed and 1 x 3 bed) (Use Class C3), following

demolition of the existing building on the site. The application has not yet been determined.

- 19 120-138 Walworth Road (reference 09-AP-1069) - allowed on appeal on 15th July 2010 for: erection of a part 4, part 5, part 7 and part 8 storey building providing a mixed use development comprising 734 sqm of commercial floorspace (A1, A2, A3, A4 Use Class) at ground floor level and 232 student accommodation units above with landscaping, 4 disabled only car parking spaces and 116 bicycle spaces. Building works on the site are now complete.
- 20 100 Walworth Road (reference 02-AP-1290) - granted in May 2002 for erection of an 8 storey building comprising commercial space (Class A1 / A2 / A3) on the ground floor and 50 flats for student accommodation on the upper floors. As referred to above this building is now known as 'Julian Markham House' and includes a Chinese restaurant on the ground floor.

KEY ISSUES FOR CONSIDERATION

Summary of main issues

- 21 The main issues to be considered in respect of this application are:
- Principle of proposed development, including need for student accommodation;
 - Environmental Impact Assessment;
 - Impact on amenities of neighbouring residents and occupiers;
 - Transport issues;
 - Design and layout;
 - Quality of accommodation
 - Flood risk;
 - Archaeology;
 - Planning obligations, including provision of affordable housing; and
 - Sustainability.

Planning policy

- 22 The application site is located within the Central Activities Zone (CAZ), the Elephant and Castle Opportunity Area, the Elephant and Castle Town Centre, and an Air Quality Management Area (AQMA). The site is also within Flood Zone 3, as designated within the Environment Agency's Flood Map. The site does not lie within a conservation area and there are no listed buildings adjoining the site. The nearest listed buildings are to the south east further along Walworth Road and include John Smith House (144-152 Walworth Road) and Council offices (151 Walworth Road) on the corner of Walworth Road and Wansey Street. The most relevant policies are set out below.
- 23 Core Strategy 2011
 Strategic Targets Policy 1 - Achieving growth
 Strategic Targets Policy 2 - Improving places
 Strategic Policy 1 - Sustainable development
 Strategic Policy 2 - Sustainable transport
 Strategic Policy 3 - Shopping, leisure and entertainment
 Strategic Policy 4 - Places to learn and enjoy
 Strategic Policy 6 - Homes for people on different incomes
 Strategic Policy 8 - Student homes
 Strategic Policy 10 - Jobs and businesses
 Strategic Policy 12 - Design and conservation
 Strategic Policy 13 - High environmental standards

- 24 Southwark Plan 2007 (July) - saved policies
 Policy 1.4 Employment sites outside the Preferred Office Locations and Preferred Industrial Locations
 Policy 1.5 Small Business Units
 Policy 1.7: Development within Town and Local Centres
 Policy 2.5: Planning Obligations
 Policy 3.1: Environmental Effects
 Policy 3.2: Protection of Amenity
 Policy 3.3: Sustainability Assessment
 Policy 3.4: Energy Efficiency
 Policy 3.6: Air Quality
 Policy 3.7: Waste Reduction
 Policy 3.9: Water
 Policy 3.11: Efficient use of Land
 Policy 3.12: Quality in Design
 Policy 3.13: Urban Design
 Policy 3.14: Designing out Crime
 Policy 3.28: Biodiversity
 Policy 3.31: Flood Defences
 Policy 4.7: Non-self contained housing for identified user groups
 Policy 5.1: Locating Developments
 Policy 5.2: Transport Impacts
 Policy 5.3: Walking and Cycling
 Policy 5.6: Car Parking
 Policy 5.7: Parking Standards for Disabled People and the mobility impaired
- 25 Supplementary Planning Guidance (SPG) / Documents (SPD)
 Design and Access Statements SPD (2007)
 Section 106 Planning Obligations SPD (2007)
 Residential Design Standards SPD (2008)
 Affordable Housing SPD (2008)
 Sustainable Transport SPD (2008)
 Sustainable Design and Construction SPD (2009)
 Walworth Road SPD (2008)
 Elephant and Castle Development Framework SPG (2004)
 Draft Residential Design Standards SPD (March 2011)
 Draft Affordable Housing SPD (June 2011)
- 26 London Plan (2011)
 Policy 2.5 Sub-Regions
 Policy 2.9 Inner London
 Policy 2.10 Central Activities Zone - Strategic Priorities
 Policy 2.11 Central Activities Zone - Strategic Functions
 Policy 2.12 Central Activities Zone - Predominantly Local Activities
 Policy 2.13 Opportunity Areas And Intensification Areas
 Policy 2.15 Town Centres
 Policy 3.1 Ensuring Equal Life Chances For All
 Policy 3.3 Increasing Housing Supply
 Policy 3.8 Housing Choice
 Policy 3.9 Mixed And Balanced Communities
 Policy 3.10 Definition Of Affordable Housing
 Policy 3.11 Affordable Housing Targets
 Policy 3.12 Negotiating Affordable Housing On Individual Private Residential And Mixed Use Schemes
 Policy 3.18 Education Facilities
 Policy 4.1 Developing London's Economy
 Policy 4.7 Retail and Town Centre Development

Policy 4.12 Improving Opportunities For All
 Policy 5.1 Climate Change Mitigation
 Policy 5.2 Minimising Carbon Dioxide Emissions
 Policy 5.3 Sustainable Design And Construction
 Policy 5.5 Decentralised Energy Networks
 Policy 5.6 Decentralised Energy In Development Proposals
 Policy 5.7 Renewable Energy
 Policy 5.9 Overheating And Cooling
 Policy 5.10 Urban Greening
 Policy 5.11 Green Roofs And Development Site Environs
 Policy 5.12 Flood Risk Management
 Policy 5.13 Sustainable Drainage
 Policy 5.15 Water Use And Supplies
 Policy 6.3 Assessing Transport Capacity
 Policy 6.9 Cycling
 Policy 6.10 Walking
 Policy 6.11 Smoothing Traffic Flow And Tackling Congestion
 Policy 6.13 Parking
 Policy 7.1 Building London's Neighbourhoods And Communities
 Policy 7.2 An Inclusive Environment
 Policy 7.3 Designing Out Crime
 Policy 7.4 Local Character
 Policy 7.5 Public Realm
 Policy 7.6 Architecture
 Policy 7.13 Safety, Security And Resilience To Emergency
 Policy 7.14 Improving Air Quality
 Policy 7.15 Reducing Noise And Enhancing Soundscapes
 Policy 8.2 Planning obligations

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

PPS 1: Delivering Sustainable Development
 PPS 3: Housing
 PPS 5: Planning for the Historic Environment
 PPG 13: Transport
 PPS 22: Renewable Energy
 PPS 23: Planning and Pollution Control
 PPG 24: Planning and Noise
 PPS 25: Development and Flood Risk
 Circular 05/2005 Planning Obligations

28 Draft National Planning Policy Framework

The draft NPPF was published at the end of July 2011 for consultation until 17 October 2011 and is capable of being a material consideration. The draft is currently the subject of public consultation and could be subject to change in the light of that consultation. As a result, whilst it carries some weight, it should not be given substantial weight. 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 presumption in favour of sustainable development is a new policy designed to ensure that the planning system as a whole focuses on opportunities. The presumption, in practice, means that significant weight should be placed on the need to support economic growth through the planning system and Local Planning Authorities should plan positively for new development and approve all individual proposals wherever possible. But development should not be allowed if it would undermine the key principles for sustainability in the

Framework. The draft NPPF makes clear that the policies should apply 'unless the adverse impacts of allowing development would significantly and demonstrably outweigh the benefits'.

- 30 The draft NPPF also states that 'The primary objective of development management is to foster the delivery of sustainable development, not to hinder or prevent development' and that local authorities should look for solutions to problematic applications, so they 'can be approved wherever practical to do so'.
- 31 The draft NPPF also sets out core principles that should underpin both plan-making and development management. It states that 'every effort should be made to identify and meet the housing, business, and other development needs of an area, and respond positively to wider opportunities for growth'.
- 32 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.

Principle of development

- 33 PPS 1 seeks to promote the efficient use of land by optimising the use of previously development land (brownfield sites) and vacant or underused buildings. The application site is located within the Elephant and Castle Opportunity Area and Town Centre where the spatial vision for the Opportunity Area set out in the Core Strategy is to facilitate the regeneration of the area into a more desirable place for both existing and new residents. Strategic Targets Policy 2 states that there will be excellent shopping, leisure facilities and cultural activities. London South Bank University and London University of the Arts will develop further as important centres of learning. The vision also sets out that we will meet our target of 4,000 new homes and a minimum of 1,400 affordable housing units as well as meet the London Plan target of 5,000 new jobs by encouraging more offices, hotels, small businesses and developing the evening economy and cultural activities.
- 34 The existing building on the site contains a mix of Class B and Sui Generis uses including vehicle repair workshops, car wash, internal car park, storage, and ancillary office space. Although the building is occupied it does not maximise the efficient use of the site, particularly in respect of the internal car park, and the Class B2 industrial / B8 storage mix is not considered to best utilise the site's highly accessible and sustainable town centre location. Furthermore, the building is not considered to be of architectural merit and does not positively contribute to the character of the local area.
- 35 The proposal would see the redevelopment of the site for a high density, mixed use development comprising student housing and commercial floorspace, including the provision of flexible low cost incubation units and start-up business space, which involves the activation of the adjacent railway arches. This is considered to represent a much more sustainable and efficient use of the site and no objections are raised in principle to the redevelopment of the site, subject to compliance with all other relevant plan policies.
- 36 Loss of Class B employment floorspace
Core Strategy SP 10 seeks to protect existing business floorspace as well as provide an additional 25,000 - 30,000 sqm of business floorspace over the plan period in the Elephant and Castle Opportunity Area. Saved Policy 1.4 of the Southwark Plan states that on sites which have an established Class B use and are within the CAZ development will be permitted provided the proposal would not result in a net loss of Class B floorspace. An exception to this can be made where the exceptions tests listed in the policy have been met. These tests are:

- where the applicant can demonstrate convincing attempts to dispose of the premises either for continued B use or for mixed uses involving B uses, including redevelopment, over a period of 24 months have been unsuccessful;
 - the site or buildings would be unsuitable for re-use or redevelopment for B use or mixed uses including B use having regard to physical or environmental constraints; or
 - the site is located within a town or local centre, in which case suitable A class or other town centre uses will be permitted in place of B uses.
- 37 The Elephant and Castle Development Framework SPG (2004) sets out in policies DFP 1a and 1b that many of the existing buildings in the area are already in employment use. The SPG states that the Council will seek to protect the employment potential of these sites and proposals will be expected to demonstrate no net loss of Class B employment floorspace. An exception to this may be justified where it can be demonstrated that substantial employment can be provided by a use class other than Class B. The SPG highlights the importance of the railway arches in that they provide an excellent opportunity to accommodate a diverse mix of smaller / start up business activity. In this respect a key policy aim in the SPG is to protect the railway arches and their ability to accommodate existing and new low cost employment generating activity.
- 38 In 2009 the Council carried out an employment land review (ELR) as part of the evidence base for the Core Strategy. The ELR found that there is a forecast demand for around 25,000-30,000sqm of office space suitable to accommodate smaller Class B1 office units for the local market. The town centre area demonstrates strong suitability for Class B1 uses with good public transport accessibility. The ELR analysis concluded that the existing accommodation in the local office market is dominated by second-hand office accommodation, with an oversupply of poor quality second-hand accommodation and an under supply of modern quality office space.
- 39 The existing building on the application site has a total floorspace of 4,043 sqm of which 2,103 sqm is in Sui Generis use, 1,856 sqm is in Class B employment use and 84 sqm of plant. In this case at least 1,856 sqm of Class B floorspace would normally be expected to be re-provided in any development proposal for the site. The proposed development provides 1,308 sqm of replacement commercial floorspace in the form of 1,202 sqm of Class B use and 106 sqm of Class A1 retail. There is therefore a shortfall of 548 sqm of replacement Class B provision.
- 40 A Marketing and Demand Report prepared by Kalmar's has been submitted. The report notes that the existing building is in a poor state with limited services and that the existing layout is irregular with many supporting columns obstructing the clear space. Large capital expenditure would be required to allow maximum use of the space.
- 41 In terms of marketing, the report confirms that Kalmar's were originally instructed by the existing vendor to market the property 'for sale' in March 2008 as its existing use. During the course of the marketing period the report states there was little interest from industrial users; the majority of interest was for residential development, student housing, religious use, college, and nightclub. Kalmar's were again instructed by the applicant (Alumno) to market the property 'for sale' and 'to let' in April 2010 but there has been limited commercial interest.
- 42 The report further provides a market overview and assesses other potential commercial uses through refurbishment of the existing building (Class B8 storage, B2 industrial, B1 office, A1-A5 retail, and other uses) and provides an analysis of market demand for commercial property in the Elephant and Castle area. The report concludes that, based on the knowledge of the local market, that a suitable occupier could not utilise nor occupy the site in its current condition and layout and a substantial amount of capital expenditure would be required to refurbish the building into acceptable standards. The return on investment into the works would take considerable time to recover. Additionally, while the

regeneration of the Elephant and Castle will contribute to new office space within the area over the coming years but, in Kalmar's opinion, the uptake will be slow which could result in an oversupply of B1 offices in a secondary location. The Elephant and Castle and Walworth Road is not a location where companies will look for head quarter offices or large office spaces. A majority of the applicants required smaller office space and Southwark is a leading borough in London providing start up units for businesses.

- 43 Officers consider that it has been adequately demonstrated that attempts have been made to dispose of the existing building for Class B purposes. The redevelopment of the site will replace the majority of the existing Class B floorspace with more modern accommodation which will contribute towards meeting the needs of the local office market and also the SPGs objective of protecting and promoting the employment potential of the area. The retention and provision of small business units is also encouraged by saved Policy 1.5 of the Southwark Plan in order to promote a more sustainable local economy and the activation of the railway arches is a principal SPG objective.
- 44 A key benefit of the scheme to the Elephant and Castle is the inclusion of flexible, affordable incubation units that will be managed by UAL for graduates attempting to establish themselves as businesses. Both the Council's Economic Development Team and the Elephant and Castle Project Team have confirmed their strong support for the scheme and consider that in this instance the small loss of Class B floorspace is far outweighed by the positive benefits that will come forward through the offer of affordable incubator business space. The application documents refer to that fact that nearly 20%, or 1 in 5, of UAL's graduates become self employed or set up their own businesses within 6 months of completing their courses. The Elephant Team advise that there is currently no equivalent space targeted at this growing sector of the economy at the Elephant and Castle and therefore the proposal represents a significant opportunity to capture some of this potential activity and retain it at the Elephant and Castle. As such the proposal has the capacity to diversify the local economy and strengthen it in the longer term.
- 45 There are approximately 14 people employed on the site of which 13 are full-time. The proposed commercial uses have the potential to support 44 employees and there will be employment, albeit limited, associated with the student housing. The proposal will therefore support a higher employment level than currently supported and based within modern accommodation. The applicant has advised that they intend to acquire the site with vacant possession but most of the tenants will not need to be relocated. The existing coachline business is winding down as the owners are planning to retire and the other businesses are on short term leases which won't be renewed. A car mechanic will need to be relocated but it is considered that there are other suitable premises that could be found.
- 46 The SPG sets out at paragraph 3.1 that there is a requirement for substantial provision of Class A1, A2, and A3 uses across ground and first floors in the town centre. The SPG also designates the land use of the ground and first floors of the application site as 'High Street retail / mixed use' (figure 3.1). The inclusion of 106 sqm of Class A1 use earmarked as a sandwich / coffee shop together with the incubator units meets the policy objective of the SPG.
- 47 Provision of active frontages
 Saved Policy 1.4 allows a loss of Class B provision where an active ground floor is provided. The scheme has been designed to ensure that activity at ground floor level is maximised around the building, and particularly along the new public walkway. Local concerns have been raised about the potential vacancy of the new commercial units and that in this location there would be limited foot traffic. Comparisons have been made with other vacant commercial units in other nearby developments such as the 'Printworks' on Amelia Street and 'O Central' on Crompton Street. Officers acknowledge that the take-up of other commercial units in the locality is currently proving problematic, but there is a material difference between these units and the ones now proposed. UAL will take-up the

management of the commercial units from the outset with the objective of providing low-cost flexible space for UAL graduates. Given the nature of incubation units it is unlikely these spaces will be vacant for any length of time. Occupation of these units (including the rail arches) will create activity and increased footfall thereby improving the commercial viability and vitality of the area.

- 48 The current building on the site and its uses do not provide any genuine activity at ground floor level and therefore the scheme would represent a significant improvement in this respect. The provision of a Class A1 retail unit that can be accessed independently from the walkway or internally through the student accommodation will ensure a level of activity and provides a suitable town centre use for the benefit of future occupiers of the development as well as existing occupiers in the vicinity.
- 49 While UAL would look to occupy all the five railway arches as incubator units, Network Rail (freeholder of the arches) have requested that two of the arches (338 sqm) retain a flexible Class B1 / B8 use in the event they need to use them. Class B8 warehouse and storage use does not always provide the most active of frontages given the nature of warehouse use. In this case however the primary use of the arches would be for Class B1 purposes and therefore the frontage treatment to the arches will be designed to ensure an open frontage is maintained.
- 50 It is acknowledged that the proposal would result in a small net loss of commercial floorspace but it has been demonstrated that attempts have been made to market the building for Class B purposes. Furthermore, the proposal brings significant benefits to the area as compared with the existing under-utilised use of the site and fully accords with the overall vision and objectives for the Elephant and Castle set out in the London Plan, Core Strategy and saved Southwark Plan policies.
- 51 Student accommodation
PPS 3 and the London Plan state that local authorities must take into account and acknowledge that students need to be provided for. London Plan Policy 3A.18 concerning Education Facilities states that development proposals which enhance education and skills provision will be supported. This support is reiterated in Policy 3.8 Housing Choice which advises that the strategic and local requirements for student housing meeting a demonstrable need are addressed by working closely with higher and further education agencies and without compromising capacity for conventional homes. A key objective of Policy 3.8 is to ensure new developments offer a range of housing choices in terms of mix of housing sizes and types, taking account of the housing requirements of different groups. As discussed below, Core Strategy SP 8 also recognises the need for student accommodation whilst balancing this against other housing need.
- 52 In Southwark, student accommodation is considered to be non self-contained accommodation, defined as "Sui Generis" under the Use Classes Order. Policies relating to housing targets, dwelling mix and quality of residential accommodation are therefore not directly applicable. However, student housing is considered housing for monitoring purposes through the Council's and the GLA's annual monitoring reports.
- 53 Saved Policy 4.7 of the Southwark Plan states that new development which provides non self-contained residential accommodation will normally be permitted where the need for and suitability of the accommodation can be demonstrated. In addition, there must be adequate local infrastructure and the proposed accommodation must be of a satisfactory standard. The new development should not result in a significant loss of amenity to neighbouring occupiers.
- 54 Core Strategy Policy SP 8 deals specifically with student homes and sets out the Council's approach to the provision of student housing over the future plan period (2011 to 2026). Policy SP 8 seeks to ensure that development meets the needs of universities and colleges

for new student housing whilst balancing the building of student homes with other types of housing such as affordable and family housing. This will be achieved by:

- Allowing development of student homes within the town centres, and places with good access to public transport services, providing that these do not harm the local character.
- Requiring 35% of student developments as affordable housing in line with policy 6 and figure 22 [Strategic Policy 6 - Homes for people on different incomes]

55 Section 4.3 of the adopted Residential Design Standards SPD (2008) and Section 6.2 of the adopted Affordable Housing SPD (2008) sets out further requirements in respect of student housing, including evidence of need, confirmation that the accommodation would be affordable, and details of the security and management arrangements. These documents are currently being updated to take account of recent policy changes introduced through the Core Strategy. An updated Residential Design Standards SPD (March 2011) has been out to consultation (closed on 2 June 2011) and is due to be adopted in October 2011. Formal consultation on the draft Affordable Housing SPD is currently being carried out until the 30 September (available for informal consultation since 14 June) and is likely to be adopted in November 2011.

56 *Need for student accommodation*

Saved Policy 4.7 of the Southwark Plan and Section 4.3 of the adopted and draft Residential Design Standards SPDs require proposals for student housing to demonstrate an identified need for this type of housing. The adopted SPD particularly refers to a 'local' need for student housing, including the submission of a letter from a recognised local educational establishment. The requirement to demonstrate a 'local' need has not been carried forward in the Core Strategy in order to recognise the strategic nature of the London-wide student housing market and its need. The reference to "local" need has therefore been removed from the draft updated Residential Design Standards SPD.

57 In terms of existing student accommodation, the Southwark Student Housing Study (July 2010) sets out the number of student schemes under construction and schemes consented but not yet implemented. The Study found that Southwark had the second highest number of student schemes of any London borough in the development pipeline. Additionally, there are a number of new student schemes that have been granted permission since the date of the Study, including the nearby 120-138 Walworth Road student scheme which was allowed on appeal on 15 July 2010 (reference 09-AP-1069) for 232 student units. Permission was granted in December 2010 for a student scheme 30-32 and 33-35 Peckham Road for student accommodation (155 bed spaces) where the applicant was Alumno Developments (reference 10-AP-2623).

58 Notwithstanding this, the Study found that there was still insufficient student accommodation across London with demand outweighing supply. It was noted that the lack of purpose built accommodation within central London was placing upward pressure on housing demand in the private rented sector. High house prices in some central London boroughs (such as Westminster and Camden) is increasing the demand for rented accommodation in adjacent boroughs such as Southwark. At the same time the provision of purpose built accommodation has not expanded sufficiently and there is, even taking into consideration student schemes in the pipeline, an inadequate amount of purpose built student accommodation.

59 Although there is no longer a formal policy requirement to demonstrate a *local* need for student accommodation, Alumno have entered into a 25 year nominations agreement with UAL so that the proposed accommodation would be occupied by students registered at UAL, with the majority of these students likely to be studying at the nearby LCC. The direct link to a local institution is unlike other student schemes that have recently come forward in the borough which have for the most part been speculative in nature with the

accommodation offered on a direct-let basis.

- 60 UAL has submitted evidence to demonstrate the need for additional accommodation in the borough. UAL advise that last year's full-time student number across six sites was 20,049 whereas the number of bed spaces UAL was able to offer was 2,767, a total of which was heavily oversubscribed (4,000 applications received). Many of the students thus have to seek either expensive direct-let student residences or bedrooms in houses of multiple occupation. UAL say that neither of these options offer the level of pastoral support they would like to give and are unattractive for students looking to move to London for the first time. At a local level the two colleges located in Southwark (LCC and Camberwell College of Arts) make up circa 7,200 full time students but the accommodation available in the borough offered is 712 beds.
- 61 Both the adopted and draft versions of the Affordable Housing SPDs and Residential Design Standards SPDs also require details of affordability. This is to ensure that the housing is affordable to that user group by being benchmarked against other similar student accommodation. The applicant has advised that a key development principle of both Alumno and UAL is affordability. As part of the nominations agreement it is proposed that rents will be affordable and in line with UAL's existing portfolio. The rental increases will be linked to the Retail Price Index (RPI) and therefore there is no risk that the rents would be 'hiked'. UAL currently occupy Julian Markham House (231 bed spaces) and their agreement with the landlord (Unite) will expire in 2013 and is unlikely to be renewed. It is then likely that the accommodation would be let on an open market rather than subsidised basis. Officers consider that the scheme will offer much needed *affordable* accommodation within the locality and this is a positive aspect of the scheme. The affordability of the units will need to be secured via a clause in the Section 106 Agreement.
- 62 A Student Accommodation Management Proposal has been submitted which details the proposed management and security arrangements in accordance with the requirements of the adopted and draft Design SPDs. Again, relevant management and security measures would have had to be secured via a legal agreement to ensure these were in place for the lifetime of the development.
- 63 Overall, Officers concur that whilst Southwark is relatively well provided for in terms of student housing, there is still an unmet need for student accommodation to a lesser extent within the Borough and more significantly on a London-wide basis. Supporting text to London Plan Policy 3.8 states that London's universities make a significant contribution to its economy and labour market. It is important their attractiveness and potential growth are not compromised by inadequate provision for new student accommodation (paragraph 3.52). This proposal, unlike a number of other student schemes in the borough, will directly benefit a local university by offering affordable rents to UAL students. It is therefore considered that the need for the accommodation has been demonstrated.
- 64 *Location and concentration of student housing*
 Saved Policy 4.7 and the adopted and draft versions of the Residential Design Standards SPDs require student housing to be located in areas that have adequate infrastructure and are easily accessible to public transport. Core Strategy SP 8 allows for student housing developments within town centres, and places with good access to public transport services "*providing that these do not harm the local character*". A number of local residents have raised concerns about the amount of student accommodation in the locality and the disadvantages such a concentration that could have on the wider regeneration of the Elephant and Castle.
- 65 The proposed student housing is considered to be appropriately located within the CAZ, the Elephant and Castle Town Centre and benefits from excellent public transport accessibility. The site is also favourably located for LCC which is within easy walking or cycling distance. A dense pattern of development is to be expected in town centres and areas with good

public transport services, indeed this is encouraged in the interests of promoting sustainable development. Most student schemes represent intensive developments with relatively high numbers of beds resulting in an increased number of people using the surrounding infrastructure. Town centres and places with good access to public transport are considered to be the most suitable locations for such developments.

- 66 The Core Strategy also requires that proposals for student housing must not harm the local character of the area. An over-concentration of a single use can harm the character of an area at the expense of the provision of other uses. It is recognised that there are a number of student developments in the immediate area, including the existing accommodation at Julian Markham House (231 bed spaces) and the recently completed scheme at 120-138 Walworth Road (232 bed spaces). If the application proposal is included it would result in a total of 684 student beds located within this section of Walworth Road. In addition works have recently started to implement the Oakmayne development at Elephant Road (243 bed spaces).
- 67 Despite the existence of student schemes there remains a wide range of uses within the vicinity of the site such as residential, light industrial, office, retail, food and drink and library as well as student accommodation. Such a range of uses is consistent with the requirements of the Elephant and Castle Opportunity Area and the CAZ. If the proposal were implemented then there would still be a genuine mix of uses present and therefore it is considered there would be no resultant significant harm to the local character of the area.
- 68 As referred to above, a number of residents have raised a concern about the transient nature of students and that to successfully regenerate the area the Council should be encouraging family homes for people who are more likely to settle down and have an interest in the area. Officers agree that there is a shortage of general purpose housing, particularly affordable family homes, and the provision of a mix of good quality affordable housing is a principal objective for the Opportunity Area. Student housing, whilst not subject to the same requirements as general need housing, does contribute towards overall housing provision and, as noted by the Walworth Road appeal Inspector, student housing can contribute towards achieving a "vibrant integrated mix of uses" (paragraph 45). Officers consider the key is to achieve a balance between different housing types to ensure the creation of mixed and balanced communities.
- 69 An important distinction between this scheme and other student schemes is the direct link to UAL who are key stakeholders in the area and their capacity and commitment towards the regeneration of the area is recognised. The Elephant and Castle Project Team advise that LCC work closely with local school's through their Widening Participation Team and have demonstrated a commitment to bringing a diverse range of people into design and media education. LCC have chaired the Council supported Elephant and Castle Cultural Quarter Group, a networking and lobbying group representing local design and media businesses, providing an opportunity for such groups to contribute to the regeneration of the area. Alumno have submitted further documentation during the course of the application detailing UAL / LCC participation in the local community and the work being undertaken on community projects.
- 70 As the majority of student beds are likely to be occupied by students at LCC, the students would be both living and studying in the area for most of the year as the tenancies will be offered on a yearly basis. These students are more likely to spend time at the Elephant and will contribute to the local economy through increased use of local services and facilities. This is in contrast to occupants of direct-let student residences where it is likely a good proportion of the students would be registered at universities outside of the borough, thereby spending much of their time outside of the area.
- 71 *Affordable housing contribution*
It is not disputed that there is a recognised and established need for student housing

across London and that student accommodation could be appropriately located on the site. However, the provision of student housing has to be balanced with the provision of other types of housing, particularly affordable and family homes. Southwark's Strategic Housing Market Assessment (2010) and Housing Requirements Study (2009) highlight a significant need for more family and affordable housing, whereas the findings of the Southwark Student Housing Study (January 2010) show that the borough is already relatively well provided for with student accommodation as compared with other London boroughs. Additionally, there are a number of new student schemes that have been granted permission since the date of the Study, including 120-138 Walworth Road scheme. As referred to above Southwark has the second largest number of student homes in London. It is therefore imperative that a balance is achieved between the provision of student accommodation and other types of housing. Core Strategy SP 8 seeks to address this by requiring 35% of student developments as affordable housing, in line with Core Strategy SP 6 - Homes for people on different incomes and figure 22.

- 72 By requiring an element of affordable housing or a contribution to affordable housing for student accommodation schemes the Council can ensure that it is meeting the needs for both student accommodation and affordable general needs accommodation.
- 73 The proposed development is designed to be 100% student housing with no on-site or off-site affordable housing provision. Since the submission of the application the Council has published the draft Affordable Housing SPD (June 2011) which sets out the mechanism to which SP 8 should be applied. It explains that the policy applies to all student schemes above the threshold of 30 or more bedspaces and living spaces, or where the development is over 0.5 hectares (whichever is the smaller). Section 6.3 adopts a sequential approach to ensure delivery of as much affordable housing policy as possible and sets out three stages in which affordable housing should be secured:
- a) On-site provision: All housing, including affordable housing should be located on the development site.
 - b) Off-site provision: In exceptional circumstances, where affordable housing cannot be provided on-site it may be provided off-site. In these circumstances affordable housing should be provided on another site or sites in the local area of the proposed development.
 - c) In lieu payment: In exceptional circumstances where it is accepted that affordable housing cannot be provided on-site or off-site, a payment towards providing affordable housing will be required instead of the affordable housing being built as part of the proposed development.
- 74 Given that the scheme was designed and submitted prior to the publication of the mechanism in the SPD, it is accepted that it would be impracticable to redesign the development to include on site affordable housing, or to identify off site opportunities, without significant delay to the development. The applicants have explained that their programme is tight, since they want to deliver the new units for the academic year 2013/14 to dovetail with the loss of the spaces which their students currently occupy in Julian Markham House. If the scheme is to contribute to the delivery of affordable housing, then a commuted sum would be the most realistic option.
- 75 If pooled contributions towards affordable housing were to be accepted then Section 6.3.14 - 6.3.15 details the calculations required for pooled in-lieu contributions which is £100,000 per habitable room of affordable housing not being provided on site. In the case of student housing, habitable rooms would be all bedrooms / studio rooms and communal living/dining areas in cluster flats (where applicable). Other communal spaces such as common rooms or management offices are excluded. The proposal incorporates 221 bed spaces (4 studios and 28 cluster flats) and therefore under this methodology a sum of £8,715,000 would be required (being 35% of 249 habitable rooms = $87.15 \times £100,000$) as an in-lieu payment in the absence of any proposed on-site or off-site contribution.
- 76 The application was accompanied by a detailed Viability Report which sets out the

assumed development costs and end values of the scheme. This Viability Report has been the subject of protracted negotiations, with the Council commissioning the District Valuers Service to act on its behalf. As is the case with any development, the ability to make an affordable housing contribution is dependent on its ability to produce a financial surplus over and above a reasonable profit level.

- 77 In this case, there are a number of factors which impact directly on its profitability, and these matters need to be given appropriate weight in making a decision.
- 78 The factor which has the most significant impact on the viability is the development agreement between Alumno and the UAL. Unlike most 'direct let' student schemes, this development is being provided directly to UAL for the exclusive use of their students, and in line with their client brief. Most significantly, the terms agreed by these parties include discounted rents for the students for a period of 25 years (with a 'break' clause at 22 years). The discount is in the order of 30% below current equivalent market rents. This reduced rent has a substantial impact on the overall value of the development, and therefore its ability to support an affordable housing contribution. Similarly, the inclusion of low rent 'incubator' business units offer a lower return than market rate business space would produce.
- 79 The provision of 'affordable' student rooms for a local institution is a factor which can be given weight in the determination of the application. London College of Communications has been a significant presence at the Elephant and Castle for 40 years, and are an important part of the identity of the area. The Core Strategy recognises the importance of educational institutions to the economic well-being of the Elephant, and their role in developing the cultural and creative industries. If an institution like the LCC is to thrive, and attract high calibre students, it has to be able to provide, amongst other things, good quality, convenient and importantly affordable accommodation for those students. UAL (incorporating LCC) has sought to do this by delivering accommodation in partnership with Alumno, in order to exercise greater control over quality and rents. The Council's draft Affordable Housing SPD recognises that accommodation delivered directly by (or on behalf of) universities will be less able to support affordable housing contributions than open market, or direct-let, student schemes.
- 80 Officers have taken the view that, whilst the objective to support the UAL/LCC has significant weight at the present time, particularly in light of the regeneration ambitions for the Elephant and Castle, it is difficult to be certain how far the same objective would apply in 22 or 25 years time. It was therefore suggested that the scheme should be valued on the basis of a potential reversion to full market rents at the end of the current lease period. This 'reversionary value' does have some impact on the assessment of the appraisal.
- 81 The lengthy negotiations with the District Valuers (DV) have focussed on matters such as the rental levels, facilities management costs, financing costs, and yield. Agreement has been reached on some, but not all, of the variables within the financial appraisal. The DV has acknowledged that the reduced rents, for both the student rooms and the incubator space, have a significant impact on the overall viability of the scheme. At the conclusion of these discussions, Alumno have made a final offer of a contribution in lieu of affordable housing of £500,000. This would be payable on first occupation of the development.
- 82 The DV has suggested that, in the case of a scheme with a reversionary value, it may be able to support a contribution of £1.5 million, to include both an affordable housing and other S106 costs. The current offer from Alumno/UAL equates to £1.15 million, made up of the £500,000 in lieu housing contribution plus £650,000 other S106 works and payments. This would increase by a further £109,630 if the health contribution were to become payable. It is acknowledged that this is still slightly below the figure suggested by the DV. However, despite the lengthy negotiations with the DV, agreement was not reached on a number of the cost assumptions. Alumno consider that their figures are robust, based on

their experience of the student market. Equally, the DV presented evidence of other scheme operating on different assumptions, notable in relation to yield. On balance, given the wider benefits of the scheme, and the degree to which it will support an important local institution, it is considered that the variation from the conclusions of the DV are not so significant that this would warrant refusal of permission. It is further noted that the commuted payment is a very significant distance from the amount calculated using the draft Affordable Housing SPD methodology. The SPD clearly recognises that each scheme will need to be considered on its merit, usually based on the viability of the development. In this case, the financial appraisal has been thoroughly interrogated, and whilst the conclusions are not totally in line, it was accepted the scheme could not support anything close to £8.7 million.

83 Taking into account the very special circumstances of the case, it is recommended that in this instance the in lieu payment of £500,000 be accepted as the most the scheme can support.

84 Conclusion on land use matters

The proposal would see the redevelopment of an under-utilised site for a mixed use development which is more sustainable and maximises the efficient use of the site. There would be some loss of Class B floorspace but the positive benefits arising from the provision of affordable modern incubator units outweighs this loss. The direct link with UAL, a major stakeholder in the Elephant and Castle, will help UAL to further develop as an important centre of learning and the offer of low cost business space will have wider regenerative benefits for the area. The need for the student accommodation has been demonstrated and the accommodation will be affordable to that user group. The provision of student housing does have to be balanced with the provision of affordable general needs housing and in this respect the applicant has submitted a viability assessment to demonstrate that the policy requirement to provide 35% of the development as affordable housing cannot be met in this instance. Nonetheless, the applicant has offered an in lieu payment and when taking account of the special circumstances of the case this is acceptable.

Environmental impact assessment

85 An Environmental Statement is not required with this application as the development does not fall within Schedule 1 or 2 of the Town and Country Planning (Environmental Impact Assessment) Regulations 1999.

86 A Screening Opinion was not requested prior to the submission of the application as the site falls well below the 0.5ha threshold (being 0.2085 hectares) for classification as a Schedule 2 'Urban Development Project'. Even if the proposed development was of a size to be considered as an 'Urban Development Project', the development is highly unlikely to have a significant effect upon the environment by virtue of its nature, size, and location based upon a review of the selection criteria set out in Schedule 3 of the Regulations which are used to screen Schedule 2 Development. Furthermore, the site is outside a designated 'sensitive area' as per Regulation 2(1). On this basis it is considered an Environmental Impact Assessment is not required.

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

87 Saved Policy 3.2 of the Southwark Plan states that permission will not be granted for developments where a loss of amenity, including disturbance from noise, would be caused. In addition, Saved Policy 4.7 states that the provision of non self-contained housing (such as student accommodation) should not result in a significant loss of amenity to neighbouring occupiers. The adopted and draft Residential Design Standards SPDs expands on policy and set out guidelines for protecting amenities in relation to privacy and

daylight and sunlight. Core Strategy SP13 - High environmental standards seeks to ensure that development sets high standards for reducing air, land, noise and light pollution and avoiding amenity and environmental problems that affect how we enjoy the environment in which we live and work.

88 Daylight and sunlight

A Daylight and Sunlight Report was submitted with the application which assesses the impact of the proposed development on the daylight and sunlight of adjoining properties. The BRE Guidelines "Site Layout Planning for Daylight and Sunlight: A Guide to Good Practice (1991)" considers residential properties as being more important in receiving adequate levels of daylight and sunlight compared to commercial buildings and hence only the residential buildings within proximity of the application site have been assessed. The following properties have been identified:

- 1-27 Marlborough Close
- 9 Steedman Street
- 11 Steedman Street
- 94-96 Walworth Road (upper floors)
- 4 Hampton Street (upper floors)
- 6 Hampton Street (upper floors)
- Julian Markham House - student accommodation

89 In terms of daylight the following tests have been carried out:

- Vertical Sky Component (VSC) - the amount of skylight reaching a window expressed as a percentage. The guidelines recommend that the windows of neighbouring properties achieve a total VSC of at least 27% of that the VSC is reduced to no less than 0.8 times its former value (i.e. 20% reduction) following construction of a development.
- No-Sky Line (NSL) - the area of a room at desk height that can see a small proportion of sky. The guidelines suggest that the NSL should not be reduced by more than 20% its former value.
- Average Daylight Factor (ADF) - determines the natural internal light or daylit appearance of a room and recommend that 1% ADF value is achieved for bedrooms, 1.5% for living rooms and 2% for kitchens.

90 In terms of sunlight, the Annual Probable Sunlight Hours (ASPH) was considered for all windows facing within 90 degree of due south (windows outside of this orientation do not receive direct sunlight in the UK). The guidelines advise that windows should receive at least 25% ASPH with 5% of this total being enjoyed in the winter months.

91 1-27 Marlborough Close

This is a block of flats located to the west of the application site on the opposite side of the railway viaduct. The main living rooms of these flats face away from the site, but there are windows that would directly face the proposal. The Study found that the properties are sufficiently distanced from the proposal to ensure they would not experience any material change in sky visibility with the VSC levels to all windows achieving in excess of 0.8 times their former value. The flats weren't relevant for the sunlight analysis as the windows are not within 90 degrees of due south.

92 9 Steedman Street

This is situated on the south side of Steedman Street, set back from the street frontage, with the flank elevation facing the application site. There is a good separation between this and the proposed development and consequently there is little impact on sky visibility with all the windows retaining VSC in excess of 0.8 times their former value. The windows of this development are not within 90 degrees of due south and hence the windows are not relevant for the sunlight test.

93 11 Steedman Street

This is a block of flats situated directly across Steedman Street where the north facing windows comprising single aspect bedrooms and dual aspect open plan living / kitchen areas would face the application site. The main living areas also receive daylight from windows on the western side elevation of the block. A resident from this block has objected on the grounds that the proposal would result in a loss of daylight to the main living room.

94 With the exception of the top floor all the north facing windows serving bedrooms and open plan living areas would experience VSC reductions to less than 0.8 times their former value (i.e. more than 20% reduction). Whilst this is unfortunate, the open plan living rooms are dual aspect with the side windows unaffected, retaining high VSC levels. The ADF results for the living rooms achieve between 3.5 and 5% which demonstrate that the living rooms would still achieve internal daylight in excess of BRE guidelines of 1.5% for a living room and 2% for a kitchen.

95 The retained ADF levels for the north facing bedrooms are below the BRE 1% target at first to fourth levels ranging from 0.56 to 0.98% (the worst case being at first floor level). Notably the first floor bedrooms achieve below 1% target ADF values in the current situation (0.79% ADF for the worst case) and therefore the level of ADF reduction is relatively small with losses of 0.02% - 0.3%. Again, no sunlight analysis was carried out as the windows are not within 90 degrees of due south.

96 94-96 Walworth Road

This property is located to the north-east of the application site and comprises commercial units on the ground floor and residential accommodation above. The main windows of the residential units are offset from the proposal thereby ensuring that daylight levels are unaffected, with the exception of one secondary first floor window situated in a lightwell to 4 Hampton Street. However the reduction is marginal and would not be noticeable. Although there are south facing windows to this property as they directly face Julian Markham House there would be no impact from the proposal on sunlight levels to these windows.

97 4 Hampton Street

This property is located to the north of the application site and the main windows face Julian Markham House. The windows tested would achieve VSC levels in excess of 0.8 times their former value. As these windows face due south a sunlight assessment was carried out where it was found that sunlight levels would exceed the BRE guideline APSH level of 25%. Levels of low-angle winter sunlight fall below the recommended 5% but the existing situation is already constrained as the units face Julian Markham House.

98 6 Hampton Street

This contains residential accommodation on the upper floors where the assessment found there would be some minor changes to VSC levels to all the windows. ADF results show that currently the windows only just achieve the recommended target of 1.5% for living rooms (between 1.49% and 1.70%). Under the proposal ADF levels would be reduced to 1.15% and 1.38%. These levels are below the 1% target for living rooms but the reduction that could be attributed to the proposal is relatively small (circa 0.3%) and is unlikely to be noticeable. In terms of sunlight it was found the levels would either achieve or exceed the recommended 25% ASPH. Again, levels of low-angle winter sunlight would fall below the guideline 5%.

99 Julian Markham House

This is the student housing block immediately adjoining the application site. The Study advises that historically the application site was intended to be developed as 'Phase 2' of Julian Markham House, mirroring its massing and creating a central courtyard between the two. As a result the layout of Julian Markham House places student bedrooms with relatively poor existing light levels facing the central courtyard. Furthermore, lounge / kitchen areas are situated to the 'corner' of the wings and are served by small windows

such that the daylighting potential is constrained with existing ADF values of between 0.4% and 0.5% being typical for the lower floors. The redevelopment of the application site and completion of the 'courtyard' block would inevitably lead to reductions in VSC such that levels are reduced to less than 0.8 times their former value.

- 100 ADF levels show that the windows to the lowest three floors fail to achieve the recommended ADF levels for lounge, kitchens and bedrooms but they don't reach these levels in the current situation. In the majority of cases the ADF reduction would be circa 0.3% - 0.4% under the proposal which is a relatively small reduction and indeed most of the bedrooms achieve ADF levels within 0.3% of the recommended 1% ADF target. Above third floor level all the bedrooms would fully comply with the 1% ADF target. The lounge / kitchen / diners on all the seven floors would fail to achieve recommended ADF values but ADF levels are not achieved in the existing situation.
- 101 The Study concluded that the technical derogations to Julian Markham House were acceptable given the urban context of the site, the lower target levels that may be applied to student housing and the compromised daylighting potential due to the building being designed with the intent of adjoining a neighbouring block. Reference is made to Section 2.3 of the BRE guidelines which state that properties close to a joint site boundary should not take more than their 'share' of light and that alternative levels may be appropriate when development occurs close to a joint boundary. The impact of the proposal on Julian Markham House was therefore found acceptable.
- 102 Officers recognise that in the case of dense urban environments there will inevitably be some impacts on daylight amenities from a development of this scale, but in this instance only limited daylight infringements would occur. The worst affected would be the north facing flats in 11 Steedman Street where the amount of sky light reaching the windows would be somewhat affected, but the internal day lit appearance of the main living areas would still achieve in excess of BRE guidelines. The reduction in light to the bedrooms, whilst below target levels, are minor changes and therefore is unlikely to have a serious impact on daylight amenities for the occupiers. Officers consider that the local objection received from 11 Steedman Street could not therefore be sustained. The light to the adjacent Julian Markham House student block, particularly for the lower three floors, is compromised but the actual reductions are relatively low with the majority of bedrooms in the development achieving 1% ADF or thereabouts. Overall the impacts of the development on the daylight and sunlight of adjoining existing properties is acceptable.
- 103 Outlook and Privacy
In order to prevent against harmful overlooking, the adopted and draft Residential Design Standards SPDs advise that developments should achieve a separation distance of 12m at the front of a building and any elevation that fronts a highway and a minimum 21m at the rear. The separation distance between the proposed scheme and the nearest residential block, 11 Steedman Street, is 15m. The flats fronting Steedman Street do have projecting balconies but these are provided on the western side of the building and do not directly face the proposal scheme. There is approximately 20m between the windows of the proposal and the adjacent student rooms in Julian Markham House. The proposal will therefore not give rise to any significant loss of privacy. Given the separation distances and taking account of the urban context the proposal would not compromise on outlook from existing properties.
- 104 Noise Impact on Neighbouring Properties
The proposed commercial uses are not of a type that would cause significant noise levels. In terms of the student housing, there would be the potential for pedestrian movement to and from the site on a 24 hour basis. Local concerns have been raised about possible noisy and anti-social behaviour of students. A Student Accommodation Management Proposal has been submitted which advises that there will be an on-site management team Monday to Friday from 8.30am - 5.00pm. Out of hours would be covered by student

wardens who are resident on the site. Their role would be to provide a visible presence and a point of contact for students and any other parties and would be responsible for dealing with noise and any minor anti-social behaviour. All communal areas, including the common room and laundry, would be monitored via CCTV. The details of a Student Management Plan will need to be approved prior to occupation and this would be secured by legal agreement.

- 105 The plant required to serve the development has the potential to affect the amenity of adjacent occupiers due to noise. The Environmental Protection Team (EPT) have advised that a condition is imposed to ensure that the noise level from any plant is controlled.
- 106 In summary, the proposal will not have a detrimental impact on the amenities of adjacent occupiers and complies with saved policies 3.2 and 4.7 of the Southwark Plan and SP 13 of the Core Strategy.

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

- 107 Although there are no existing uses in the vicinity of the site that would be detrimental to future users of the student accommodation, a noise and vibration assessment has been submitted due to the location of the site within proximity of a railway in accordance with PPG24: Planning and Noise.

108 Noise

The report considered that the railway would represent the most significant dominant source of noise affecting the proposal, and that the worst case facade would directly overlook the railway. Mitigation of rail noise would therefore also mitigate against other identified noise sources. The survey found that the noisiest facades fall into PPG24 Noise Exposure Category (NEC) C for the day and night time periods. PPG24 advises for NEC C that noise mitigation measures may make the development acceptable. The report concludes that acceptable internal noise levels could be achieved based on an assumed set of construction details. EPT have raised no objections in respect of noise but advise that if permission were to be granted then a condition would be needed to ensure all the student rooms are designed to achieve the required internal noise levels.

109 Vibration

The railway was considered to be the only significant source of ground-borne vibration which could affect future occupiers. On the basis of vibration measurements and established train numbers, ground-borne vibration levels are considered to be acceptable for residential use. EPT have not raised any concerns in this respect.

110 Air Quality

Saved Policy 3.6 of the Southwark Plan states that permission will not be granted for a development that would lead to a reduction in air quality. The site falls within an Air Quality Management Area (AQMA) where an Air Quality Assessment is required to be submitted. EPT initially raised concerns in that there were inconsistencies between the submitted Air Quality Report and the Energy Statement in terms of ventilation. An updated Assessment was received on the 26th May 2011.

- 111 The assessment takes account of the air quality impacts associated with both the construction and operation of the proposed development. The report advises that the construction works, have the potential to cause a nuisance, albeit temporary, from dust without suitable control measures. EPT advise that a Construction Management Plan would need to be submitted and approved prior to works commencing on the site. Once operational, as the railway line is electrified, it is unlikely that there would be any significant impacts associated with the railway. The scheme would be largely car-free and would therefore not result in a degradation of local air quality, and indeed the proposal would

represent an improvement when taking into account that the existing building is partly used for car parking purposes.

- 112 A heat recovery mechanical ventilation system would serve the development and this would be capable of supplying all required air to habitable rooms. Student bedrooms would still be provided with openable windows but the times students would be most likely to open their windows is not likely to coincide with the hours when traffic pollution (and traffic noise) and highest. The report therefore considers that it is not necessary to seal the windows. EPT consider that the recommendations made in the report in respect of ventilation are sufficient to mitigate the impacts of air quality so that future residents would not be affected.

Traffic issues

- 113 Saved Policy 5.1 of the Southwark Plan requires major development to be located near transport nodes. Saved Policy 5.2 states that planning permission will be granted for development unless there is an adverse impact on the transport network of if provision for adequate servicing is not made. Saved Policy 5.3 requires that provision is made for pedestrians and cyclists within the development and Saved Policies 5.6 and 5.7 relate to car parking. Core Strategy Strategic Policy 2 - Sustainable Transport re-asserts the commitment to encouraging walking, cycling and use of public transport rather than travel by car and requiring transport assessments with applications to show that schemes minimise their impacts, minimise car parking and maximise cycle parking to provide as many sustainable transport options as possible. A Transport Assessment, draft Travel Plan and Waste Management Strategy have been submitted.

114 Access

Saved Policy 4.7 concerning non self-contained housing requires such developments to be located in areas where there is adequate infrastructure in the area to support any increase in residents. There are bus stops within 50m of the site with a high frequency of buses towards Camberwell, Elephant and Castle and beyond. It is less than 400m from the nearest London Underground station and is approximately 250m away from the overground rail station at Elephant and Castle. Accordingly, the site has an excellent public transport accessibility rating (PTAL) of 6b.

- 115 The Transport Planning Team advise that pedestrian access to the site is currently poor with some of the walking routes to and from the site are not acceptable due to narrow pavements and lack of tactile pavings. It is therefore recommended that S106 monies need to be secured to improve the surrounding walking routes. TfL also recommend that monies are secured for this purpose.

116 Car parking

The Council is seeking to encourage reduced car dependence, particularly in areas with good accessibility to public transport and thus encourage the use of more sustainable transport modes. The CAZ is considered to be an area appropriate for car-free development, with the exception of on-site provision for wheelchair accessible parking. Local concerns have been raised about the lack of car parking provision but in this location car-free development would be expected and future occupiers will be prevented from obtaining on-street parking permits. TfL have advised that a car free development is welcome.

- 117 A single disabled parking space is proposed on-street, on the northern side of Steedman Street, outside the main student entrance. Disabled parking provision should normally be provided on-site because there is no way of ensuring exclusive use of a disabled bay for a specific development. In this case the Transport Team advise that they would accept on-street disabled parking because of the constraints in providing on-site parking, particularly as it would necessitate the reduction in the amount of much needed incubation Class B1 space. They recommend that two spaces will need to be provided and that the applicant

should contribute £5,500 for costs associated with amending the Traffic Order to accommodate the disabled parking bays on-street. The bays will be implemented as and when there is a request for an on-street bay in the area.

118 Cycle parking

The Southwark Plan and Core Strategy do not provide cycle parking standards for student accommodation, but TfL require one cycle space for every two students (or bed spaces) or in this case 111 cycle spaces would be required for the student accommodation. A minimum of 5 spaces would be needed for 1,308 sqm of commercial floorspace. A total of 128 cycle spaces are proposed to serve the development with six of these spaces located on the new public walkway. The Transport Team have requested drawings to demonstrate that the cycle storage area could accommodate the number of cycle spaces proposed. These drawings have been submitted but Transport Planning are still concerned that the cycle spaces don't meet current guidelines. Officers anticipate this matter will be resolved in time for planning committee.

119 The request from a resident at 11 Steedman Street to have access to the student cycle parking is noted but this application could not be expected to provide on-site secure cycle parking for other developments.

120 Travel Plan

A Travel Plan Framework was submitted which seeks to promote more sustainable transport choices such as walking, cycling and public transport. The submission of a full Travel Plan would need to be secured via a legal agreement which would also cover Travel Plan monitoring within which time necessary adjustments could be made in accordance with the success and evolution of the scheme.

121 Servicing

Waste collection for the commercial units would take place from Hampton Street and from Steedman Street for the student accommodation. The retail space would be serviced from the new walkway and be limited to early morning and evening deliveries to avoid conflict with pedestrians and cyclists. A Servicing Management Plan will need to be submitted and approved and this can be dealt with by condition.

122 *Move In Move Out Procedure*

The proposal will have less of an impact on the highway network than the existing use of the site. The largest vehicular impact would be when students are moving in and out at the start and end of terms. A Move In /Move Out Strategy provides various measures to ensure that any impacts on the highway are limited. The measures include welcome packs for each student which details local public transport services, allocated times for student arrivals, luggage storage at ground level to speed up loading/unloading and helpers on hand to assist in the move in/out process. The Transport Officer has advised the Strategy is acceptable.

123 In summary, the proposal will have less of an impact on the highway network than the current use of the site and, subject to matters relating to cycle parking being resolved, the proposal complies with relevant transport policy and guidance.

Design issues

124 Saved Policy 3.12 of the Southwark Plan seeks to ensure that a high standard of architecture and design are achieved in order to enhance the quality of the built environment in order to create attractive, high amenity environments. More specifically, Saved Policy 3.13 requires that the principles of good design are taken into account in all developments in terms of height, scale, massing, layout, streetscape and landscaping and inclusive design. Saved Policy 3.11 requires all developments to maximise the efficient use of the land.

125 Core Strategy SP12 - Design and conservation also seeks to ensure that developments will achieve the highest possible standards of design for buildings and public spaces to help create attractive and distinctive places which are safe, easy to get around and a pleasure to be in.

126 Context

This is a significant site within the Elephant and Castle, being located within the central core area, and thereby important to the wider Elephant and Castle regeneration area. A number of key buildings have come forward in the last 5 years, most notably the recent student housing scheme at 120-138 Walworth Road, Strata Tower, and the 'Printworks' on Amelia Street. The building immediately adjacent to the site, Julian Markham House, is of poor quality in terms of architecture and materials; redevelopment on the application site will have a difficult task in that it must relate physically and visually to it, but significantly improve on its quality of design.

127 The site is also adjacent to a railway viaduct which raises a number of opportunities as well as limitations. While there are some large-scale relatively new developments to the south-east of the railway to the west, with the exception of Strata and Draper House, the existing context is of much smaller-scale and lower density buildings. The existing building on the site is of no architectural merit and therefore the opportunity for redevelopment is welcome. The proposal however does need to very carefully consider its scale relative to the street scale and wider context.

128 Height, Scale and Massing

The height of the proposal can be read as three blocks, 9-storey (plus roof plant / lift over-run) to Hampton Street, 8-storey to Steedman Street with top floor set-back, and a linking 9-storey section with set-back top floor facing towards the railway. When viewed from the west, which is the only vantage point where the whole development could be appreciated, the progression down in height from north to south is rational and well considered.

129 In terms of bulk and massing the stepping-down in height adds definition to the articulation of the three blocks. The Hampton Street block, being narrower, has more variety in its massing, but there is also a rather incongruous quality about the tallest element of the proposal being read in such close juxtaposition to Julian Markham House. The least successful of the blocks, however, is Steedman Street which has a rather monolithic quality in comparison, an impact that is emphasised by the repetitive fenestration.

130 Site Layout

The basic form of the proposal is a 'C-shaped' block which mirrors the form of the adjacent Julian Markham House, creating a 'courtyard' between them. A double-height commercial zone wraps around the base of the building which provides it with a reasonably strong base and active frontages. This is complemented with the opening up of the railway arches and the new pedestrian 'railway lane' access.

131 The majority of servicing is from a concentrated zone on Steedman Street. Although this in itself is rational the servicing does take up nearly 50% of the length of this frontage and thus reduces the potential level of activity and visual interest at ground floor level. This is not helped by the internal layout of the ground floor student accommodation where the ancillary office / staff meeting room which may not be that well used would be sited on the prominent corner of Steedman Street. The principal focus for activity on the Steedman Street frontage would be the main student entrance located between the student reception and the servicing zone. Officers raised concerns during the course of the application about the student entrance and its lack of physical and visual prominence (both on plan form and elevation). Amended plans were received which do represent an improvement but a condition will be required to secure detailed drawings of the student entrance.

- 132 At the heart of the proposal is the central courtyard now created with Julian Markham House which on the proposal side would have a green roof. Details of the green roof will be required by condition, together with its management, as officers are concerned that the courtyard would receive very little sunlight and a restricted amount of daylight. It is disappointing that living roofs are not proposed elsewhere on the development and although a good deal of roof space is taken up with plant, the provision of green roofs should be maximised where possible.
- 133 *New Promenade*
A new pedestrian access is proposed alongside the viaduct and this together with the opening of the arches is highly desirable. For this lane to work effectively a high quality and safe environment has to be created. During pre-application discussions with the applicant, officers raised a concern that the upper floors of the building projected forward of the ground floor and this appeared overbearing and oppressive to the new access. The current drawings show that the development at ground level steps back from the railway by approximately 5.9m to 7.3m but the upper levels project forward being between 4.8m to 6.7m from the viaduct. Officers would have preferred if the blocks had stepped back from the railway in order to improve the lane's environment and to improve the amenity of the student bedrooms facing onto the railway. Notwithstanding this, it is acknowledged that if this lane is to be perceived as a safe and inviting route for people to use at all times, then the key issue for its design will be visibility through the route, accompanied by high quality materials, planting and lighting. These can be dealt with by an appropriate condition(s).
- 134 Local representations have been received supporting the provision of the principle of the new route but that further consideration needs to be given to how this will relate to the existing streets, particularly Robert Dashwood Way to the south, and also to its detailed design. Officers agree that the success of this space will be down to how well its used as well as its connectivity to adjacent streets. Robert Dashwood Way is currently dominated by car parking and appears uninviting. The proposal will help to improve activity and natural surveillance in the locality and S106 monies will help to improve the public realm in the vicinity. As referred to above, the detailed design of the walkway would be subject to condition to ensure a high quality design.
- 135 Elevational treatment
The proposed elevational treatment varies across all the blocks. The southern block facing Steedman Street is proposed to be faced predominantly with 'blue' brick, presumably to relate to the adjacent blue render of Julian Markham House. The windows would be full height PPC aluminium framed, with a triple window at the recessed break to Julian Markham House and a corner window facing Steedman Street and the railway. Additionally the fenestration pattern alternates alignment on alternate floors which adds visual interest. The central 'linking' block is predominantly faced with a 'grey-rustic' brick and the fenestration pattern is pairs of windows, 'hit-and-miss' on alternate floors which gives a visual variety to this block to contrast with the fenestration on either side. The northern Hampton Street block on its western elevation facing the railway is clad predominantly with terracotta ceramic 'shingles' with the expressed stair clad in PPC aluminium. Its Hampton Street face returns to the blue brick as proposed for the Steedman Street elevation. The fenestration on this block would be the same alternating pattern as that proposed for Steedman Street, but with a larger alternating corner window to maximise the north-west views.
- 136 The set back upper level to the blocks would be faced with PPC aluminium cladding, the quality and detailing of which will need to be dealt with by condition as such facings can often appear cheaper and aesthetically weaker than the masonry facings below.
- 137 The central courtyard would be faced with through-coloured render. Although it has minimal impact on the surrounding townscape, it is considered to be a low-quality material both physically and aesthetically. It is disappointing that the courtyard is not proposed to be

finished with a light and reflective material to improve its character and appearance.

- 138 The quality of materials and detailing will need to be of the highest quality to ensure these large and repetitive facades contribute positively to the streetscapes and surrounding wider townscape. Particular attention will also need to be given to the ground floor frontages, particularly the service area and entrance on Steedman Street, the commercial frontages to Hampton Street and the viaduct walkway as well as the renovated railway arch frontages. In this respect detailed elevations will need to be secured via condition. The hard and soft landscaping for the walkway will also be crucial to the success of this as a public space and again the details will need to be secured.
- 139 Overall the height, scale, massing and design of the proposal is considered to be generally acceptable. There are some issues with the detailed design, as set out above, but these can be resolved by condition. The proposed development is therefore consistent with the requirements of saved policies 3.11, 3.12, 3.13, and 3.14. of the Southwark Plan and SP 12 of the Core Strategy.

Quality of Internal Accommodation

- 140 Criterion (iv) of Saved Policy 4.7 of the Southwark Plan and the adopted and draft Residential Design Standards SPDs require any proposal for student accommodation to provide a satisfactory standard of accommodation, including shared facilities. There are no policy standards for size of units within student accommodation.
- 141 The proposal provides 221 bed spaces in the form of 4 self-contained studios and 28 cluster flats. The 4 studio units are wheelchair accessible and range in size from 30.60 sqm to 38.09 sqm. Each studio contains a kitchenette, bathroom and living/study space. The cluster flats comprise either 7, 8 or 9 bedrooms with a shared kitchen/lounge. Where possible the lounge/kitchens are located on the corners of the building to take advantage of open views to the west. The bedrooms are typically 12.8 sqm in size (22.65 sqm for wheelchair accessible bedrooms) and contain a shower/WC and living/study space. 11 wheelchair accessible bedspaces (5%) are proposed which meets Building Regulations minimum requirement.
- 142 In terms of communal facilities, there would be a student communal lounge on the ground floor which would have direct internal access into the adjacent coffee / sandwich bar. A laundry is also provided on the ground floor. The lounge areas within the cluster flats would also provide a sociable space.
- 143 Internal daylight and sunlight
An Internal Daylight Study has been submitted which assesses the level of available internal daylight within each of the student bedrooms which would face within the lightwell created to Julian Markham House. Only these rooms have been included in the analysis as they would potentially receive the least amount of light. The bedrooms form part of larger cluster flats so their occupiers would have access to separate kitchen and lounge areas which are positioned facing outwards onto the street. The Study has used the Average Daylight Factor (ADF) methodology for the analysis which determines the natural internal light or daylight appearance of a room. The BRE Guidelines recommends for residential properties that bedrooms should achieve an ADF value of 1%.
- 144 The survey results show that the majority of bedrooms situated within the lightwell exceed the BRE target of 1% ADF. The rooms on the lowest two floors (first and second) are somewhat compromised with all the 9 bedrooms on the first floor and 6 of the second floor bedrooms achieving less than 1% ADF (between 0.7% and 0.9%). This however is not a significant shortfall from the recommended target and only affects 15 out of the total 221 bedrooms contained within the whole development. The Study considers that as student accommodation is of a transient residential use and potentially vacant for much of the day

then lower target levels could be applied. Officers concur with this view and consider that an acceptable level of daylight to the internal student accommodation would be achieved.

145 Amenity Space

It is noted that outdoor amenity space is not provided on-site. Whilst this would normally be preferred, there are no specific amenity space standards for student housing. The site is physically constrained in terms of size and a large proportion of the ground floor is given over to much needed flexible, low cost start-up business space and a coffee shop which are positive elements of the scheme that will not only enhance the development but will have regenerative benefits for the wider area. In this instance the lack of outdoor amenity space is acceptable.

- 146 A local objection has been received stating that the student accommodation is "not fit for purpose". There are no policy requirements relating to student accommodation in terms of size of rooms and indoor and outdoor communal amenity spaces. A refusal on this basis could therefore not be sustained. In any event the accommodation offered is comparable with other schemes permitted elsewhere in the borough and this scheme has the additional benefit in that it would be available at lesser rents than an equivalent open market student scheme. Overall the standards of the accommodation is considered acceptable in accordance with saved policy 4.7 of the Southwark Plan and relevant design guidance.

Planning obligations (S.106 undertaking or agreement)

- 147 Saved Policy 2.5 of the Southwark Plan and Policy 8.2 of the London Plan advise that planning obligations can be secured to overcome the negative impacts of a generally acceptable proposal. Policy 2.5 of the Southwark Plan is reinforced by the Supplementary Planning Document (SPD) on Section 106 Planning Obligations, which sets out in detail the type of development that qualifies for planning obligations, and Circular 05/05, which advises that every planning application will be judged on its own merits against relevant policy, guidance and other material considerations when assessing planning obligations. Strategic Policy 14 – Implementation and delivery of the Core Strategy states that planning obligations will be sought to reduce or mitigate the impact of developments.
- 148 The applicant submitted a proposed Heads of Terms based on the Council's Planning Obligations SPD. The draft HOT was subject to negotiation during the course of the planning application. As the proposal is for student accommodation, contributions in respect of education and children's play equipment are not required. The contributions have been calculated on future occupancy rates (i.e. student bed spaces) within the completed development. The following table sets out the contributions payable based on the S106 SPD and accompanying developer's toolkit as compared with what the applicant has proposed to offer.

Topic Area	SPD Requirement	Applicant's Offer
Employment during construction	£173,584	£173,584
Employment during construction management fee	£13,382	£13,382
Employment in the Development	£18,062	£18,062
Health	£109,630	£0.00 (in the event that on first occupation no health facilities at UAL have been secured then £109,630 will be paid)
Transport Strategic	£70,982	£70,982

Transport Site Specific	£130,120	£130,120
Public Realm	£185,370	£122,120 (in addition to £227,418 in kind works for new public walkway)
Sports Development	£108,890	£54,445
Public Open Space	£44,630	£44,630
Community Facilities	£5,472	£5,472
Admin Fee (2%)	£17,202.44	£17,204.30 (includes in kind works)
Total	£877,324.44	£650,001.30

- 150 The applicants propose a 50% reduction of the required sports contribution as UAL provide their own sports facilities, including netball and basketball courts, football, rugby and hockey. There is a dance studio at the student hub for dance, yoga and exercise classes. Additionally, the Students Union offer a range of sporting opportunities for students and UAL have agreements with a number of local gyms and leisure centres including Fitness First. Notwithstanding this, the applicants have agreed that in the event they are unable to justify such provisions, they will pay the remainder of the S106 contribution. A clause to this effect could be included in the legal agreement.
- 151 At this stage no health contribution is offered as the applicants consider that appropriate health facilities are provided on site at all UAL campuses. Again, it is agreed that a clause be included in the S106 agreement to require the full contribution to be paid in the event no health facilities at UAL have been secured at the time of first occupation.
- 152 In terms of public realm, the Council's Public Realm Team advise that both Hampton and Steedman Streets are in a poor state of repair and in need of re-paving at least between the application site up to Walworth Road. They estimate this will cost some £40,000 - £50,000 depending on materials. The applicant has offered a contribution of £122,120 in light of further public consultation, discussions with the Elephant and Castle Project Team and local members. It is intended that the monies will be used to improve the public realm at Hampton and Steedman Streets and railway underpasses adjacent to the site (as part of the Three Bridges Scheme), especially as the bridges in the vicinity and the areas beneath them are poorly lit.
- 153 In addition the applicants will be providing in-kind works on the site through the creation of the new public walkway. This will include high quality public realm, street furniture and lighting and has been costed at £227,418.
- 154 The Transport Planning Team advise that due to the existing poor pedestrian links from the development site to key routes then site specific transport monies contribute towards pedestrian improvements. £2,750 will also be required to amend the Traffic Management Order to ensure that future occupiers of the development (with the exception of blue badge holders) are prevented from being eligible for on-street car parking permits. A further £5,500 will be required for the necessary amendments to the Order to allow on-street disabled parking bays. Transport for London did not request any S106 transport mitigation monies.
- 155 A number of local residents expressed concerns about the quality of the public realm and community safety on adjoining streets, particularly Steedman Street and Hampton Street. The public realm and site specific transport payments, in addition to the in-kind works for the creation of the new walkway, will enable local improvement works to take place which will be of benefit to future occupiers of the scheme as well as existing occupiers in the wider area.
- 156 The £500,000 payment towards affordable housing will also need to be secured via the

legal agreement.

- 157 In addition to the above the following clauses should also be included:
- submission of a Residence Management Plan
 - commitment to developing, implementing and monitoring a travel plan including the appointment of a Travel Plan Coordinator
 - that the accommodation should be let at a rent no greater than rents of comparable student housing in order to ensure the affordability of this housing group
 - details of the public realm works for the walkway to be submitted
 - the applicant will be required to enter into a S278 Agreement with the Highways Authority in relation to the public realm.
- 158 The contributions agreed are considered to provide significant environmental improvements to the area, thereby contributing towards the regeneration of the Elephant and Castle. Officers consider they would adequately mitigate against the impacts of the development and meet the requirements of regulation 122 of the Community Infrastructure Levy Regulations 2010. The proposed Heads of Terms is therefore in accordance with saved Policy 2.5 of the Southwark Plan, SP 14 of the Core Strategy and Policy 8.2 of the London Plan.

Sustainable development implications

- 159 Policy 5.2 of the London Plan requires that major development schemes should provide an assessment of their energy demands and demonstrate how they have taken steps to apply the Mayor's energy hierarchy. Policies 5.5 and 5.6 require consideration of decentralised energy networks and Policy 5.7 requires the use of on-site renewable energy technologies, where feasible. Saved Policy 3.3 of the Southwark Plan requires the submission of a Sustainability Assessment. Saved Policy 3.4 seeks energy efficient development and Saved Policy 3.9 advises that all development should incorporate measures to reduce the demand for water supply. Core Strategy SP13 - High environmental standards applies a similar energy hierarchy to the London Plan and requires the highest environmental standards, including achieving targets based on Code for Sustainable Homes and BREEAM. A Sustainability Checklist, Energy Statement and a BREEAM Pre-Assessment Report have been submitted.
- 160 The current design of the development achieves a BREEAM rating of 60.93% or 'Very Good' rating. The Sustainable Design and Construction SPD advises that all major non-residential development should aim for BEEAM 'Very Good' as a minimum. This target has been updated to "Excellent" in Core Strategy SP 13 (requiring a minimum 70% of the available credits) and therefore the proposal does not conform to this specific policy requirement. .
- 161 The applicant has submitted further information to demonstrate why at this stage of the design process the building is not designed to achieve an 'Excellent' rating. Firstly, it has not yet been decided whether the building will be built out by Alumno's contractor and handed over to UAL to carry out their own internal fit out, or whether Alumno's contractor will carry out both the shell construction and fit out. This forms a fundamental part of the BREEAM Assessment as the process of awarding credits is different for a construction including fit out, or a shell and core construction. Secondly, it would be extremely difficult for the railway arches to achieve an 'Excellent' rating. The arches are not likely to score well in their Energy Assessment as there is little natural light available so the lighting load will be higher than a typically newly-designed building. Further issues include the limited possibilities to upgrade the thermal performance due to the units being situated under the railway arches. Such problems could be overcome by installing renewable energy technologies to offset the poor performance in the fabric and lighting, but the arches have no roof space for PV's and wall-mounted panels would be overshadowed for much of the day.

- 162 The planning agent further submits that the proposal has been in the design stage for a considerable time when 'Very Good' was the required rating. The Sustainability Checklist also makes it clear that the development brings a wide range of other benefits including helping people into jobs, providing local services, and the development would reduce overall carbon dioxide emissions by a minimum of 20%. The proposal is therefore in accordance with the broader principles of sustainability set out in the Core Strategy. Notwithstanding the above, the applicants would agree to achieve a minimum 'Very Good' with an aspiration of achieving an 'Excellent' rating.
- 163 Be Lean - Use Less Energy: The report seeks to demonstrate how a range of passive design features could minimise the energy use of the proposal. A number of passive design and energy efficiency measures are proposed including high performance U-values and air permeability standards; all lighting will be energy efficient; energy efficient boilers; and efficient inverter driven fans and pumps.
- 164 Be Clean - Supply Energy Efficiently: The proposed development seeks to supply the required energy as efficiently as possible. It is proposed to heat the building and provide domestic hot water from central gas-fired condensing high efficiency boiler and CHP (Combined heat and power) plant. This would result in a reduction of carbon dioxide emissions of 39.24 kg/CO₂/year or 23% from the 'base' condition of a new energy efficient development.
- 165 Be Green - Use Renewable Energy: The Energy Statement details a range of technologies but found a number to be unsuitable. Both solar thermal and solar PV panels would each offer a small carbon dioxide reduction (2.1% each) but only 100 sqm of panels could be installed on the roof due to the amount of air handling plant required for the development. Ground source heat pumps would offer reasonable reductions of (7.3%) but the performance is uncertain due to the unknown ground conditions at depths of up to 100m. There is also limited external footprint available to accommodate the vertical bored heated exchangers. Air Source Heat Pumps are again restricted by the limited amount of roof space available. In view of the above it is considered that a CHP lead gas-fired CHP / boiler installation (with condensing technology) is the most appropriate sustainable solution. It could be installed in conjunction with additional renewable technologies if required.
- 166 The report advises that the development has the potential to contribute and connect to the Elephant and Castle Regeneration by linking to a future district energy plant that may come forward in the future and connections will be designed into the plant rooms to facilitate future connections.
- 167 Officers consider the Mayor's Energy Hierarchy has been followed in accordance with policy and in excess of 20% carbon reductions would be achieved through the use of CHP plant. The proposal does not incorporate any renewable technologies at this stage of the design proposal and justification has been provided to show that there are site specific constraints which limit what is feasible. The applicant has suggested that additional renewable technologies could be installed if necessary and officers recommend a condition is imposed seeking submission of an energy renewables strategy.
- 170 While the development may not accord fully with plan policies in terms of its BREEAM rating and lack of onsite renewable technologies it is considered that on balance the proposal is acceptable.

Flood Risk

- 171 The site is located within Flood Zone 3 which is considered to be an area of high risk of flooding due to the proximity to the tidal River Thames. However the site is protected by the Thames Barrier and related defences. A Flood Risk Assessment (FRA) has been submitted

and this confirms that the site has the potential to be inundated in the event that the flood defences fail. The Assessment details the proposed mitigation for the residual floor risk. No student living accommodation would be provided at ground floor level and the finished floor levels would be set at approximately 2cm higher than the pavement. The report states that the development would participate in the Environment Agency's (EA) flood warning telephone service. The EA have confirmed that they have no objections to the proposal subject to conditions.

- 172 Consideration must be given to the sequential test, advocated in Planning Policy Statement 25 "Development and Flood Risk" which requires Local Planning Authorities to direct development towards lower flood risk zones and within development sites where the highest vulnerability uses should be located on parts of the site at lowest probability of flooding. A significant part of Southwark is within Flood Zone 3 and there are no sites at a lower risk of flooding for some distance. The proposed scheme is considered to meet the PPS 25 sequential test.

Contaminated Land

- 173 The application is supported by a Phase I Geoenvironmental Assessment which recommends intrusive works are undertaken to assess the risk of contamination to relevant receptors. EPT are satisfied with the conclusions of the report but recommend that these works are conditioned with a reporting mechanism in place should contamination be found. The EA also require such a condition in order to protect groundwaters.

Conclusion on planning issues

- 174 The application would see the redevelopment of an under-used brownfield site. The existing uses, particularly the car park, is not sustainable given its central London location, neither does it maximise the use of the land for the wider Elephant and Castle Opportunity Area. The proposal, including the activation of the railway arches, would deliver much need low cost Class B incubation space which will enhance the employment potential of the area. The need for student accommodation has been demonstrated and it has been found there would be no resultant significant harm to the local character of the area. A material consideration to be afforded some weight is the direct link to a local institution, UAL, where the 25 years nominations agreement will ensure affordable student accommodation for students registered at UAL. This is in direct contrast with a number of other student schemes in the borough which are on a direct-let basis. The proposal does not comply with Core Strategy SP 8 in terms of affordable housing provision but, as set out above, officers consider there are very special circumstances in this case to justify why an exception can be made.
- 175 A satisfactory standard of student accommodation, including communal facilities, would be provided and appropriate measures could be secured by legal agreement to ensure affordability to student users and the management and maintenance of the accommodation. There would be no serious impacts on local residential amenity that could not be resolved with appropriate conditions in place. There would be no harmful impact on the transport network. The height, bulk, and massing of the development is considered acceptable and the quality of the materials and detailed design can be secured by conditions. The provision of a new public walkway to connect Hampton Street and Steedman Street is welcome and the landscaping of this can be dealt with by condition. Further details will also be required in respect of energy efficiency and on-site energy renewable provision. Taking all matters into consideration the development proposal is considered acceptable and it is recommended that planning permission is granted.

Community impact statement

- 176 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. The impact on local people is set out above.

Consultations

- 177 Details of consultation and any re-consultation undertaken in respect of this application are set out in Appendix 1.
- 178 A Statement of Community Involvement was submitted which set out the applicants pre-application consultations carried out. An Addendum to the Statement was submitted which sets out details of further on-going engagement and feedback since the submission of the application in March 2011. The Addendum notes that following the first exhibition in November 2010 it was brought to their attention that not all the TRAs had been invited to the first exhibition. A second exhibition was held 9 May 2011.

Consultation replies

- 179 Details of consultation responses received are set out in Appendix 2.
- 180 Summary of consultation responses
- saturation level for student accommodation already reached
 - student accommodation does not provide affordable housing
 - noise from students / anti-social behaviour
 - poor quality student accommodation
 - doesn't support development of sustainable and diverse communities - transient nature of students
 - potential vacancy of commercial units
 - excessive height
 - loss of outlook
 - loss of daylight and sunlight to 11 Steedman Street
 - cycle parking should be available for 11 Steedman Street
 - construction noise and disturbance
 - lack of car parking will increase pressure on existing provision, included disabled parking
 - cycle signage needs amending to take account of new walkway
 - poor quality of existing public realm
 - lack of consideration of how new walkway will exist with existing streets
 - design and layout of walkway is poorly considered and not enough space for pedestrians / cyclists / sitting out
 - existing building should be re-used and refurbished
 - inaccuracies in documentation
 - lack of public consultation

Human rights implications

- 181 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.
- 182 This application has the legitimate aim of providing a mixed use development comprising student accommodation and commercial floorspace. 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/1065-98 Application file: 11-AP-0868 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: 020-7525-5349 Council website: www.southwark.gov.uk

APPENDICES

No.	Title
Appendix 1	Consultation undertaken
Appendix 2	Consultation responses received
Appendix 3	Images

AUDIT TRAIL

Lead Officer	Gary Rice, Head of Development Management	
Report Author	Helen Goulden, Development Management	
Version	Final	
Dated	7 October 2011	
Key Decision	No	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments included
Strategic Director of Communities, Law & Governance	No	No
Strategic Director of Regeneration and Neighbourhoods	No	No
Strategic Director of Environment and Leisure	No	No
Date final report sent to Constitutional / Community Council / Scrutiny Team	7 October 2011	

APPENDIX 1**Consultation undertaken**

Site notice date: 19/04/2011

Press notice date: 21/04/2011

Case officer site visit date: 19/04/2011

Neighbour consultation letters sent: 18/04/2011

Internal services consulted:

Elephant and Castle Projects Team, Economic Development Team, Environmental Protection Team, Public Realm, Transport Planning Team, Planning Policy, Waste Management

Statutory and non-statutory organisations consulted:

Environment Agency, Thames Water, Network Rail, Transport for London, London Fire and Emergency Planning, Metropolitan Police

Neighbours and local groups consulted:

See map and neighbour list on file.

Re-consultation:

APPENDIX 2

Consultation responses received

Internal services

Environmental Protection Team:

Air quality – amended AQ report is acceptable and I agree with its recommendations in respect of ventilation and feel that this is sufficient to mitigate the impacts of poor air quality affecting the end users of the development.

Contaminated Land – Phase 1 Site Investigation (desk study) recommends intrusive works are undertaken to assess the risk of contamination to relevant receptors. This needs to be conditioned.

Noise – Plant is required to service the development and a condition is recommended to ensure this does not cause adverse impacts on amenity. Site is affected by relatively high levels of noise from railway and a condition is required to ensure occupiers of the residential units are afforded an appropriate level of protection. Non-residential uses on the ground floor and roof plant have the potential to affect the amenity of adjoining residential units. A condition is recommended to ensure sufficient protection against sound transmission.

Construction – a construction management plan should be submitted prior to commencement of works.

Economic Development Team

Note the change of use from Class B to A1 and the overall loss of Class B floorspace. In isolation the net loss of Class B space is not welcome. Nor would displacement / loss of existing businesses and type of uses currently occupying the site would be welcome if there is no possibility of replacement with a similar use type to meet demand and provide similar employment. However, the proposed development brings alternative benefits in the form of new B1 accommodation. The new A1 unit could provide a potential home for displacement of retail operators during redevelopment of the Elephant & Castle; however the location would likely rule out all but footloose tenants who are not reliant upon a location with passing footfall. The new affordable start-up units are welcome as a scarce facility that will support test-trading and establishment of new businesses, with the potential to become established in Southwark subject to finding suitable space to move on.

Elephant & Castle Projects Team

E&C Team strongly support the proposal which will contribute to the delivery of the Council's agreed Core Strategy vision for the E&C by developing the college's presence at the E&C and diversifying the range of facilities it can offer to new students.

LCC are a partner in the regeneration of the area and remain committed to the E&C. LCC is working to bring further investment to develop the campus and facilities. They work closely with local schools through their widening participation team and have demonstrated a commitment to bringing a diverse range of people into design and media education. LCC have chaired the Council supported E&C cultural quarter group which provides an opportunity for groups in this growing sector to contribute to the regeneration of the area.

The proposed location is a highly restricted backland site located between student accommodation and rail viaduct and as such its attractiveness for other commercial uses, including residential, is likely to be limited. It is questionable whether the sites characteristics make it suitable for residential development, including family and affordable housing. Student accommodation should be viewed as an appropriate use which will make a positive contribution to the overall mix of the emerging town centre. There are other sites, including the Heygate, which can provide more suitable locations for residential.

Specific regeneration benefits arising from the proposal are:

- UAL has agreed to enter into a 25 year nominations agreement with Alumno ensuring

that unlike other recent student schemes at E&C that this accommodation has a long term link to a local institution and that rents will be charged at sub market levels. This factor should be given weight when considering whether the scheme is able to comply with policy which requires student developments to make a contribution to affordable housing. UAL has a restricted amount of accommodation within Southwark and evidence has been supplied to show there is significant demand for more housing. At E&C only Julian Markham House is available to UAL students and this lease will end in 2013 when the accommodation will then be let on an open market rather than subsidised basis.

- Given the buildings location and nominations agreement, occupants can be expected to be LCC students. They are more likely to spend time at E&C benefitting the local economy when compared with occupants of open market blocks where students can spend large amounts of time outside the area.
- Incubation units will provide graduates with business support. Flexible and affordable business space will allow new business start ups to establish themselves. 1 in 5 of UAL's graduates become self-employed or set up their own businesses within 6 months of completing their courses. There is no equivalent space targeted at this growing sector of the economy. The accommodation offers the opportunity to capture some of this potential economic activity and retain it at E&C. While the proposal represents a net loss of B1 space, it has the capacity to diversify the local economy and strengthen it in the long term.
- Development will open up a new pedestrian and cycle walk, extending Robert Dashwood Way northwards as proposed in the E&C SPG.
- Provision of active ground floor uses which is encouraged in the E&C SPG.
- Will result in redevelopment of an underused site which has been contaminated through previous uses and its current design makes it unlikely to be suitable for conversion to alternative employment uses.
- Scheme will generate investment through S106 payments which can be used to address the concerns residents have expressed about the quality of public realm and community safety on adjoining streets. E&C Team suggest that the bridges on Steedman and Hampton Streets and the areas beneath them which are poorly lit should be prioritised for investment.

Public Realm Team

After a review of the submitted designs for the above planning application the following aspects of the highways S278 works have been identified;

- Reinstatements of the footway/s where access to the property has been removed both on Steedman Street and Hampton Street.
- New materials to be installed and should to be in line with the current Southwark Standards. On Steedman Street this should be from the western end of the development to the junction with Walworth Road. And on Hampton Street from the Western extend of the boundary to the eastern end. These areas should start and end where aesthetically and practically appropriate to do so.
- Kerb realignment and reinstallation on Steedman Street and Hampton Street.
- Tactile paving to be included at footway crossovers and access points and including drop kerbs to the current Southwark Standard Details.
- Drop kerbs are to be included at refuge collection / bin store points and all areas were access from the carriageway for services are needed.

Steedman Street and Hampton Street need some paving enhancements at least up to Walworth Road. A sum in the region of £40 – 50,000 will be required, depending on the materials chosen.

Transport Planning Team

Access – pedestrian access is poor and some of the walking routes to and from the site are not acceptable due to narrow pavements, lack of tactile paving, and some of the routes under the railway are not attractive walking routes. Recommend that S106 monies are secured and used to improve the walking routes.

Car parking – Car free development is welcome and in accordance with policy. The site is in a CPZ and therefore £2,750 will be required to amend the TMO to prevent future occupiers from being eligible for on-street parking permits.

Disabled parking - Would normally require more than one disabled parking space for this development and parking to be provided on-site. Justification for the level of disabled parking based on take up of disabled spaces on other sites has been provided. It is acknowledged that there are site constraints due to land use issues which prevent the implementation of on-site disabled bays. Therefore we would look for the applicant to contribute £5,500 for the costs associated with amendment of a TMO to provide for 2 disabled parking bays. These will be implemented as and when there is a request for an on-street bay in the area.

Cycle parking – This needs to be revisited. Further details are required detailing that the adequate number of cycle parking spaces can be accommodated in the storage area. This is required prior to conditioning in order to ensure there is adequate room to provide policy compliant cycle storage.

Servicing – Refuse collection for the student building will take place from Steedman Street and from Hampton Street for the office element. The retail unit will be serviced from the new walkway. A Service Management Plan will be required.

Highway impacts – Scheme will have less of an impact upon the highway network than the existing uses. The largest vehicular impact will be when students are moving in and out at the start and end of terms. The Move In and Move Out Strategy addresses this. The Travel Plan submitted is acceptable at this stage. A full Plan must be submitted for the student housing and office units and this should be secured by S106 Agreement.

Planning Policy

Land use – principle of a mixed use development including business floorspace, A1 and student accommodation is acceptable in principle. It is noted that a redevelopment of the site to provide some replacement of the existing office floorspace with more modern accommodation would contribute towards meeting the needs of the local office market and the E&C SPG objective of protecting and promoting the employment potential of the area. In this case, the small loss of B1 is acceptable given that the proposal includes the provision of start-up incubator units and also utilises the railway arches, which is permitted in accordance with saved policy 1.5. We encourage the provision of small business units in order to promote a sustainable local economy. The promotion of an active frontage to incorporate A1 use and the incubator units meets SPG objectives.

Student accommodation – While it is acknowledged that there is a London-wide need for student housing, the levels of student housing in the borough should not prejudice the development of general needs and affordable housing. The Southwark Housing Requirements Study (2009) and Strategic Housing Market Assessment (2010) highlight the need for more general needs and affordable housing in Southwark. SP 8 requires the provision of 35% affordable housing within student accommodation schemes to help meet the need for affordable housing, including family affordable housing. The draft Affordable Housing SPD (June 2011) sets out the sequential approach that should be followed in

delivering affordable housing. A financial appraisal must be submitted to justify that at least as much affordable housing will be provided through a pooled contribution as would have been if the minimum 35% affordable housing requirement were achieved on-site. A minimum £100,000 of pooled contributions per habitable room of affordable housing will be required. In this case a financial appraisal has been submitted. For a pooled contribution to be acceptable the applicant needs to demonstrate why the affordable housing cannot be delivered on-site or off-site.

Waste Management - no comments received.

Statutory and non-statutory organisations

Environment Agency

Planning permission should only be granted if conditions are attached concerning site contamination and foundation designs in order to protect controlled waters.

Thames Water

No impact piling should take place until a piling method statement has been submitted and approved as well as detailed drainage strategy. These should be secured by conditions.

Network Rail

Have no objections in principle. Due to the location of the site and the proposed works a condition will be required concerning construction.

Transport for London

- Welcome a car free development in an accessible location and the developer should sign a S106 agreement preventing future occupants from applying for parking permits.
- Welcome the pragmatic approach taken to cycle parking and support the proposals.
- Provision of a Framework Travel Plan is welcomed. Recommend a full Travel Plan is secured via S106 Agreement.
- A Construction Logistics Plan (CLP) and a Delivery and Servicing Plan (DSP) should be secured by condition.
- Advise LB Southwark to seek contributions to improve access for pedestrians.

Metropolitan Police

No issues raised.

London Fire and Emergency Planning Authority

The development should comply with the requirements of B5 of Approved Document B and copies of the site plans should be sent to our Water Office.

Neighbour and local groups

28 Sutherland Square

There are good things to say about the development especially in relation to other student accommodation that has been built in the area. The attention that is being paid to the creation of active frontages is extremely welcome as is the desire to create a vibrant public realm and to bring the railway arches to life. An important aspect, however, is the relationship that the development has within Hampton Street and Steedman Street.

a) relationship of new public walkway to other links along east side of railway line

While the new public walkway looks excellent and conforms to the E&C Masterplan there must be severe doubts about its actual value if the onward connections:

- to the south rely on Robert Dashwood Way as it is currently configured. There are few people who would choose to walk along this as it is a space for large commercial vehicles;
- to the north require people to turn right onto Hampton Street which is an appalling setting for those on foot.

There is a danger the new walkway will exist in glorious isolation and be little used unless other changes are made to the north and south.

b) surrounding streets

Hampton Street is a horrible street to walk down with broken narrow pavements and carriageway; poor lighting; and a major imbalance between footways and carriageways and an excess of carriageway capacity. It is an awful walking route from Walworth Road to Newington Estate. It is important that the developer contributions from this scheme are spent on improvements to this link. For local people and the residents of the new block it will be far more important to create a safe and attractive link along Hampton Street than to create the north-south walkway. Steedman Street also remains a poor link into the Newington Estate and should have wider pavements and far narrower carriageway. Lighting improvements are needed throughout.

130 Draper House

I am supportive of creating a new public passage along railway arches and turning them into affordable units with glazed frontages. I am worried about the high concentration of student accommodation from neighbouring buildings. Having some student accommodation integrated into residential areas is a good thing, however, if the concentration is too high it will have adverse impacts on the neighbourhood as well as on the student accommodation itself. Object therefore on the following grounds:

- Saturation level for student accommodation in this area has been reached
- Student accommodation will not provide affordable housing. This is even more needed given the fact that the Heygate Estate was decanted and residents moved out.
- To successfully regenerate this neighbourhood we need good quality housing in order for people to settle and make this place their home, and not a stepping stone for a year or two only.

Should this development be granted permission, it is essential to ensure no parking permits for on-street parking will be made available for future occupiers as there are already insufficient parking spaces available.

43 Marlborough Close

Object on the grounds that there would be more traffic and too few parking places.

58 Marlborough Close

At present parking on Steedman Street severely restricts access and the proposed development can only increase this problem. Any increase of traffic in this area will impede any response to an accident by the emergency services. Access to garages belonging to Marlborough Close will be impeded by the associated mechanics for such a project. The impact of work will also mean building work will generate inconvenience, including increased noise and pollution. The 'high spirits' of students may also create problems for residents. The affect of almost constant building work has also been detrimental to my standard of living.

Flat 407, 8 Walworth Road

Deep concerns about the transport impact of this development. There is a decent objective to have a car free strategy but this has a severe negative impact on the already limited shared public parking bays available within the CPZ for local residents with disabled relatives who need to visit. The assessment of demand for loading / unloading and start / end term time seems wholly inadequate and grossly underestimated. This will place massive pressure on local parking facilities. The additional provision of office space in the development has no car parking and no assessment of unloading/loading requirements of deliveries generated as the existing commercial activities all have off-street parking and access. For the safety of students arriving / departing at night by taxi there needs to be a waiting / drop-off area provision.

Recommend that the development should provide increased provision for short-stay parking and at least double the allocation of loading / unloading facilities for up to 6 vehicles. The

restricted double-yellow zones of Hampton Street and Steedman Street should be reviewed with the aim of converting these to single-yellow or pay-and-display short term parking. The footpaths in this area are unacceptable for wheelchair users and need dramatic improvement if this new development is to be properly accessible to those with limited mobility.

Apartment 508, 8 Walworth Road

Commend the proposal to open a public space adjacent to the arches and open these as low rent commercial units. I would anticipate the presence of UAL students will have a positive influence on the regeneration of the area. I have a concern related to access to the new public space by bicycle. There is currently a no entry sign at the corner of Hampton Street and Steedman Street that prevents cyclists from legally turning off CS7 via Hampton Street and continuing to their destination on Hampton Street after this no entry sign. This includes journeys to Strata and would include people accessing the north entrance of the new commercial area. Request that provision is made to amend the signage at Hampton Street / Steedman Street to allow cyclists to continue east to access these destinations from CS7 without a diversion via Walworth Road.

Flat 304, 9 Steedman Street

Concerned that there would be even further congestion and lack of available parking spaces on Hampton Street and Steedman Street. Feel strongly that we have enough student premises in the vicinity of Steedman Street already. A new block is just being finished on Walworth Road and there is already a block on the corner of Steedman Street and Walworth Road. Residential development will improve the area, but I feel it is counterproductive to build an excessive number of student flats which will inevitably lead to a transient population in an area that needs a solid local community.

Flat 702, 9 Steedman Street

- Local area is already saturated with student accommodation with 2 large blocks within 50m of the proposed building.
- Proposed building is too high and will block views for those directly south (in 9 and 11 Steedman Street) and east (in existing student block) of the proposed block.
- There will be increased noise and traffic which already has pressure on parking spaces.
- Construction period and the noise and disturbance generated will have a negative impact on the local community.
- Another student block would mean the local area becomes more transient with less of a feeling of belonging and togetherness for the local residential population.
- Believe that the existing buildings do need upgrading but this would be better suited to re-using the existing building. With some minor alterations the existing building could be turned into private accommodation or live/work units or affordable housing. This would relieve the chronic shortage the area currently has.

Flat 804, 9 Steedman Street

- Existing building is of architectural merit and is beneficial to retaining the character of the area. With so many new buildings in the area, to retain what little architectural heritage there is should be of importance. It would be better to reuse, update, and renovate the existing building.
- Proposed building is too high and seems out of place on a street where the heights of its neighbours are at a lower level. The building should be no higher than Julian Markham House, if anything it should be lower so that Steedman Street is of varied height and not a faceless narrow street with high buildings throughout.
- The living quarters are too close to the rail line impacting on the quality of life of future occupiers. This site would be better suited to offices and work studios.
- The amount of student flats should be dispersed throughout E&C and not just concentrated within one small area around Steedman Street. The amount of student flats in such a small space impacts on the community and makes it become more transient and divided.

Flat 601, 11 Steedman Street

- I have already experienced noise pollution from the students at Julian Markham House as my bedroom is directly opposite the building. Once the scheme at 120-138 Walworth Road is occupied, it will increase the noise pollution in the area. Adding another student accommodation in close proximity to the other ones will only serve to increase the incidence of noise pollution.
- There will also be increased littering on the streets. The students from Julian Markham House regularly leave rubbish along Steedman Street.
- Height of the proposed building will leave a reduction of daylight and sunlight in my property as my living room will be completely blocked off. My building is 6 storeys high.
- The Planning Committee meeting minutes regarding 120-138 Walworth Road showed it was originally refused for: 1) Student accommodation is inappropriate use of the site and fails to provide a balanced and integrated mix of residential accommodation; and 2) Need for the student accommodation has not been demonstrated. I am at a loss to understand why it was subsequently approved. Therefore the need for a third student scheme further adds to the imbalance type of housing in this area.

Flat 6.03, 11 Steedman Street

Generally in favour of this development, but would like to request some secure bike storage be made available for local residents as part of the scheme. There is no communal bike storage in my building. There are a number of residents who store bikes in our flats which is not ideal in terms of wear and tear and use of space in the flat. Making secure bike storage available for local residents would redress the problems caused at No.11 and bring the area more in line with Council policy.

108 Amelia Street

The project does not support the development of sustainable and diverse communities. Adding a third high-density block housing a transient population who are unlikely to put down roots in the area, provide local jobs, create diverse local businesses or make a sustainable contribution to the community will not 'trigger sustainable, economic, environmental and social regeneration'. The two buildings already in place (Julian Markham House / Walworth Road) provide housing for hundreds of students who probably have little interest in the area other than as a cheap and convenient place to live.

This situation is already to be found. As a result of the national obsession with buy-to-let as a profit vehicle, the Oakmayne building has just 3 owner occupiers out of 126 flats. The rest are occupied by tenants who are in the main not much older than students and will themselves be hoping to buy elsewhere. The occupation of the Printworks building will probably reflect a similar pattern and the green and magenta buildings and Strata probably also already do. In addition, the business units in these developments that were intended to provide local jobs and contribute to the local economy all remain unoccupied.

As a result, the small area between Amelia Street, Walworth Road, and Crampton Street is already planned to be or occupied by a high density of a single societal of people who are probably not particularly interested in the E&C per se and who are unlikely to put down roots or be part of a longer-term genuine community. Having a large population at the beginning of their working lives, all living in one place, resembles more of a ghetto or dumping ground than a diverse community who are genuinely 'local'. We need families and older people as well as singles and couples if we are to be a genuine and diverse community and hope for local jobs.

45 Pullens Buildings, Peacock Street

a) use of proposed pedestrian promenade

Idea of a pedestrian promenade should be commended. However we feel there needs to be a better consideration of how this promenade will be used and linked to the surrounding area. At the Steedman Street end of the promenade the natural path is to continue down Robert Dashwood Way. However this is used almost exclusively by cars and vans;

understandable given the light industrial nature of the existing businesses on that road. Unless there is a wider strategy in the pipeline to change the usage and signing of Robert Dashwood Way, it could end up as a dead end for pedestrians and cyclists emerging at the southern end of the promenade. There is also a question over whether there is public access through this walkway as the plans show gates at either end. Public access should be unimpeded as this impacts on the usage and the overall aspirations of the E&C Masterplan.

The space between the arches and new building is inadequate for the use envisaged. The illustrations show this space supporting both pedestrian and cycle thoroughfares and also space for tables, chairs, benches, planting and lighting bollards. The design of this space needs more consideration given the proposed use and relatively limited area that has been allocated.

b) retail units: viability and use

Concerns about how realistic these spaces are as commercial units. There are commercial units in the ground floor of the O Central building on Crampton Street almost all of which have been empty since the building's completion. If the proposed units suffer the same fate then proposals for interim uses should be included. A more realistic proposal of how these units are expected to be filled – and the interim strategy if they are not - is an essential part of this application. As a location which would have limited foot traffic it would be primarily dependent on the student population for business. This in turn dictates the type of businesses which could operate. If the aspiration is that the building be integrated with the surrounding area, and that retail tenants should service the broader community, then it would be beneficial if the developer could provide examples of successful retail businesses in comparable locations to demonstrate viability. The application discusses these units as LCC Business Incubation Units which would seem like a positive proposal but it is unclear what proportion of the units are earmarked as business incubators and what proportion are expected to be filled by local businesses.

24 Peacock Street

Statement of Community Involvement

I attended the November consultation and completed a questionnaire pointing out that the E&C was becoming a student ghetto. This has not been included in the SCI. Despite being on the developers contact list, I did not receive notification of the 9 May 2011 event. TRAs on nearby estates were not consulted.

Affordable Housing Statement

The premise is based on subsidised rents; in the current economic climate this is unsustainable. The developers and University will not have a ring fenced and guaranteed reserve that would enable these subsidies. After a term of two the rents will be increased. Therefore there is the case for the inclusion of social housing in the development.

Marketing and Demand Report

There is no comment or comparison with the "Technopark" in London Road. Why not if similar incubator units are proposed? The appendices are full of inaccuracies. Firms which went into liquidation years ago are shown as still trading.

The above documents should be disregarded as not fit for purpose. This development will only exacerbate the growing tendency for the Elephant to become a student ghetto. Such a large concentration of students on one area does nothing to regenerate the community.

Kalmars Commercial (in response to 24 Peacock Street)

The commercial occupier list was produced and provided from the industry specific research company FOCUS, This is the UK's largest database of property transactions and is used by the majority of professionals within the property industry. The data is continuously updated and is regarded as generally accurate, though it is acknowledged that it can't be 100% accurate at all times. The Technopark houses the main administration for London South

Bank University as well as a number of small businesses. The proposed development would provide start-up units for graduates and local people. The intention is to develop creative spaces which are not currently available and will be fully administrated by UAL. These units are not intended to be built out or fitted out for standard office purposes but rather as studio spaces on flexible terms. This represents a different offering to the Technopark.

11 letters were received from the following addresses:

- 60 Amelia Street
- 38, 45 Pullens Buildings, Peacock Street
- 27, 28, 30, 31 Pullens Buildings, Penton Place
- 8, 52, 93 Iliffe Street
- No address given

The matters are raised in the letters are the same and are summarised below.

Students who have stayed in halls located in the immediate vicinity have a poor impression of student halls in E&C including the standard of accommodation offered, the location by a busy and polluted road (Walworth Road) and the lack of amenities. They find Hampton Street and Steedman Street unsafe at night and unsightly during the day. There is no sense of “place”, their experience of E&C is unmemorable they have quickly moved out to other London neighbourhoods. During this period of extensive regeneration we should be aiming much higher in terms of producing high quality student accommodation with proper amenity space where students can feel secure, valued and become connected to the “place”. We want students to stay in the area for the duration of their studies and beyond. The proposed block does not offer a suitable environment or design for student accommodation.

a) project does not support sustainable or diverse communities

If progressed this will be the third high density block of student housing in the immediate area. The design of this building, in no way delivers a diverse, vibrant or adaptable solution to regenerating this part of the E&C. All three buildings will be inhabited by residents of similar ages who will reside in these blocks for short periods of time. In the main they will have little interest in the upkeep of the buildings or making a contribution to the community, the area and its wider commercial life. A more sustainable and long term approach needs to be taken to land use in this area ensuring that such high density student housing is spread amongst existing communities who have longer term interests in the area and can support a more diverse range of commercial businesses.

b) accommodation proposed for the students only maximises rental profit, it is not fit for purpose and does not make an attractive city block at ground level

Student rooms are cramped and very small, particularly when considering many LCC students will study art and design. The single aspect bedrooms facing the rear courtyard / light well are poorly appointed especially at lower levels. Communal spaces facing east will have little light and have no view. The corridor and shared spaces are ill thought out in terms of use. They are dark, without natural ventilation, and will need to be artificially lit and mechanically ventilated. There are no spaces to congregate, work on design and art projects or to meet their peers. The layout is determined by the maximum number of minimally sized bedrooms that can be squeezed into the plan. There are no external amenity areas or green spaces for students to use. The immediate area around the block is harsh and urban in character with no green spaces in the immediate vicinity. The proposed blocks seem to be of poor quality cheap buildings of very limited life span which will age quickly and not be able to be maintained satisfactorily.

c) project does not deliver public realm of quality

Lack of vision demonstrated is staggering. The drawings and visuals are deceiving because they are not consistent in the information they depict. The new walkway is shown as paved; there is no plating. Even though it steps back along its length, the new building will be experienced as a relentless and high wall. The new street is shown on plan as gated. Gates

alienate communities and do not contribute to making coherent, mixed use, fluid or adaptable bits of city where residents can interact and share green spaces and routes through these. The proposed frontages will not be active and for security reasons will have blinds at the very least. The only active street frontages could be the A1 shop which appears to be takeaway only for the public as there is no space to sit down. The route should never be allowed to be gated preventing public access as shown on the submitted drawings.

d) we need a "joined up" strategy to deliver public realm of quality that works

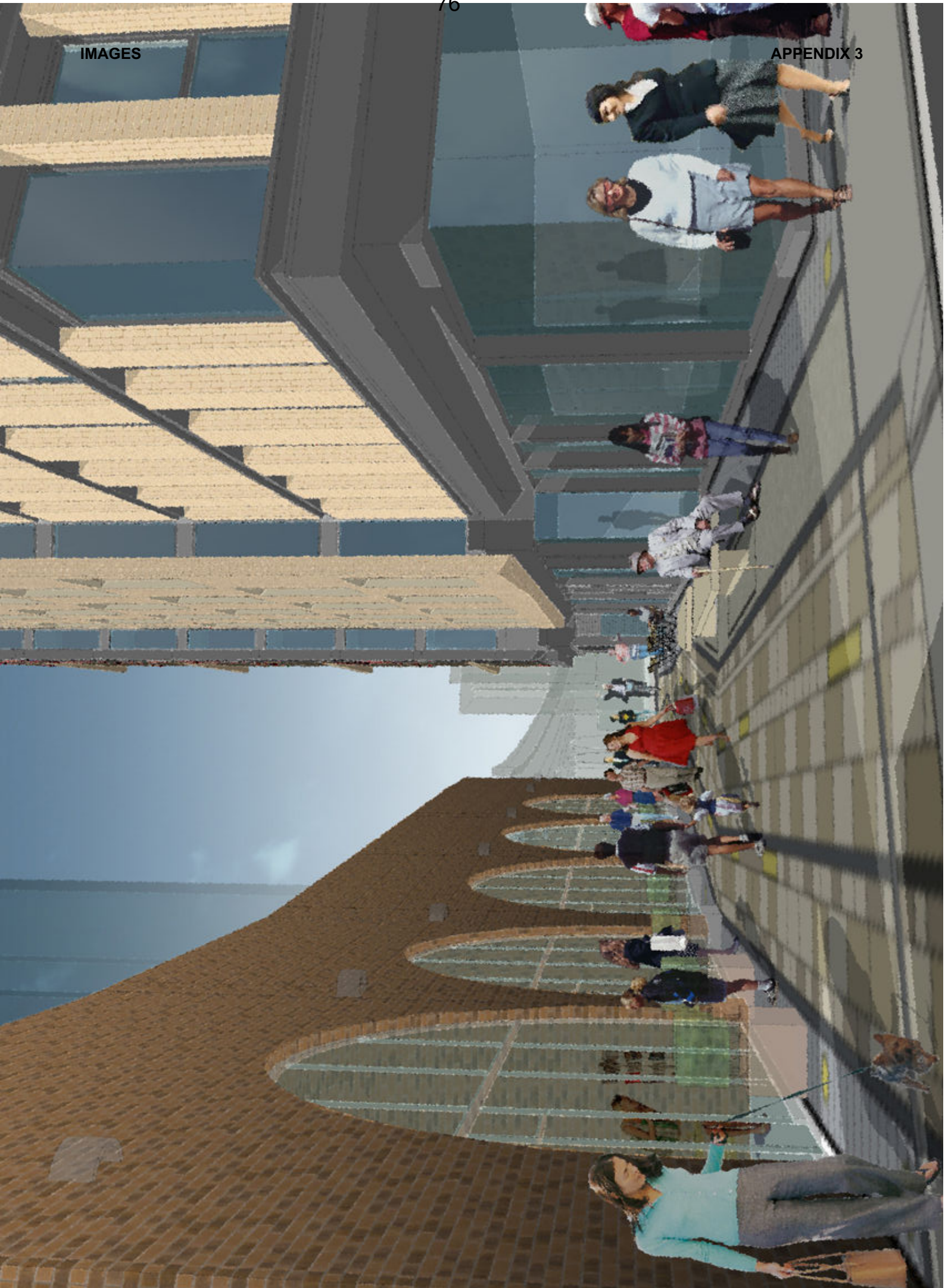
There is a real opportunity to join up through imaginative public realm work all the new housing blocks that run adjacent to the railway line, starting at Amelia Street and ending at E&C. This and previous applications demonstrate that developers working within their own demise do not have vision or motivation to deliver anything beyond the practical and piecemeal. We need a coherently and imaginatively designed public route along the side of the railway line where new and local businesses can flourish inside the arches making into a safer, greener, populated and commercially flourishing alternative to using the Walworth Road.

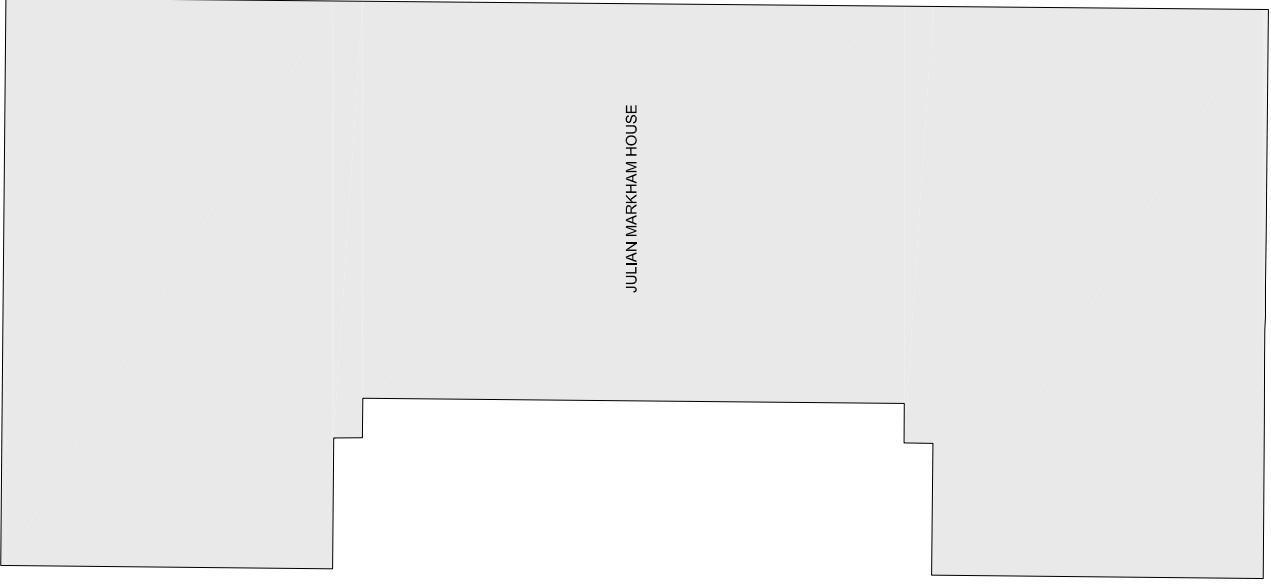
e) inadequate public consultation

The first consultation that Pullens TRA has been invited to was on 9 May 2011, after the application submission. Pullens TRA are listed in the application as having being invited to attend the consultation event in November and closely consulted. The claims made in the Statement of Community Involvement are flagrant abuse of the consultation system.

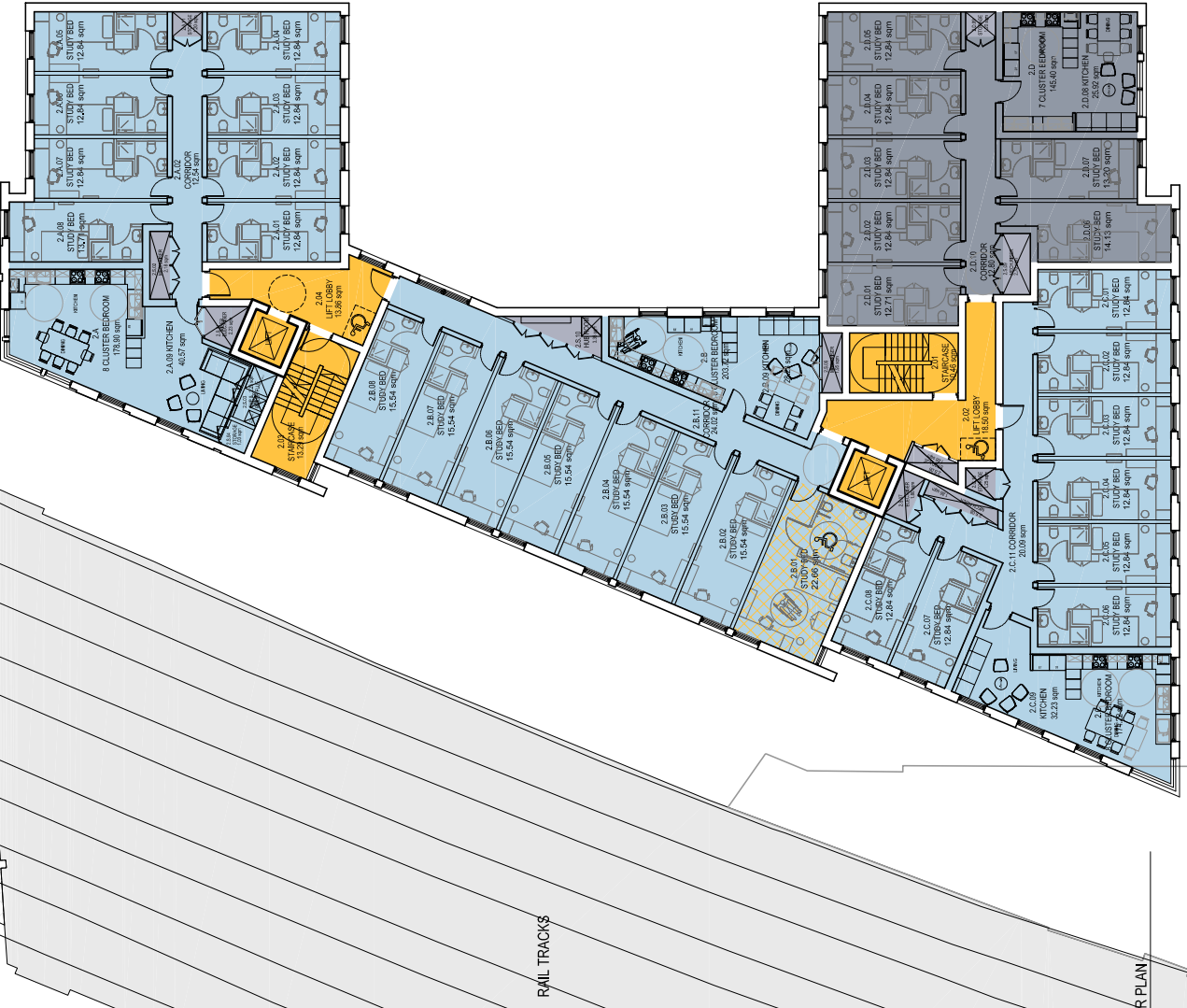
Alumno Developments Ltd / University of Arts

UAL consulted their staff and students at the London College of Communication (LCC) and submitted 183 forms in support of the development proposal.





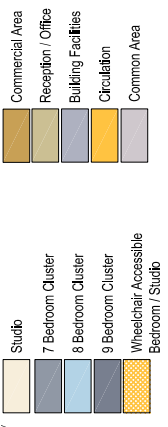
JULIAN MARKHAM HOUSE



RAIL TRACKS

1 PROPOSED SECOND FLOOR PLAN
31 NO. OF BED

GENERAL NOTES:
 1. THIS FLOOR PLAN IS A PROPOSED DESIGN AND SHOULD BE CONSIDERED AS SUCH. THE ARCHITECT HAS CONDUCTED VISUAL ACCESS AND SHADOW STUDIES AND HAS TAKEN INTO ACCOUNT THE IMPACT OF THE PROPOSED DEVELOPMENT ON THE SURROUNDING ENVIRONMENT.
 2. ALL DETAILS AND MATERIALS OF WORK SHOULD BE PROVIDED BY THE CLIENT AND APPROVED BY THE ARCHITECT.
 3. THE ARCHITECT HAS CONDUCTED VISUAL ACCESS AND SHADOW STUDIES AND HAS TAKEN INTO ACCOUNT THE IMPACT OF THE PROPOSED DEVELOPMENT ON THE SURROUNDING ENVIRONMENT.
 4. THE ARCHITECT HAS CONDUCTED VISUAL ACCESS AND SHADOW STUDIES AND HAS TAKEN INTO ACCOUNT THE IMPACT OF THE PROPOSED DEVELOPMENT ON THE SURROUNDING ENVIRONMENT.



Revision	Date	Description
A	25/10/19	Issue for planning
B	26/11/19	Issue for planning
C	28/11/19	Issue for planning
D	30/11/19	Issue for planning
E	31/12/19	Issue for planning
F	01/01/20	Issue for planning

Project Name
Hampton Street

Client
Alumno

Scale
1:200 @ A3

Drawn
JK

Checked
KC

Job No.
0368

Drawn No.
PL_1203

Rev.
F

Drawn Title
PROPOSED SECOND FLOOR PLAN

Client Logo
KCA

PLANNING

Klan Curtis Associates
 84 Old 738 999
 www.klancurtis.co.uk



RECOMMENDATION LDD MONITORING FORM REQUIRED

This document shows the case officer's recommended decision for the application referred to below.
This document is not a decision notice for this application.

Applicant	Alumo Developments/UAL	Reg. Number	11-AP-0868
Application Type	Full Planning Permission	Case	TP/1065-98
Recommendation	Grant subject to Legal Agreement	Number	

Draft of Decision Notice

Planning Permission was GRANTED for the following development:

Demolition of existing building and erection of a part 8 / part 9 storey (maximum 29.79m high) building comprising 1,308 sqm of commercial floorspace (Classes B1 office / B8 warehouse and storage / A1 retail) and 28 cluster flats and 4 studios (total 221 bedrooms) for student accommodation with ancillary facilities, refuse and cycle storage, public walkway and associated public realm works

At: 2-10 STEEDMAN STREET, LONDON, SE17 3AF

In accordance with application received on 18/03/2011

and Applicant's Drawing Nos. Article 11, Sustainability Assessment Checklist Cover Sheet, Letter from University of the Arts London, Letter from London College of Communication x 3, Student Accommodation Management Proposal, Travel Plan, Planning Statement, Statement of Community Involvement, Waste Management Strategy, Air Quality Assessment, BREEAM, PPG24 Noise Survey & Assessment, Marketing and Demand Report, Affordable Housing Statement, Transport Statement, Phase 1 Geoenvironmental Assessment, Energy Statement, Ventilation Statement, Flood Risk Assessment, Design and Access Statement

Plans:- PL_0100, PL_0101, PL_0102, PL_0103, PL_0104, PL_0105, PL_0300, PL_0301, PL_0302, PL_1201 REV L, PL_1202 REV G, PL_1203 REV F, PL_1204 REV C, PL_1205 REV C, PL_1208 REV F, PL_1209 REV F, PL_1210 REF E, PL_1211 REV C, PL_2200 REV C, PL_2201 REV B, PL_3200 REV C, PL_3201 REV D, PL_3202 REV B, PL_3203 REV C

Reasons for granting permission.

This planning application was considered with regard to various policies including, but not exclusively:

a) Core Strategy 2011

Strategic Targets Policy 2 - Improving places: Development will improve the places we live and work and enable a better quality of life for Southwark's diverse population. The vision for the Elephant and Castle Opportunity Area advises that the Elephant and Castle has potential for redevelopment into an attractive central London destination.

Strategic Policy 2 - Sustainable transport: We will encourage walking, cycling and the use of public transport rather than travel by car. This will help create safe, attractive, vibrant and healthy places for people to live and work by reducing congestion, traffic and pollution.

Strategic Policy 8 - Student homes: Development will meet the needs of universities and colleges for new student housing whilst balancing the building of student homes with other types of housing such as affordable and family housing.

Strategic Policy 10 - Jobs and businesses: We will increase the number of jobs in Southwark and create an environment in which businesses can thrive. We will also try to ensure that local people and businesses benefit from opportunities which are generated from development.

Strategic Policy 12 - Design and conservation: Development will achieve the highest possible standards of design for buildings and public spaces to help create attractive and distinctive places which are safe, easy to get around and a pleasure to be in.

Strategic Policy 13 - High environmental standards: Development will help us live and work in a way that respects the limits of the planet's natural resources, reduces pollution and damage to the environment and helps us to

adapt to climate change.

b] Saved Policies of the Southwark Plan 2007

Policy 1.4 (Employment sites outside Preferred Office Locations and Preferred Industrial Locations): all development located outside POL's and PIL's which have an established B Class Use, subject to certain criteria, development will be permitted provided there is no net loss of floorspace in Class B, subject to a number of exceptions.

Policy 2.5 (Planning obligations): seeks to ensure that any adverse effects arising from a development is taken into account and mitigated and contributions towards infrastructure and the environment to support the development are secured, where relevant in accordance with Circular 05/2005 and other relevant guidance.

Policy 3.1 (Environmental effects): seeks to ensure there will be no material adverse effect on the environment and quality of life resulting from new development.

Policy 3.2 (Protection of amenity): advises that permission will not be granted where it would cause a loss of amenity.

Policy 3.4 (Energy efficiency): advises that development should be designed to maximise energy efficiency.

Policy 3.6 (Air quality): advises that permission will not be granted for development that would lead to a reduction in air quality.

Policy 3.9 (Water) advises that all developments should incorporate measures to reduce demand and for rain water recycling.

Policy 3.12 (Quality in design): requires new development to achieve a high quality of architectural and urban design.

Policy 3.13 (Urban design) seeks to ensure that principles of good urban design are taken into account in all developments.

Policy 3.14 (Designing Out Crime) seeks to ensure that development is designed to improve community safety and crime prevention.

Policy 4.7 (Non Self Contained Housing for Identified User groups) advises that appropriate new development which provide non self contained accommodation will normally be approved where need can be supported, where there is no significant loss of amenity, there is adequate infrastructure and a satisfactory standard of accommodation.

Policy 5.1 (Locating Developments) seeks to ensure that the location is appropriate to the size and trip generating characteristics of the development

Policy 5.2 (Transport Impacts) states that permission will not be granted for development which has an adverse impact on transport networks through significant increases in traffic or pollution and consideration has been given to impacts on the Transport for London road network as well as adequate provision for servicing, circulation and access to and from the site.

Policy 5.3 (Walking and Cycling) requires developments to have adequate provision for pedestrians and cyclists, that there is good location and access arrangements and the development creates or contributes towards more direct, safe and secure walking and cycling routes.

c] London Plan 2011

Policy 2.10 Central Activities Zone - Strategic Priorities, Policy 2.12 Central Activities Zone - Predominantly Local Activities, Policy 2.15 Town Centres, Policy 3.3 Increasing Housing Supply, Policy 3.8 Housing Choice, Policy 3.9 Mixed and Balanced Communities, Policy 3.11 Affordable Housing Targets, Policy 5.1 Climate Change Mitigation, Policy 5.2 Minimising Carbon Dioxide Emissions, Policy 5.3 Sustainable Design and Construction, Policy 5.6 Decentralising Energy in Development Proposals, Policy 5.7 Renewable Energy, Policy 6.1 Strategic Approach, Policy 6.3 Assessing Effects of Development on Transport Capacity, Policy 7.1 Building London's Neighbourhood and Communities, Policy 7.2 An Inclusive Environment, Policy 7.3 Designing Out Crime, Policy 7.4 Local Character, Policy 7.5 Public Realm, Policy 7.6 Architecture, Policy 8.2 Planning Obligations

Particular regard was had to the principle of the proposed uses and the loss of Class B employment floorspace

that would result from the proposed development but it was considered that any loss would be outweighed by a number of material considerations, particularly the provision of affordable 'incubator' business units that would be managed by University of Arts London (UAL) who are a recognised key stakeholder in the Elephant and Castle. Such units are in demand and in this respect the regenerative benefits arising from this would (including the activation of the railway arches) outweigh the relatively small loss of Class B floorspace. The need for student accommodation, both London-wide and within Southwark, has been demonstrated and is appropriately located within a town centre with excellent public transport accessibility. It is recognised that there are other existing student housing developments as well as other schemes under construction in the vicinity but the scheme would not result in significant harm to the local character of the area.

The provision of student housing has to be balanced with the provision of other types of housing, particularly affordable and family homes. This matter has been considered very carefully and a viability report accompanies the application seeking to demonstrate that the policy requirement to provide 35% of the proposed development as affordable housing cannot be met in this instance. The fact that there is a 25 year nominations agreement with UAL to provide subsidised student accommodation is a material consideration of some weight. Notwithstanding this an affordable housing contribution has been offered in the form of an in-lieu payment and taking all matters into account this is considered acceptable as the scheme will make an important contribution towards the regeneration of the Elephant and Castle.

The height, bulk and massing of the development was considered acceptable in its context and the design was considered satisfactory at this stage although the detailed design and quality of materials will need to be secured by condition to ensure a high quality scheme is delivered. The provision of a new public walkway is welcome and again the detailed design will need to be further considered by condition. The impacts on neighbouring amenity and transport matters have been assessed and were found to be acceptable. It is therefore considered appropriate to grant planning permission having regard to the policies considered and all other material considerations.

Subject to the following condition:

1 Time period

The development hereby permitted shall be begun before the end of three years from the date of this permission.

Reason

As required by Section 91 of the Town and Country Planning Act 1990 as amended

2 Site contamination

a) Before any work hereby authorised begins, a site investigation and risk assessment (based on the submitted Phase I Geoenvironmental Assessment) shall be carried out to assess the nature and extent of the contamination or pollution on the site, whether or not it originates on the site. The method and extent of the Phase 2 site investigation and risk assessment shall be in accordance with established code of practice and should be agreed with the Local Planning Authority (Environmental Protection) and the Environment Agency before commencement of the investigation.

b) Submission of a comprehensive report containing the detailed findings of the investigation carried out together with a risk assessment of any pollutant or hazard identified in the report (using the source, pathway, and receptor principle), a remediation scheme setting out the measures necessary to remove, neutralise or otherwise deal with the contamination and/or pollution (including measures to prevent and monitor pollution of ground water and surface water) so that the site may be used for the purposes for which it is being redeveloped. The remediation scheme shall be implemented at the owner / developer's cost in compliance with the reasonable conditions, stipulations, phasing timetable and other relevant matters subject to which such approval is granted.

At any time after the implementation of the approved remediation scheme, if the Local Planning Authority is reasonably satisfied that further remediation works are necessary to remove, neutralise or otherwise deal with any residual contamination and/or pollution in, on, under or over the site, the Local Planning Authority may by written notice require the owner/developer to carry out the remediation steps specified in the said notice which shall also specify the date by which the said remediation steps shall be carried out and completed. The failure on the part of the owner/developer to carry out and complete the said remediation steps to the reasonable satisfaction of the Local Planning Authority by the date specified in the said notice shall be deemed to be a breach of the owner's/developer's obligation under this consent. This does not affect any action that may be deemed necessary under Part II A of the Environmental Protection Act 1990 or other relevant legislation.

c) Submission of (following completion of remediation work) a detailed consultant validation report confirming that all reasonable skill, care and due diligence has been taken in the carrying out of the investigation, compiling the report, findings and remediation scheme, and ensuring the scheme has been properly implemented. Details of any post-remedial sampling and analysis to show the site has reached the required clean-up criteria shall be included in the validation report together with the necessary documentation detailing

what waste materials have been removed from the site.

Once the validation report at c) is submitted to and approved in writing by the Local Planning Authority (in consultation with the Environment Agency) the condition will be fully discharged.

Reason

To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors in accordance with Strategic Policy 13 High environmental standards of the Core Strategy 2011 and saved Policies 3.1 Environmental Effects, 3.2 Protection of Amenity and 3.10 Hazardous Substances of the Southwark Plan 2007 and PPS23 Planning and Pollution Control.

3 Foundation design

No impact piling or any other foundation design using penetrative methods shall take place until a piling method statement (detailing the type of piling to be undertaken and the methodology by which such piling will be carried out, including measures to prevent and minimise the potential for damage or risk to groundwater or sewerage infrastructure, and the programme of works) has been submitted and approved in writing by the Local Planning Authority (in consultation with Thames Water and the Environment Agency). Any piling must be undertaken in accordance with the terms of the approved details.

Reason

The proposed works will be in close proximity to controlled waters (groundwater) and sewerage utility infrastructure and in accordance with Strategic Policy 13 High environmental standards of the Core Strategy 2011.

4 Flood risk

The development hereby permitted shall be carried out in accordance with the approved Flood Risk Assessment prepared by Enzygo Ltd dated January 2011.

Reason

To ensure the development is designed safely in reference to flood risk in accordance with Planning Policy Statement 25 - Development and Flood Risk, Strategic Policy 13 High environmental standards of the Core Strategy 2011 and saved Policy 3.9 Water of the Southwark Plan 2007.

5 Plant noise

(a) Before any work hereby authorised begins, an acoustic report detailing the rated noise level from any plant, together with any associated ducting (which shall be 10 dB(A) or more below the measured L_{A90} level at the nearest noise sensitive premises) shall be submitted to and approved in writing by the Local Planning Authority and the method of assessment is to be carried in accordance with BS4142:1997 'Rating industrial noise affecting mixed residential and industrial areas'. Prior to occupation or commencement of the use hereby permitted, the plant and equipment shall be installed and constructed in accordance with any such approval given and shall be permanently maintained thereafter and the development shall not be carried out otherwise than in accordance with any such approval given.

(b) Within one month of the installation of the plant and equipment, a further acoustic report to demonstrate compliance with the requirements approved at (a) shall be submitted to and approved in writing by the Local Planning Authority, and the report shall include:

- i) A schedule of all plant and equipment installed;
- ii) Location of the plant, associated ducting, attenuation and damping equipment;
- iii) Manufacturer specifications of sound emissions in octave or third octave detail;
- iv) Location of the most affected noise sensitive receptor locations and most affected windows;
- v) Distance between plant, equipment and receptor location/s and any mitigating features that may attenuate the sound level received at the most affected receptor location/s;
- vi) The lowest existing $L_{A90, T}$ measurement as already established;
- vii) Noise monitoring data, measurement evidence, calculations demonstrating compliance with this condition.

Reason

To ensure that occupiers of neighbouring premises do not suffer a loss of amenity by reason of noise nuisance from plant and machinery in accordance with Strategic Policy 13 High environmental standards of the Core Strategy 2011 and saved Policy 3.2 Protection of Amenity of the Southwark Plan (2007) and PPG24 Planning and Noise.

6 Residential - internal noise

(a) All residential premises shall be designed in accordance with BS8233:1999 'Sound insulation and noise reduction for buildings- Code of Practice' to attain the following internal noise levels:

Bedrooms- 30dB LAeq,T* and 45dB LAfmax

Living rooms- 30dB LAeq, D*

*T- Night-time 8 hours between 23:00-07:00

*D- Daytime 16 hours between 07:00-23:00.

(b) After completion of works but prior to occupation or use, a test shall be carried out to show the above criterion has been met and the results shall be submitted to and approved in writing by the Local Planning Authority and the development shall not be carried out otherwise than in accordance with any such approval given.

Reason

To ensure that the occupiers and users of the development do not suffer a loss of amenity by reason of excess noise from environmental and transportation sources in accordance with Strategic Policy 13 High environmental standards of the Core Strategy 2011 and saved Policies 3.1 Environmental Effects and 3.2 Protection of Amenity of the Southwark Plan 2007 and PPG 24 Planning and Noise.

7 Residential standard- party walls

Before any work hereby authorised begins, details of the sound insulation of the separating element between:

- ground floor non-residential units and the first floor residential units
- roof plant room and ninth floor residential units

shall be submitted to the Local Planning Authority for approval.

The scheme shall be sufficient to ensure that NR20 is not exceeded in any residential unit due to noise from the non-residential ground floor units and the roof plant room. The approved scheme shall be implemented prior to the commencement of the use hereby permitted and shall be permanently maintained thereafter and the development shall not be carried out otherwise than in accordance with any such approval given.

Reason

To ensure that the occupiers and users of the proposed development do not suffer a loss of amenity by reason of noise nuisance and other excess noise from activities within the commercial premises and roof plant room in accordance with Strategic Policy 13 High environmental standards of the Core Strategy 2011 and saved Policy 3.2 Protection of Amenity of the Southwark Plan (2007).

8 Environmental Management Plan

Before any work hereby authorised begins, details of an Environmental Management Plan and Code of Practice (which shall oblige the applicant/developer and its contractors to use all best endeavours to minimise disturbances including but not limited to noise, vibration, dust, smoke and plant emissions emanating from the site) which shall include the following information:

- A detailed specification of demolition (including method and foundation piling) and construction works for each phase of development including consideration of environmental impacts and the required remedial measures;
- A detailed specification of engineering measures, acoustic screening and sound insulation measures required to mitigate or eliminating specific environmental impacts;
- Details of arrangements for publicity and promotion of the scheme during construction;
- A commitment to adopt and implement of the ICE Demolition Protocol and Southwark's Environmental Code of Construction and GLA Best Practice Guidance.
- A Construction Logistics Plan (all construction access routes and access details also need to be approved by TfL).

shall be submitted to and approved in writing by the Local Planning Authority and the development shall not be carried out otherwise than in accordance with any such approval given and the demolition and construction work shall be undertaken in strict accordance with the approved Management Plan and Code of Practice.

Reason

To ensure that and occupiers of neighbouring premises do not suffer a loss of amenity by reason of pollution and nuisance in accordance with Strategic Policy 13 - High Environmental Standards of the Core Strategy 2011, saved Policies 3.1 Environmental Effects, 3.2 Protection of Amenity, 3.6 Air Quality and 3.10 Hazardous Substances of the Southwark Plan 2007 and PPS23 Planning and Pollution Control.

9 **Drainage strategy**

Before the development hereby permitted is commenced a drainage strategy detailing any on and or off site drainage works shall be submitted to and approved in writing by the Local Planning Authority in consultation with Thames Water. No discharge of foul or surface water from the site shall be accepted into the public systems until drainage works referred to in the strategy have been completed and the development shall not be carried out otherwise than in accordance with any such approval given.

Reason

The development may lead to sewage flooding and to ensure that sufficient capacity is made available to cope with the new development and in order to avoid adverse environmental impact upon the community in accordance with Strategic Policy 13 - High Environmental Standards of the Core Strategy 2011 and saved Policies 3.1 Environmental Effects and 3.9 Water of the Southwark Plan 2007.

10 **Material samples**

Material sample-panels of all types of brickwork (including mortar/pointing), terracotta and render facings (each to be a minimum 1 sqm) as well as sample-boards of all other facing materials / finishes to be used in the carrying out of this permission shall be presented on site and approved in writing by the Local Planning Authority; the development shall not be carried out otherwise than in accordance with any such approval given.

Reason:

In order to ensure that these samples will make an acceptable contextual response in terms of materials to be used, and achieve a quality of design and detailing in accordance with Strategic Policy 12 - Design and Conservation of The Core Strategy 2011 and Saved Policies: 3.12 Quality in Design and 3.13 Urban Design of The Southwark Plan 2007.

11 **Section detail-drawings**

Section detail-drawings at a scale of 1:5 through all principal features on the facades including:

- roof edges, parapets, louvres;
- junctions between blocks/materials; and
- heads, sills and jambs of all openings

shall be submitted to and approved in writing by the Local Planning Authority; the development shall not be carried out otherwise than in accordance with any such approval given.

Reason:

In order to ensure that the quality of the design and details is in accordance with Strategic Policy 12 Design and Conservation of The Core Strategy 2011 and Saved Policies: 3.12 Quality in Design; 3.13 Urban Design of The Southwark Plan 2007.

12 **Elevation drawings**

Detailed elevation-drawings at a scale of 1:20 of all principal features on the ground floor level facades, including:

- service entrances to Steedman Street and Hampton Street;
- student entrances to Steedman Street
- typical commercial frontage elements; and
- details of the new treatment to the railway arches

shall be submitted to and approved in writing by the Local Planning Authority; the development shall not be carried out otherwise than in accordance with any such approval given.

Reason

In order to ensure that the quality of the design and details is in accordance with Strategic Policy 12 Design and conservation of The Core Strategy 2011 and Saved Policies 3.12 Quality in Design, 3.13 Urban Design of The Southwark Plan 2007.

13 **Restrictions- no roof plant/ equipment**

No roof plant, equipment or other structures, other than as shown on the plans hereby approved or approved pursuant to a condition of this permission, shall be placed on the roof or be permitted to project above the roofline of any part of the building[s] as shown on elevational drawings or shall be permitted to extend outside of the roof plant enclosures of any building hereby permitted.

Reason

In order to ensure that no additional plant is placed on the roof of the building in the interest of the appearance and design of the building and the visual amenity of the area in accordance with Strategic Policy 12 Design and Conservation of The Core Strategy 2011 and Saved Policies 3.2 Protection of Amenity and 3.13 Urban Design of the Southwark Plan 2007.

14 Landscaping

Before any above grade work hereby authorised begins, detailed drawings using scales of 1:50, 1:10 and 1:5 as appropriate of a hard and soft landscaping scheme (including the new public walkway) showing the treatment of all parts of the site not covered by buildings (including surfacing materials of any parking, access, or pathways layouts, materials and edge details and material samples of hard landscaping), shall be submitted to and approved in writing by the Local Planning Authority and the landscaping shall not be carried out otherwise than in accordance with any such approval given. The planting, seeding and/or turfing shall be carried out in the first planting season following completion of building works and any trees or shrubs that is found to be dead, dying, severely damaged or diseased within five years of the completion of the building works OR five years of the carrying out of the landscaping scheme (whichever is later), shall be replaced in the next planting season by specimens of similar size and species in the first suitable planting season. Planting shall comply to BS:4428 Code of practice for general landscaping operations, BS:3996 Nursery stock specification, BS:5837 Trees in relation to construction and BS:7370 Recommendations for establishing and managing grounds maintenance organisations and for design considerations related to maintenance.

Reason

So that the Council may be satisfied with the details of the landscaping scheme in accordance with Strategic Policy 11 – Open spaces and wildlife and Strategic Policy 12 - Design and Conservation of The Core Strategy 2011 and Saved Policies 3.12 Quality in Design and 3.13 Urban Design in the Southwark Plan 2007

15 Green / brown roofs

Before any above grade work hereby authorised begins, details of the green and/or brown roofs (including a specification and maintenance plan) and to be used in the carrying out of this permission shall be submitted to and approved in writing by the Local Planning Authority and the development shall not be carried out otherwise than in accordance with any such approval given.

Reason

To ensure the proposed development will preserve and enhance the visual amenities of the locality and is designed for the maximum benefit of local biodiversity, in addition to the attenuation of surface water runoff, it in accordance with Strategic Policy 11 – Open spaces and wildlife and Strategic Policy 13 – High environmental standards of The Core Strategy 2011 and Saved Policies 3.12 Quality in Design, 3.13 Urban design and 3.28 Biodiversity of the Southwark Plan 2007.

16 Details of external lighting and security

Details of any external lighting [including design, power and position of luminaries] and security surveillance equipment of external areas surrounding the building shall be submitted to and approved by the Local Planning Authority in writing before any such lighting or security equipment is installed. The development shall not be carried out otherwise in accordance with any such approval given.

Reason

In order that the Council may be satisfied as to the details of the development in the interest of the visual amenity of the area, the safety and security of persons using the area and the amenity and privacy of adjoining occupiers in accordance with Strategic Policy 12 - Design and Conservation and Strategic Policy 13 – High environmental standards of The Core Strategy 2011 and Saved Policies 3.2 Protection of Amenity and 3.14 Designing out crime of the Southwark Plan 2007.

17 Cycle storage

Before the any work hereby authorised begins, details (1:50 scale drawings) of the facilities to be provided for the secure storage of cycles to serve each element of the development (commercial and student accommodation) shall be submitted to and approved in writing by the Local Planning Authority. Thereafter the cycle parking facilities provided shall be retained and the space used for no other purpose and the development shall not be carried out otherwise in accordance with any such approval given.

Reason

In order to ensure that satisfactory safe and secure cycle parking facilities are provided and retained in order to encourage the use of cycling as an alternative means of transport to the development and to reduce reliance on the use of the private car in accordance with Strategic Policy 2 - Strategic Transport of The Core

Strategy 2011 and Saved Policy 5.3 Walking and Cycling of the Southwark Plan 2007.

18 Refuse storage

Before first occupation of the building hereby permitted details of the arrangements for the storing of refuse (commercial units and student accommodation) shall be submitted to and approved in writing by the Local Planning Authority and the facilities approved shall be provided and made available for use by the occupiers of the dwellings and the facilities shall thereafter be retained and shall not be used or the space used for any other purpose.

Reason

To ensure that suitable facilities for the storage of refuse will be provided and retained in the interest of protecting the amenity of the site and the area in general from litter, odour and potential vermin/pest nuisance in accordance with Strategic Policy 13 - High environmental standards of The Core Strategy 2011 and Saved Policy 3.2 Protection of Amenity and Policy 3.7 Waste Reduction of The Southwark Plan 2007.

19 Service Management Plan

No development shall take place until a Delivery and Service Management Plan detailing how all elements of the site are to be serviced has been submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approval given and shall remain for as long as the development is occupied.

Reason

To ensure compliance with Strategic Policy 2 - Sustainable Transport of The Core Strategy 2011 and Saved Policy 5.2 Transport Impacts of the Southwark Plan 2007.

20 The window glazing of any non-residential ground floor commercial unit space with a street frontage (including onto the new public walkway) shall not be painted or otherwise obscured and shall permanently retained and maintained to the satisfaction of the Local Planning Authority.

Reason

To safeguard the appearance and character of the development and to maintain vitality at ground floor level to the street in accordance with Strategic Policy 12 - Design and conservation of the Core Strategy 2011 and Saved Policy 3.12 Quality in Design of the Southwark Plan 2007.

21 BREEAM - commercial premises

- (a) Before any fit out works to the commercial premises hereby authorised begins, an independently verified BREEAM report (detailing performance in each category, overall score, BREEAM rating and a BREEAM certificate of building performance) to achieve at least a 'Very Good' rating but preferably an 'Excellent' rating shall be submitted to and approved in writing by the Local Planning Authority and the development shall not be carried out otherwise than in accordance with any such approval given;
- (b) Before the first occupation of the building hereby permitted, a certified Post Construction Review (or other verification process agreed with the local planning authority) shall be submitted to and approved in writing by the Local Planning Authority, confirming that the agreed standards at (a) have been met.

Reason

To ensure the proposal complies with Strategic Policy 13 - High Environmental Standards of The Core Strategy 2011 and Saved Policies 3.3 Sustainability and 3.4 Energy Efficiency of the Southwark Plan 2007.

22 BREEAM - student accommodation

- (a) Before any fit out works to the commercial premises hereby authorised begins, an independently verified BREEAM report (detailing performance in each category, overall score, BREEAM rating and a BREEAM certificate of building performance) to achieve at least a 'Very Good' rating but preferably an 'Excellent' rating shall be submitted to and approved in writing by the Local Planning Authority and the development shall not be carried out otherwise than in accordance with any such approval given;
- (b) Before the first occupation of the building hereby permitted, a certified Post Construction Review (or other verification process agreed with the local planning authority) shall be submitted to and approved in writing by the Local Planning Authority, confirming that the agreed standards at (a) have been met.

Reason

To ensure the proposal complies with Strategic Policy 13 - High Environmental Standards of The Core Strategy 2011 and Saved Policies 3.3 Sustainability and 3.4 Energy Efficiency of the Southwark Plan 2007.

23 Energy renewables

Before any above grade work hereby authorised begins, a detailed report identifying how the development will achieve a reduction in carbon dioxide emissions from on-site renewable energy generation shall be submitted to and approved in writing by the Local Planning Authority. The approved scheme shall then be provided in accordance with the approved details prior to the occupation of the development and thereafter retained for so long as the development remains in existence.

Reason

To ensure that the development complies with Policy 5.7 Renewable Energy of the London Plan 2011 and Strategic Policy 13 - High environmental standards of the Core Strategy 2011.

24 Air Quality

The mitigation measures identified in the Air Quality Assessment shall be incorporated into the approved development and permanently retained thereafter.

Reason

To ensure the occupants of the rooms identified have acceptable air quality in accordance Strategic Policy 13 - High environmental standards of the Core Strategy 2011 and Saved Policy 3.2 of the Southwark Plan 2007.

25 Wheelchair accessible units

Prior to their occupation the wheelchair accessible units as shown on the drawings hereby approved shall be constructed and fitted out to the South East London Wheelchair Design Guide.

Reason

To ensure the wheelchair units approved are delivered to the relevant standard in accordance with strategic Policy 12 Design and conservation of the Core Strategy 2011 and Saved Policy Quality in design and Policy 3.13 Urban design of the Southwark Plan 2007.

- 26** The development hereby permitted shall not be carried out otherwise than in accordance with the following approved plans:

Proposed Plans

Basement	PL_1211 Rev C
Ground Floor	PL_1201 Rev O
First Floor	PL_1202 Rev G
Second Floor	PL_1203 Rev F
Third & Fifth Floor	PL_1204 Rev C
Fourth & Sixth Floor	PL_1205 Rev C
Seventh Floor	PL_1208 Rev F
Eighth Floor	PL_1209 Rev F
Roof	PL_1210 Rev E

Proposed Elevations / Sections

Section A-A	PL_2200 Rev C
Section B-B	PL_2201 Rev B
Front Elevation	PL_3200 Rev C
Steedman Street	PL_3201 Rev F
Hampton Street	PL_3202 Rev B
Rear Courtyard	PL_3203 Rev C

Reason:

For the avoidance of doubt and in the interests of proper planning.

Informatives

- 1** Prior to the commencement of any works on site, the developer must contact Network Rail to inform them of their intention to commence works. This must be undertaken a minimum of 6 weeks prior to the proposed date of commencement.

Reason

It is useful for Network Rail to inform drivers, signallers and other railway personnel of development occurring adjacent to the railway.

- 2** Any demolition or refurbishment works must not be carried out on the development site that may endanger the safe operation of the railway, or the stability of the adjoining Network Rail structures.

Reason

To ensure the safe operation of the railway whilst demolition works are carried out.

- 3 Any lighting associated with the development (including vehicle lights) must not interfere with the sighting of signalling apparatus and/or train drivers vision on approaching trains. The location and colour of lights must not give rise to the potential for confusion with the signalling arrangements on the railway. The developers should obtain Network Rail's approval of their detailed proposals regarding lighting.

Reason

To ensure the safe operation of the railway once the development has been completed.

- 4 The development hereby permitted includes alterations and amendments to areas of the public highway which will need to be funded by the owner/developer. Although these works are approved in principle by the Highway Authority, no permission is hereby granted to carry out these works until all necessary and appropriate design details have been submitted and agreed. You are advised to contact the Principal Engineer, Infrastructure Group (020 7525 5509) at least 4 months prior to any works commencing on the public highway.
- 5 Where a developer proposes to discharge groundwater into a public sewer, a groundwater discharge permit will be required. Groundwater discharges typically result from construction site dewatering, deep excavations, basement infiltration, borehole installation, testing and site remediation. Groundwater permit enquiries should be directed to Thames Water's Risk Management Team (020 8507 4890 or wwwriskmanagement@thameswater.co.uk). Application forms should be completed on line via www.thameswater.co.uk/wastewaterquality. Any discharge made without a permit is deemed illegal and may result in prosecution under the provisions of the Water Industry Act 1991.
- 6 Thames Water will aim to provide customers with a minimum pressure of 10m head (approx 1 bar) and a flow rate of 9 litres/minute at the point where it leaves Thames Waters pipes. The development should take account of this minimum pressure in the design of the proposed development.
-

Item No. 6.	Classification: Open	Date: 18 October 2011	Meeting Name: Planning Committee
Report title:		Peckham Hill Street Conservation Area	
Ward(s) or groups affected:		Peckham and Livesey	
From:		Head of Development Management	

RECOMMENDATIONS

1. That the Planning Committee considers that the area shown on the plan at Appendix 1 is of special architectural or historic interest and supports the designation of the Peckham Hill Street Conservation Area and the adoption of the Peckham Hill Street Conservation Area Appraisal as set out in Appendix 2.
2. That the Planning Committee considers the responses from the Peckham Community Council and the results of the public consultation to designate Peckham Hill Street Conservation Area.
3. That the Peckham Hill Street Conservation Area, as amended following consultation, be designated, and that the conservation area appraisal be fully adopted.

BACKGROUND INFORMATION

4. The proposed conservation area is essentially the remnants of a 19th century planned suburban development with a strong landscape element, which contrast with the post-war housing immediately to the east, timber yard to the west and Peckham High Street to the south. The conservation area is largely characterised by flat yellow front stock brick houses, either in terraces or in semi-detached pairs. Essentially the Peckham Hill Street Conservation Area provides a good view of mainly early to mid 19th century housing in the borough.
5. On 12 May 2011 Peckham Community Council considered a report recommending that public consultation be undertaken on a proposal to designate the Peckham Hill Street Conservation Area.
6. Letters were sent to all of the businesses and owner/occupiers of properties in the immediate conservation area and a wider boundary around the proposed area (Appendix 3). The letter notified consultees of the proposed conservation area, the date of a public meeting, a twelve week consultation period. A copy of the invitation letter is in Appendix 2. The letter included a copy of the proposed boundary and informed consultees that the Conservation Area Appraisal could be downloaded on the Council's website. Copies of the appraisal were also placed in Peckham Library. The public consultation was co-ordinated to run in conjunction with that for the Peckham and Nunhead Area Action Plan (PNAPP). Officers in the Design, Conservation and Archaeology Team and Planning Policy have attended consultation events for public meetings for the proposed conservation areas and PNAAP.

7. A public meeting was held in Peckham Library on the 28 June 2011 for the proposed Peckham Hill Street, Rye Lane Peckham Conservation Areas and amendments to the Holly Grove Conservation Area. The meeting was well attended and the majority positively supported the proposal to designate the conservation area. There were 14 feedback forms completed on the day and a further 12 responses received during the consultation period.
8. A report to Peckham Community Council on 7 September 2011 set out the results of the public consultation with a recommendation to refer the designation to this committee for full ratification.
9. In 2011 English Heritage published guidance (Understanding Place: Conservation Area Designation, Appraisal and Management) which sets out the importance of definition and assessment of a conservation area's character and the need to record the area in some detail. The purpose is to provide a sound basis for rational and consistent judgements when considering planning applications within conservation areas. These documents have the status of supplementary planning guidance and therefore can help to defend decisions on individual planning applications at appeal. They may also guide the formulation of proposals for the preservation and enhancement of the area. The draft Peckham Hill Street Conservation Area Appraisal is appended in Appendix 2.
10. Section 69 of the Town and Country Planning Act 1990 imposes a duty on the local Planning Authority to designate conservation areas any "areas of special architectural or historic interest the character or appearance of which is desirable to preserve or enhance". There is a duty on the local planning authority under Section 69 to review areas from time to time to consider whether designation of conservation areas is called for. It is considered that this area has quality and interest that merits its designation as a conservation area.

POLICY IMPLICATIONS

11. Southwark Plan (2007) saved Policy 3.15, Conservation of the Historic Environment, is as follows: "Development should preserve or enhance the special interest or historic character or appearance of buildings or areas of historical or architectural significance. Planning proposals that will have an adverse effect on the historic environment will not be permitted.

"The character and appearance of Conservation Areas should be recognised and respected in any new development within these areas. Article 4 directions may be imposed to limit permitted development rights, particularly in residential areas.

"In this policy the term historic environment includes Conservation Areas, listed buildings, scheduled monuments, protected London Squares, historic parks and gardens and trees that are protected by Tree Preservation Orders, trees that contribute to the character or appearance of a conservation area and ancient hedgerows."

12. Southwark Plan (2007) saved Policy 3.16 – Conservation Areas states that, "within conservation areas development should preserve or enhance the character or appearance of the area". After setting out the criteria governing proposals for new development or alterations and designates in conservation areas, this policy continues: "within conservation areas there will be a general presumption in favour of retaining buildings that contribute positively to the character or appearance of the conservation area. Planning permission will not

be granted for proposals that involve the demolition or substantial demolition of a building that contributes positively to the character or appearance of the conservation area, unless ... it can be demonstrated that:

- *The costs of repairs and maintenance would not be justified, when assessed against the importance of the building and the value derived from its continued use, providing that the building has not been deliberately neglected; and*
 - *Real efforts have been made to continue the current use or find a viable alternative use for the building; and*
 - *There will be substantial planning benefits for the community from redevelopment which would decisively outweigh loss from the resulting demolition; and*
 - *The replacement development will preserve or enhance the character or appearance of the conservation area and has been granted planning permission.*
13. Southwark Plan (2007) saved Policy 3.18 – Setting of Listed Buildings, Conservation Areas and World Heritage Sites states, *inter alia*, that, “*permission will not be granted for developments that would not preserve or enhance:*
- *The setting of a Conservation Area; or*
 - *Views into or out of a Conservation Area.”*
14. Strategic Policy 12 – Design and conservation of Core Strategy 2011, requires that development ‘*will achieve the highest possible standards of design for buildings and public spaces to help create attractive and distinctive places which are safe, easy to get around and a pleasure to be in. We will do this by: expecting development to conserve or enhance the significance of Southwark’s heritage assets, their settings and wider historic environment, including conservation areas, archaeological priority zones and sites, listed and locally listed buildings, registered parks and gardens, world heritage sites and scheduled monuments.*’
15. The proposed Peckham Hill Street Conservation Area when it is designated, together with the published conservation area appraisal will form part of the Council’s Local Development Framework, which contains all the Council’s planning policies and will be used to guide the design and appearance of development in the designated area and in the determination of planning applications. The proposed Peckham Hill Street Conservation Area appraisal will be noted in the Peckham and Nunhead Area Action Plan (PNAPP). The PNAPP will form part of the Council’s statutory development plan.
16. The Council’s policies relating conservation areas are reinforced by the London Plan 2011 (July) Policy 7.8 ‘Heritage assets and archaeology’: ‘*London’s heritage assets and historic environment, including listed buildings....conservation areas should be identified, so that the desirability of sustaining and enhancing their significance and utilising their positive role in place shaping can be taken into account.*’
17. Article 4 of the General Permitted Development Order provides for two different types of direction. An Article 4(1) direction enables an LPA to dis-apply certain permitted development rights, including those relating to demolition, whilst an Article 4(2) direction relates solely to the removal of such rights in relation to

conservation areas. The Council is empowered to make a Direction when there is a real and specific threat to the character of an area. It will then be in force for a period of 6 months. During that period the necessary consultation will take place. Subsequently the Secretary of State will review the Direction to determine whether it will be approved and extended beyond this period or disallowed.

CONSULTATION

18. As set out above the Council first consulted the Peckham Community Council on 12 May 2011 on the proposed designation of the Peckham Hill Street Conservation Area. A full public meeting was held on the 28 June 2011 in Peckham Library. 2609 letters of the proposed designation of the Peckham Hill Street Conservation Area, Rye Lane Peckham Conservation Area and amendments to the boundary of the Holly Grove Conservation Area, and invitations to attend the public meeting were sent to all occupiers beyond the proposed boundaries. With regards the Peckham Hill Street Conservation Area fourteen feedback forms completed on the day and a further twelve responses received during the consultation period. All consultation responses received were in support of the conservation area. Four of the responses suggested that the conservation area boundary should be extended to include three terraced mid Victorian houses (No's 37-41 Peckham Hill Street) on the eastern side of the road. Two comments were received relating to the Whitten Timber site. One suggested that the site should be included in the Rye Lane Conservation Area along with Peckham Square.
19. The results of the consultation and the amended conservation area boundary were reported to Peckham Community Council on 7 September 2011. The amendments being the inclusion of 37-41 Peckham Hill Street as requested by each owner and one building included in the appraisal, but inadvertently omitted from the boundary map. The Peckham Community Council noted the public consultation and supported the proposal to designate Peckham Hill Street Conservation Area. However, Members requested that in future some examples of how the conservation area affects residents be included in letters or leaflets sent out. The legal officer undertook to work with the design and conservation team to investigate how information sent to residents could be developed in the future.

KEY ISSUES FOR CONSIDERATION

Community impact statement

20. The designation has been consulted in accordance with the Statement of Community Involvement. In line with the Council's Community Impact policies, the impact of the Peckham Hill Street Conservation Area, which is recommended in this report, has been assessed with regard to local people in respect of their age, disability, faith/religion, gender, race and ethnicity and sexual orientation.
21. The designation of a conservation area introduces some additional controls to the planning process: conservation area consent is required for the demolition or substantial demolition of unlisted buildings in the conservation area, and the Council has a duty to have regard to the special architectural or historic interest of the area in determining any planning applications affecting it. However, these controls apply equally to all members of the community and there are no less good implications for any particular communities or groups.

Human rights implications

22. This conservation area 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.
23. This proposal has the legitimate aim of providing for the conservation of the historic environment within the conservation area. 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.

Resource implications

24. The conservation area could generate additional casework for planning staff. However, given the location and scale of many of the proposals in this area there is already an attention to the design and appearance of the proposals and the designation should not result in significant resource implications for the staffing of the Regeneration Department.
25. Other resource implications will be the cost of publishing the Conservation Area Appraisal, which can met within the Regeneration Department's revenue budget. The cover price of the document will be fixed to cover production costs.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Strategic Director of Communities, Law & Governance

26. This report recommends that the Planning Committee be recommended to designate the Peckham Hill Street Conservation Area.
27. A conservation area is an area of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance (*section 69(1), Listed Building Act (LBA) 1990*). A Local Planning Authority (LPA) is under a duty to designate conservation areas within its locality and to review them from time to time (*section 69(2)*).
28. There is no statutory requirement for LPAs to consult with anyone before a conservation area being designated, nor does the Councils Statement of Community Involvement require consultation in respect of designating Conservation Areas. However, English Heritage advises LPAs to consult as widely as possible, not only with local residents and amenity societies, but also with Chambers of Commerce, Public utilities and Highway authorities. Whilst the boundary has altered slightly during the consultation, this has been primarily at the request of the owners of older properties on the boundary to be included within the area. The consultation boundary is beyond the area itself, so those affected by minor changes to the boundary have had an opportunity to comment.
29. There is no formal designation procedure. The statutory procedure simply involves a council resolution to designate being made. The date of the resolution is the date the conservation area takes effect. The designation of conservation areas is reserved to Planning Committee under Part 3F, paragraph 3 of the constitution. Community Councils are invited to comment on proposals in their

area under Part 3H, Planning functions paragraph 4. The Community Councils comments are summarised in the report.

30. There is no statutory requirement on the level of detail that must be considered by an LPA before designation. However, guidance from English Heritage states that it is vital an area's special architectural or historic interest is defined and recorded in some detail. A published character appraisal is highly recommended and can be found at Appendix 2 of this report. The overall impetus for designating a conservation area must be the desire to preserve and enhance the area and the heritage assets and characteristics within it.
31. If the Planning Committee resolves to designate the area shown at Appendix 1 as a conservation area, it is the date of the resolution that is the date of designation. Notice of the designation must be published in at least one local newspaper circulating in the LPA's area and in the London Gazette (*section 70(8), P(LBCA)A 1990*). The Secretary of State and English Heritage must also be notified (*section 70(5)*). There is no requirement to notify the owners and occupiers of premises in the area. The conservation area must be registered as a local land charge (*section 69(4)*).
32. The designation of a conservation area gives the LPA additional powers over the development and the use of land within it in particular in relation to demolition. Following designation development proposals within and that affect views into the conservation area, need to be assessed in respect of it.
33. There is no statutory right of appeal against a building being included in a conservation area. However, it is possible to seek a judicial review of an LPA's decision to designate a conservation area.

Equalities and Human Rights

34. The Equality Act 2010 introduced a single public sector equality duty (PSED). This duty requires us to have due regard in our decision making processes to the need to:
 - a) Eliminate discrimination, harassment, victimisation or other prohibited conduct;
 - b) Advance equality of opportunity between persons who share a relevant protected characteristic and those who do not
 - c) Foster good relations between those who share a relevant characteristic and those that do not share it.
35. The relevant protected characteristics are age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, sexual orientation. The PSED also applies to marriage and civil partnership, but only in relation to (a) above.
36. There has been compliance with the Council's Equalities and Human Rights Scheme 2008-2011 as well as the public sector equality duty as contained within section 149 of the Equality Act 2010. All six equality strands have been duly considered and assessed, this is evidenced in the Equalities and Human Rights Impact Assessment (EqIA).

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Reports to the Peckham Community Council 12 May and 7 September 2011	160 Tooley Street, London SE1 2QH	Constitutional team: constitutional.team@southwark.gov.uk
Equalities Impact Assessment	160 Tooley Street, London SE1 2QH	Michael Tsoukaris, michael.tsoukaris@southwark.gov.uk

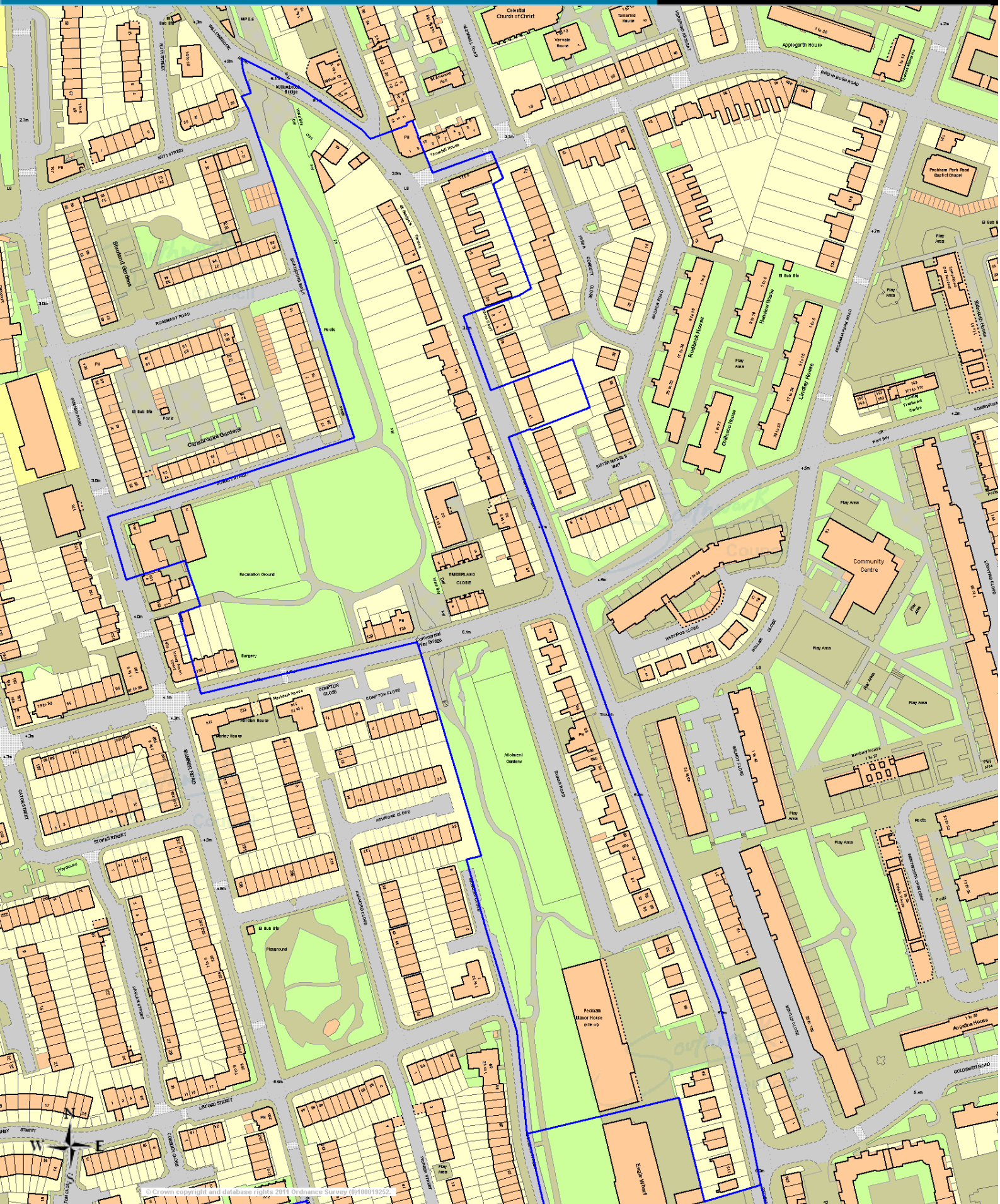
APPENDICES

No.	Title
Appendix 1	Map of the proposed boundary of the Peckham Hill Street Conservation Area
Appendix 2	Peckham Hill Street Conservation Area Appraisal
Appendix 3	Invitation letter to public meeting on 28 June 2011
Appendix 4	Consultation map, letter to businesses and owner/occupiers of proposed conservation area and wider area.

AUDIT TRAIL

Lead Officer	Gary Rice, Head of Development Management	
Report Author	Tracy Chapman, Senior Design and Conservation Officer	
Version	Final	
Dated	26 September 2011	
Key Decision?	No	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments included
Strategic Director of Communities, Law & Governance	Yes	Yes
Finance Director	No	No
Cabinet Member	No	No
Date final report sent to Constitutional Team	7 October 2011	

Date 14/9/2011



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Peckham Hill Street

Conservation Area Appraisal

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Table of Contents

1.	Introduction	4
1.1.	The Conservation Area Appraisal: Purpose.....	4
1.2.	Arrangement of this document.....	4
1.3.	Peckham Hill Street Conservation Area.....	5
	Location.....	5
	Topography	5
1.4.	Planning History.....	5
1.5.	Local Planning Policies.....	5
1.6	National Planning Policy - PPS5: Planning and the Historic Environment.....	7
	Introduction.....	7
1.7	Article IV Directions	8
1.8	Further Information	9
2	Historical Background.....	10
2.1	Origins	10
2.2	19 th century urban development	11
2.3	20 th century urban development	12
3	The Character and Appearance of the Area	14
3.1	Broad Context.....	14
3.2	Local Materials and Details.....	15
3.3	Views and Townscape.....	16
3.4	Key Spaces and Landscape Elements	16
4	Audit.....	17
4.1	Listed Buildings.....	17
4.2	Key Unlisted Buildings and Building Groups.....	17
4.3	Archaeology.....	18
4.4	Negative Elements.....	18
4.5	Environmental Improvements	18
4.6	Potential Development Sites.....	18
5.	Guidelines.....	19
5.1	Introduction.....	19
5.2	Development Form and Urban Morphology.....	19
5.3	New design in the Conservation Area.....	20
5.4	Public Realm.....	21
5.7	Improvements and Repairs Materials	21
5.8	Renewable Energy	25
	Further Reading	27

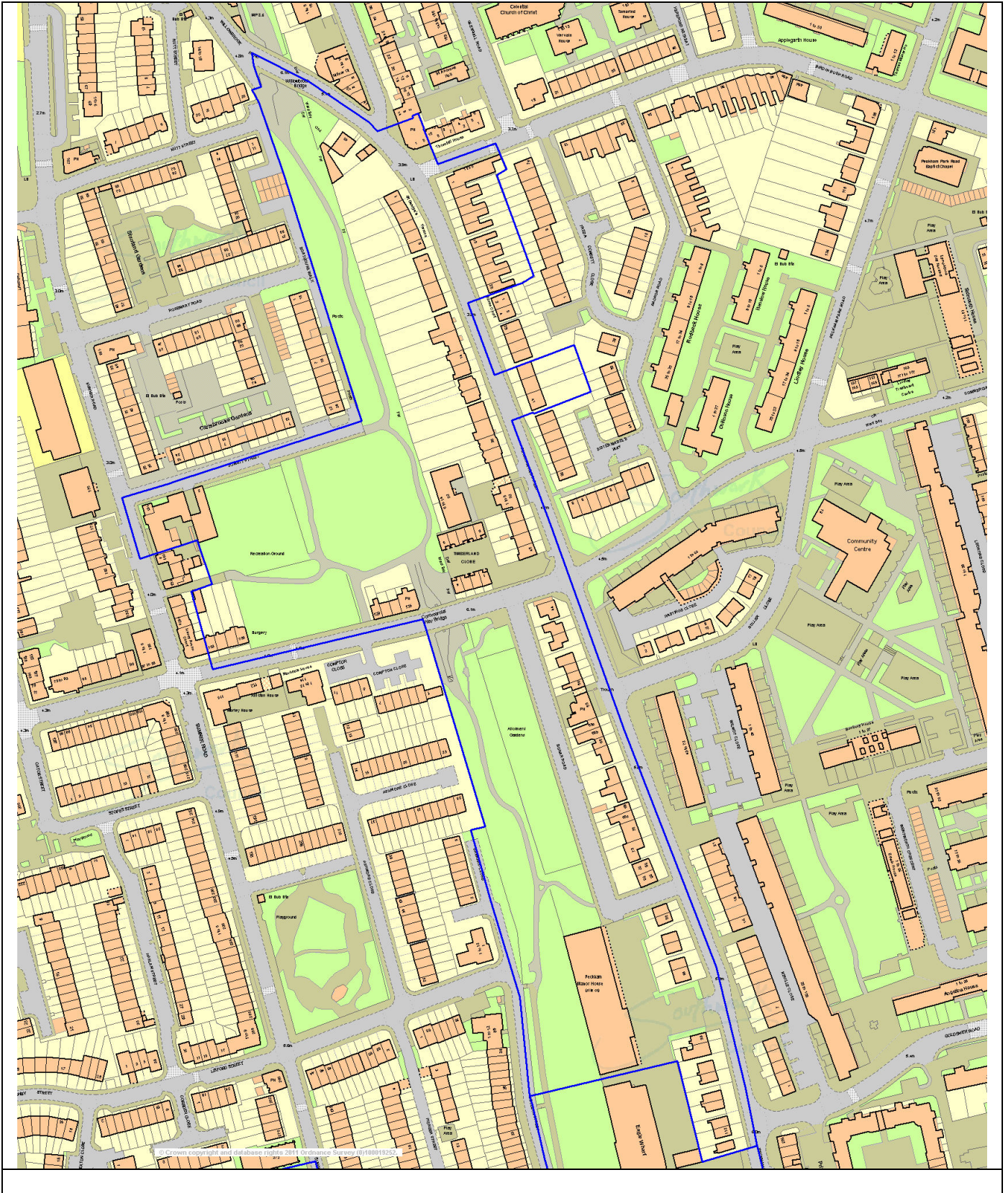


Figure one: Ordnance survey Map, Showing Peckham Hill Street Conservation Area

1. Introduction

1.1. The Conservation Area Appraisal: Purpose

- 1.1.1. The purpose of this statement is to provide both an account of the Peckham Hill Street Conservation Area and a clear indication of the Council's approach to its preservation and enhancement. It is intended to assist and guide all those involved in development and change in the area. Once adopted by the Council, this appraisal will be a material consideration when assessing planning applications.
- 1.1.2. The statutory definition of a conservation area is an "area of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance." Conservation areas are normally centred on listed buildings and pleasant groups of other buildings, open space, or an historic street pattern. A town space or features of archaeological interest may also contribute to the special character of an area. It is, however, the character of an area, rather than individual buildings, that such a designation seeks to preserve or enhance. The most recent legislation dealing with conservation areas is the Planning (Listed Buildings and Conservation Areas) Act, 1990 (Sections 69 to 78). Guidance to the legislation is given in Planning Policy Statement 5 'Planning for the Historic Environment' (PPS 5) and the related Historic Environment Planning Practice Guidance, published by the Department of Communities and Local Government in March 2010.
- 1.1.3. Planning legislation requires that special attention shall be paid to the desirability of preserving or enhancing the character or appearance of the conservation area. In doing this the emphasis will be on control rather than prevention, to allow the area to remain alive and prosperous but at the same time to ensure that any new development accords with its special architectural and visual qualities.
- 1.1.4. This statement has been prepared following guidance given by English Heritage in their note "Conservation Area Appraisals".

1.2. Arrangement of this document

- 1.2.1. Following the Introduction, Section 2 provides a brief history of the area and its development. Section 3 starts with a broad appraisal of its character and appearance, with reference to the range of materials, details and building types to be found in the area. Section 3 then goes on to describe the area with specific reference to architectural and historic qualities, views and townscape, the character and relationship of public and green spaces. Section 4 provides an audit of the features of special interest of the area, including listed buildings, particular groups of unlisted buildings, and any elements that detract from the conservation area. Section 5 provides guidelines for future management and change in the conservation area.

1.3. Peckham Hill Street Conservation Area

Location

1.3.1. The Peckham Hill Street Conservation Area is located directly to the north of the commercial core of Peckham, two miles south of London Bridge and situated between Camberwell, to the west, and New Cross, to the east. The conservation area is principally centred on Peckham Hill Street, which connects the commercial core of Peckham with the north of the borough. The southern edge of the conservation area is bounded by the Rye Lane Peckham Conservation Area; northwards the conservation area extends to Willowbrook Bridge. Essentially the Peckham Hill Street Conservation Area is based upon a group of early to mid 19th century housing with structures and open spaces associated with the former Grand Surrey Canal.

Topography

1.3.2. From the Thames the land rises gently to Peckham before climbing steeply to the high ground of Streatham and Dulwich at over 50 metres above O.S. Datum. Visually the area is effectively level. Geologically the settlement is largely built on deposits of laminated clay, peat and sand, interrupted by a ridge of clay, shell, sand and pebble beds.

1.4. Planning History

1.4.1. The Peckham Hill Street Conservation Area was designated by Southwark Council on ***** as a conservation area, under the Civic Amenities Act of 1967.

1.5. Local Planning Policies

1.5.1. The Southwark Core Strategy 2011 was formally adopted by the Council on 6th April 2011. The Southwark Core Strategy is a planning document which sets out the strategic framework for the borough. Strategic Policy 12 – Design and Conservation is particularly relevant to development within conservation areas.

Strategic Policy 12 – Design and Conservation

Development will achieve the highest possible standard of design for buildings and public spaces to help create attractive distinctive places which are safe, easy to get around and a pleasure to be in.

1.5.2. The following Southwark Plan (2007) policies relating to conservation areas have been saved and have no diminished relevance, as they are consistent with the core strategy.

Policy 3.15 – Conservation of the Historic Environment

Development should preserve or enhance the special interest or historic character or appearance of buildings or areas of historical or architectural significance. Planning proposals that will have an adverse effect on the historic environment will not be permitted.

The character and appearance of Conservation Areas should be recognised and respected in any new development within these areas. Article 4 directions may be imposed to limit permitted development rights, particularly in residential areas.

In this policy the term historic environment includes Conservation Areas, listed buildings, scheduled monuments, protected London Squares, historic parks and gardens and trees that are protected by Tree Preservation Orders, trees that contribute to the character or appearance of a Conservation Area and ancient hedgerows.

Policy 3.16 – Conservation Areas

Within Conservation Areas development should preserve or enhance the character or appearance of the area.

New Development, including Alterations and Extensions

Planning permission will be granted for new development, including the extension or alteration of existing buildings provided that the proposals:

- *Respect the context of the Conservation Area, having regard to the content of Conservation Area Appraisals and other adopted Supplementary Planning Guidance / Documents; and*
- *Use high quality materials that complement and enhance the Conservation Area; and*
- *Do not involve the loss of existing traditional features of interest which make a positive contribution to the character or appearance of the Conservation Area; and*
- *Do not introduce design details or features that are out of character with the area, such as the use of windows and doors made of aluminium or uPVC or other non-traditional materials.*

Where appropriate development in Conservation Areas may include the use of modern materials or innovative techniques only where it can be demonstrated in a design and access statement that this will preserve or enhance the character or appearance of the Conservation Area.

Demolition

Within Conservation Areas, there will be a general presumption in favour of retaining buildings that contribute positively to the character or appearance of the Conservation Area. Planning permission will not be granted for proposals that involve the demolition or substantial demolition of a building that contributes positively to the character or appearance of the Conservation Area, unless, in accordance with PPG 15 or any subsequent amendments, it can be demonstrated that:

- *Costs of repairs and maintenance would not be justified, when assessed against the importance of the building and the value derived from its continued use, provided that the building has not been deliberately neglected; and*
- *Real efforts have been made to continue the current use or find a viable alternative use for the building; and*
- *There will be substantial planning benefits for the community from redevelopment which would decisively outweigh loss from the resulting demolition; and*
- *The replacement development will preserve or enhance the character or appearance of the conservation area and has been granted planning permission.*

Implementation

Submission of details demonstrating that a contract for the construction of the replacement development has been let will be required prior to implementation of the development.

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

Permission will not be granted for developments that would not preserve or enhance:

- *The immediate or wider setting of a listed building; or*
- *An important view(s) of a listed building; or*
- *The setting of a Conservation Area; or*
- *Views into or out of a Conservation Area; or*
- *The setting of a World Heritage Site; or*
- *Important views of or from a World Heritage Site.*

Policy 3.19 – Archaeology

Planning applications affecting sites within Archaeological Priority Zones (APZs), as identified in Appendix 8, shall be accompanied by an archaeological assessment and evaluation of the site, including the impact of the proposed development. There is a presumption in favour of preservation in situ, to protect and safeguard archaeological remains of national importance, including scheduled monuments and their settings. The in situ preservation of archaeological remains of local importance will also be sought, unless the importance of the development outweighs the local value of the remains. If planning permission is granted to develop any site where there are archaeological remains or there is good reason to believe that such remains exist, conditions will be attached to secure the excavation and recording or preservation in whole or in part, if justified, before development begins.

Reasons

Southwark has an immensely important archaeological resource. Increasing evidence of those peoples living in Southwark before the Roman and medieval period is being found in the north of the borough and along the Old Kent Road. The suburb of the Roman provincial capital (Londinium) was located around the southern bridgehead of the only river crossing over the Thames at the time and remains of Roman buildings, industry, roads and cemeteries have been discovered over the last 30 years. The importance of the area during the medieval period is equally well attested both archaeologically and historically. Elsewhere in Southwark, the routes of Roman roads (along the Old Kent Road and Kennington Road) and the historic village cores of Peckham, Camberwell, Walworth and Dulwich also have the potential for the survival of archaeological remains.

PPG16 requires the council to include policies for the protection, enhancement and preservation of sites of archaeological interest and of their settings.

1.6 National Planning Policy - PPS5: Planning and the Historic Environment

Introduction

- 1.6.1 Planning Policy statements set out the Government's national policies on different aspects of spatial planning in England. PPS5 sets out the planning policies on the conservation of the historic environment. The policies in PPS5 are a material consideration which must be taken into account in development management decisions where relevant.
- 1.6.2 PPS5 sets out that those parts of the historic environment that have significance because of their historic, archaeological, architectural or artistic interest are called heritage assets. Some heritage assets possess a level of interest that justifies designation and particular procedures apply to decisions that involve them. Designated assets are:
- World Heritage Sites;
 - Scheduled monuments;
 - Listed Buildings;
 - Protected wreck sites;
 - Conservation Area;
 - Registered Parks and Gardens; and
 - Registered battlefields.

1.6.3 PPS5 also covers heritage assets that are not designated but which are of heritage interest and thus a material planning consideration. Guidance to help practitioners implement these policies, including the legislative requirements that underpin it, is provided in Planning for the Historic Environment practice Guide. The policies and guidance under PPG15 have now been replaced by this PPS5 and the Practice Guidance.

The Policies

1.6.4 The value of the historic environment, and the contribution it makes to our cultural, social and economic life, is set out in the Government's Statement on the Historic Environment for England 2010. PPS5 comprises policies that will enable the Government's vision for the historic environment as set out in this statement to be implemented through the planning system. The relevant policies to this designated heritage asset are set out below:

- Policy HE1: Heritage Assets and climate change;
- Policy HE2: Evidence base for plan-making;
- Policy HE3: Regional and local planning approaches;
- Policy HE4: Permitted development and article 4 directions;
- Policy HE5: Monitoring indicators;
- Policy HE6: Information requirements for applications for consent affecting heritage assets;
- Policy HE7: Policy principles guiding the determination of applications for consent relating to all heritage assets;
- Policy HE8: Additional policy principle guiding the consideration of applications for consent relating to heritage assets that are not covered by policy HE 9;
- Policy HE9: Additional policy principles guiding the consideration of applications for consent relating to designated heritage assets;
- Policy HE10: Additional policy principles guiding the consideration of applications for development affecting the setting of a designated heritage asset;
- Policy HE11: Enabling Development; and
- Policy HE12: Policy principles guiding the recording of information related to heritage assets.

1.7 Article IV Directions

1.7.1 Article 4 of the General Permitted Development Order provides for two different types of direction. An Article 4(1) direction enables an LPA to dis-apply certain permitted development rights, including those relating to demolition, whilst an Article 4(2) direction relates solely to the removal of such rights in relation to conservation areas. The Council is empowered to make a Direction when there is a real and specific threat to the character of an area. It will then be in force for a period of 6 months. During that period the

necessary consultation will take place. Subsequently the Secretary of State will review the Direction to determine whether it will be approved and extended beyond this period or disallowed.

1.7.2 Though the Council is not opposed in principle to alterations and improvements it is, however, seeking to preserve or enhance the special architectural and historical interest of the area. Under the terms of the Direction, planning permission would have to be obtained before any of the following works could be carried out, to the unlisted properties within the conservation area:

- The enlargement, improvement or other alteration of a dwelling house (including changes to windows, doors, roofs and front boundary hedges) insofar as such development would alter the external appearance of the house, as viewed from a public highway;
- The rendering or use of stone or other cladding to external walls;
- The erection or construction of a porch outside any external door at the front of a dwellinghouse
- The construction within the curtilage of a dwelling house of a hardstanding for vehicles;
- The erection or construction of gates, fences or walls or other means of enclosure;
- Erection of satellite dishes;
- Installation of solar panels; and
- The painting of external walls.

1.8 Further Information

1.8.1 This document is not exhaustive, and further advice and information can be obtained from the Planning Department, London Borough of Southwark.

1.8.2 Information on the Southwark Plan, including electronic versions of the plan and supplementary planning guidance, can be found on the Council's web site at www.southwark.gov.uk.

2 Historical Background

2.1 Origins

- 2.1.1 For most of its history, Peckham was a small settlement without a church and administratively lay within the parish of St Giles, Camberwell. Peckham fell within the county of Surrey until 1889, when it was taken into the County of London. After 1900 the area was administered by the Metropolitan Borough of Camberwell until 1965, when the London Borough of Southwark was formed.
- 2.1.2 Peckham was first mentioned in the 11th century Domesday Book, as *'Pecheham'*. The spelling of Peckham derives from the Old English words *'peak'* and *'ham'*, describing a village or homestead by a peak or hill. Peckham's origins are as a small rural hamlet, without a direct connection to the metropolis. The nearest major route to the capital from Peckham having been the Old Kent Road, to the northeast.
- 2.1.3 In the 13th century the Camberwell area was divided into eleven estates. One of these estates is in the area covered by the Peckham Hill Street Conservation Area: Peckham Manor (also known as Camberwell Manor, or Camberwell and Peckham Manor). Peckham Manor was located in the area to the west of Peckham Hill Street and to the north of Peckham High Street. Today, Whitten Timber Yard is located on the site of the former Peckham Manor House. Peckham Hill Street (formerly Hill Street) was named after Mrs Martha Hill who bought Peckham Manor House in 1732.
- 2.1.4 Most of the Camberwell parish was rural until the beginning of the 19th century and Peckham consisted mainly of meadows, arable land and gardens. It provided market gardens and pasture for animals being driven to the London markets, especially following transport improvements to the city. Peckham's location and relative proximity and access via the Old Kent Road gave it a particularly prominent position within the trade. Peckham; like Camberwell, was a location for a large fair which was held on common lands and then in the High Street, until its abolition in 1835.
- 2.1.5 From the 17th century, Peckham developed as an out-of-town residence for courtiers and merchants and then as a holiday resort. Facilities to be found at Peckham at this time, included: public houses, a theatre, schools, non-conformist chapels and an annual fair. However, in the 18th century Peckham was still officially considered a hamlet, despite these cosmopolitan and leisure-based facilities. Although from about 1722 Peckham was sometimes also referred to as a 'town'. For example, in 1722 a list of post offices includes 'deliveries to Peckham Town and Peckham Rye'; and a map dated 1739 detailing the possessions of the manor of Frierne also labels the settlement 'Peckham Town', reflecting its increasingly urbane character.
- 2.1.6 During the 18th century improved communications, brought Peckham closer to the capital and facilitated its development. Regular mail deliveries (1710) and coach services (1744) to central London, improvements in roads did not have an immediate impact on suburban development. However, the opening of Blackfriars Bridge in the late 18th century and then in 1782, the establishment of two turnpike roads linking the bridge with Peckham and Dulwich; via St George's Circus, did begin to stimulate development on the south side of the River Thames. However this was not immediately the case in Peckham. A map of

Peckham from 1797, indicates that at this time the only development to exist within the conservation area, was on the site of the Peckham Manor House. In 1672 Sir Thomas Bond built a house on the site of the former Manor House. The remainder of the land within the boundary of the conservation area was still laid out as fields, with just two roads along the line of the present Peckham Hill Street and Peckham Park Road.

2.2 19th century urban development

- 2.2.1 During the early 19th century Peckham continued to develop from satellite village to suburb. It saw the growth of new residential developments in Peckham by speculative builders, encouraged by the improvement in road links through Southwark to the Thames bridges. To the north of Peckham High Street, a new district, known as Peckham New Town, was built, centred on what is now Peckham Hill Street. Peckham Hill Street was formerly known as Lord Lane and skirted the grounds of Sir Thomas Bond's mansion. It was then named Hill Street after the Hill family, which once owned the land, which was later developed, by the Shard family after 1812.
- 2.2.2 The construction of three new bridges: Vauxhall (1816), Waterloo (1817) and Southwark (1819) significantly improved links between South London and the metropolis. The improved transport links provided a lifestyle for the relatively wealthy who wanted to be near London, but who also desired clean air and the countryside. The population of the parish of Camberwell quadrupled between 1801 and 1831. However, the process of change was not consistent, with different stages of development co-existing within the same area. A Tithe Survey (published 1842), indicated that only a quarter of the surveyed land in the parish of Camberwell had been built upon by 1837-38. However, over half of the land was still being used as pasture and approximately a fifth, as arable land and market-garden.
- 2.2.3 Another impact on suburban development was the cutting of the Grand Surrey Canal, from Rotherhithe to near to Camberwell Road (1801-1811). In 1801 the Grand Surrey Canal Company obtained an Act for a canal from Rotherhithe to Mitcham. Originally a much larger network was planned, but only the branch to Peckham was ever opened (1826). The canal here was built on part of the Peckham Manor lands, which was acquired for the purpose in around 1807. The Peckham branch ran northwards parallel to Peckham Hill Street, with the head of the canal located to the north of Peckham High Street (situated in the Rye Lane Peckham Conservation Area). Here the land was once used for: wharfs, timber yards and warehouses.
- 2.2.4 Greenwoods map from 1830 is an indicator of the change to the conservation area, following cutting of the Grand Surrey Canal. By 1830 the southern end of the conservation area had been developed southwards from Commercial Way (then known as New Road) down towards to Peckham High Street. The map shows that groups of terraces and semi-detached houses had developed along the western side of Peckham Hill Street with the long gardens (typically 40-45 metres) backing onto the canal towpath. The canal head now occupied the site of the former Peckham Manor House. To the north of Commercial Way, no development had yet taken place and open land remained.

- 2.2.5 Between 1845-7 the former St. Luke's Church of England Primary School (now community centre) was built on Sumner Road, on the edge of the conservation area. The yellow brick and stone Grade II listed school was built to provide education to Peckham's expanding population.
- 2.2.6 Between 1865-66 the railway arrived in Peckham. Firstly the Crystal Palace to South London Junction Railway, followed by the South London line connecting Victoria Station and London Bridge. Both lines shared a station Peckham Rye, which built to the west of Rye Lane. In 1869 the tram network was extended across from Camberwell, along Peckham High Street. In the mid to late 19th century development throughout Peckham continued and a network of streets were developed on the former open land and as the population increased, commercial activity intensified. During this period of development, the social cachet of Peckham changed. Whilst some upper middle-class residents remained, on the whole the genteel were replaced by: lower middle and skilled working classes.
- 2.2.7 A map from 1879 confirms that by then, most of the significant changes to the conservation area had occurred. New Road had also been renamed Commercial Way and the area to the north had become developed. At the very northern end of the conservation area, Willowbrook House had been built, set within a spacious garden. Willowbrook House is the former canal manager's house and was erected in the 1840's and now home to the Willowbrook Centre. To the south of Willowbrook Road, the 1879 map indicates that the new houses on the western side had 30 metre gardens backing on the canal towpath. Alternatively the house directly to the east; No's 1-23 Peckham Hill Street, had smaller gardens typically 20 metres. In the area now occupied by the Commercial Way Recreation Ground, small terraced house on tight plots had been constructed. This was with exception of those houses constructed onto Commercial Way itself, where the properties and gardens were comparable to those on Peckham Hill Street. At the southern end, the gardens (No's 78-110 Peckham High Street) backed onto the canal side wharfs. Elsewhere along Peckham Hill Street there were the occasional late 19th century infill developments such as No's 68-68a Peckham Hill Street. This is a pair of two storey houses at the end of a terrace. The houses have characteristic late Victorian bay windows with classical detailing around the doors and windows.
- 2.2.8 Significant late 19th century/ early 20th century interventions within the conservation area, include the remodelling of existing public house at the southern end at Peckham Hill Street, The Globe and the construction of the Glengall Tavern at the junction with Bird in the Bush Road. The Globe is an attractive Arts and Crafts former public house, now converted to housing. The Glengall Tavern dominates views at the northern end of the conservation area. These public houses were once popular places for the local working men to spend their leisure time.

2.3 20th century urban development

- 2.3.1 The early part of the 20th century was a period of stability rather than significant change in Peckham. However, a 1916 map of Southwark indicates some changes to the conservation area. For example the gardens to the Peckham Hill Street houses; south of Commercial Way, had been reduced in size for the construction of Bonar Road. This

road served the new Borough Council Depot. Between the canal and Bonar Road small terraced houses were also constructed. Other changes to the north of Commercial Way included the garden of Winterbrook Road becoming a timber yard and the Hope Wharf being constructed to the rear of No's 34-40 Peckham Hill Street.

- 2.3.2 Heavy bombing in Peckham World War II accelerated the pre-war programme of slum clearance. Large areas directly adjoining the conservation area were cleared away and estates constructed. The late 19th century housing and street patterns were eradicated as the area was redeveloped for social housing from the 1960's. The conservation area was affected post World War II with the clearance of the terrace housing on Bonar Road and the creation of the allotment gardens and the construction of Whitten Timber Yard. Elsewhere the changes were more small scale involving extensions and alterations to existing properties such as the early 20th century two storey extension between No's 24 and 26 Peckham Hill Street.
- 2.3.3 In 1971 the Peckham branch of the Grand Surrey Canal was closed, following closure of the Surrey Docks. A linear park linking Peckham with Burgess Park was subsequently created by the in filling of the canal and landscaping the areas adjacent to it. Other late 20th century changes included the demolition and clearance of Hope Wharf and the terraced houses on the site of the Commercial Way Recreation Ground. Essentially the conservation area has retained its 19th century character, with limited modern interventions despite the clearance of some areas. Late 20th century developments include: No's 1-9 Timberland Close on the former Hope Wharf and No's 35-39 Peckham Hill Street. The Peckham Hill Street development has attempted to replicate the late 19th century housing with its brick facades and bay window, although the high boundary treatment provides for a dead frontage onto the street. In contrast the Timberland Close houses have introduced a palette of materials (cladding system walls and profiled sheet roof), which are incongruous and do little to enhance the conservation area. More successful is the recent two storey residential development at No. 32 Peckham Hill Street, whilst clearly modern reflects the: proportions, linearity and materials of the neighbouring properties.

3 The Character and Appearance of the Area

3.1 Broad Context

- 3.1.1 The Peckham Hill Street Conservation Area, essentially the remnants of a 19th century planned suburban development with a strong landscape element, which contrast with the post-war housing immediately to the east, timber yard to the west and Peckham High Street to the south. The conservation area is largely characterised by flat yellow front stock brick houses, either in terraces or in semi-detached pairs. These buildings vary in height from two and three storeys (with attics) and one, two or three bays in width. Common features in the conservation area include: round arched windows some recessed, segmental-headed windows, blind panels and high parapets. Unlike other residential areas in Peckham, stucco front facades do not prevail.
- 3.1.2 Most houses in the conservation area have generous back gardens, with much altered rear elevations. Many look out on to, and are visible from, the landscape areas such as the: Surrey Canal Walk, Commercial Way Recreation Ground and Bonar Road Allotment Gardens. The uninterrupted views of these green spaces make an important contribution to the character of the conservation area. The rear gardens of the listed properties (No's 44-72 Peckham Hill Street) are accessed by paths passing through solid timber framed garden doors/gates at the sides of each pair of properties. In a number of cases additional security fencing has been placed over these gates.
- 3.1.3 Houses constructed before 1840 typically have their roofs concealed behind parapets. Those properties constructed after 1840 have overhanging roofs. A central chimneystack serving adjoining properties is a common feature of the conservation area.
- 3.1.4 The southern stretch of the conservation area starts with No. 44 Peckham Hill Street, a much altered 1820's villa. This section is characterised by early 19th century villas and semi-detached villas. Of particular note are No's 60-62 (even) and 64-66 (even) Peckham Hill Street which are two semi-detached properties, whose rears, with their elliptical bays, originally looked onto the canal. No. 64 Peckham Hill Street retains a number of original features.
- 3.1.5 No's 78-114 (even) Peckham Hill Street were built on the grounds of Peckham Manor during the early 1800's. Whilst together they appear as a single 19th century development of semi-detached villas, in fact they are a group of six pairs, two terraces of four houses and four detached houses. This group of buildings has a strong vertical emphasis. No's 78-80, 82-84, 86-88 (even) are three former semi-detached houses, 3 storeys and a basement (c.1820). These houses are characteristic of South London houses of the date, with the raised ground floor, round topped windows and recesses. No's 98-100 (even) are Grade II listed and the remaining two houses of a terrace of four (c.1820). No's 102-104 (even) and 106-108 (even) Peckham Hill Street are two pairs of semi-detached villas (c.1820) also Grade II listed. Completing the group are No's 110-114 (even) Peckham Hill Street which are comparable in date and design, but unlisted. No. 114 is two storeys and No. 110 is the only property in the conservation area with a mansard extension.
- 3.1.6 At the northern end of the conservation area is No. 48 Willowbrook Road, a former house (c.1840) which is Grade II listed. Opposite at the junction with Bird in Bush Road is

Glengall Tavern, a 3 storey late Victorian public house in a Tudor style. Continuing south No's 1-23 (odd) Peckham Hill Street are typical of the mid-Victorian residential development in Peckham. Here the proportions of the properties have changed from those built during the early 19th century and have a strong horizontal emphasis. Renaissance detailing is also evident; however stucco console bracketed cornices above ground floor windows have been lost, with the exception of No. 1. The roofline is hidden behind a pediment and No's 1-11 (odd) Peckham Hill Street retain a central tympanium, which has been lost from the second terrace group. This group of houses is comparable to those in Blenheim Grove, in the nearby Holly Grove Conservation Area. There is then a break in the conservation area (Karen Court and No's 29-35 (odd) are not included) until No's 37-41 (odd) Peckham Hill Street. This is a terrace of 3 mid Victorian houses comparable to those round on the western side of Peckham Hill Street.

- 3.1.7 On the opposite side of the road to No's 1-23 (odd) Peckham Hill Street, is St. George's Terrace. This group of 6 properties dates from c1850 are a storey taller and plainer than the other houses in this section of the conservation area. Adjacent to St. George's Terrace are No's 2-8 Peckham Hill Street, which is a terrace of 4 houses, which formerly all had projecting porches. Further along this stretch No's 18-20 (even) and 22-24 (even) Peckham Hill Street are two pairs of semi-detached mid-Victorian villas. This section of the street is completed by No's 34-40 (even) Peckham Hill Street which is a terrace of Grade II listed houses, retaining a number of original fanlights and doors.
- 3.1.8 The majority of the properties within the Peckham Hill Street Conservation Area have undergone some degree of alteration and repair. These works include: rebuilt parapets, replacement doors and windows. Whilst originally the properties within the conservation area were single dwellings, the majority have now subsequently been sub-divided into flats. However, a large number of historic windows remain to both the listed and unlisted buildings within the conservation area.
- 3.1.9 Together the buildings within the Peckham Hill Street Conservation Area constitute a significant survival of low-density 19th century developments. The conservation area contrasts with the neighbouring Rye Lane Peckham Conservation Area, where the former houses have been altered by the insertion of front extensions and shops.

3.2 Local Materials and Details

- 3.2.1 Most of the conservation area was constructed between the early 19th century and 20th century, using a relatively limited range of materials mainly to classical and, later, revivalist architectural styles. The common material palette used throughout the building period is:
- Yellow London stock brick, as the basic construction material;
 - Stucco dressings, often ornate in later buildings, although absent in earlier examples where openings are left plain and square;
 - Slate roofs to shallow pitches, with over hanging eaves and lead-rolled or tiled hips; and
 - Pitched roofs falling to eaves parapets, with stucco or brick cornices.

3.3 Views and Townscape

- 3.3.1 As the conservation area has such a homogenous character there are very few landmark buildings as termination points for views, except perhaps the former Glengall Tavern, Bird in the Bush Road. The long views to the conservation area are mainly north-south, with northward views dominated by the London Bridge Tower. The best views into the conservation area are from the eastern boundary where the front elevations of the Peckham Hill Street buildings can be viewed.
- 3.3.2 The key approaches into the conservation area are: north-south along Peckham Hill Street and east-west along Commercial Way. With generous front gardens and relatively low rise housing, the conservation area retains much of its 19th and early 20th century character. The relationship between the height of the buildings on the western side of Peckham Hill Street and the distance between them and those outside the conservation area on the eastern side presents broad prospects.
- 3.3.3 A key view within the conservation area is the one north-south along Peckham Hill Street, which is dominated by the London Bridge Tower. Along Surrey Canal Walk the views southwards are framed by the Peckham Arch, and northwards once again dominated by the London Bridge Tower. At the junction with Commercial Way views open up out of the conservation area to the neighbouring post-war housing estates.

3.4 Key Spaces and Landscape Elements

- 3.4.1 The reasonably constant building line of houses coupled with greenery in front of gardens and public green spaces help create well defined street spaces. Commercial Way Recreation Ground formed from clearance sites and the Surrey Canal Walk form an attractive green backdrop to the conservation area.
- 3.4.2 The 19th century layout deliberately included green open spaces as a setting for new houses. All properties along Peckham Hill Street; within the conservation area, have retained front garden spaces laid out in varying ways and with a variety of modern front garden walls, fences, railings and hedges. There are no original boundary treatments remaining in the conservation area.
- 3.4.3 Original ground surfacing materials have been lost throughout the conservation area. The most significant surviving element is the broad, flat granite kerbstones which are still widespread. Public footways are paved with concrete paving slabs crossed by a number of vehicle crossovers and generally in a fair condition.
- 3.4.4 Street furniture is largely of the late 20th century design and consists primarily of metal municipal lighting columns painted grey and street sign poles.

4 Audit

4.1 Listed Buildings

4.1.1 The list of buildings of special architectural or historic interest for Southwark was updated in 2010. Detailed list descriptions are available from the Council. The following buildings within the Peckham Hill Street Conservation Area are statutorily listed:

- No's 34-40 Peckham Hill Street;
- No's 98-100 Peckham Hill Street;
- No's 102-104 Peckham Hill Street;
- No's 106-108 Peckham Hill Street;
- Former St. Luke's Church of England Primary School, No. 161 Sumner Road; and
- No. 48 Willowbrook Road.

4.2 Key Unlisted Buildings and Building Groups

4.2.1 The main defining elements of the conservation area are groups of buildings that combine into frontages that define streets, spaces and views. Often this group value of buildings is as important as the individual characteristics of listed buildings, and the scale, containment and background character that they provide is essential to the character of the conservation area. The following building groups are of particular note:

- Glengall Tavern, Bird in Bush Road;
- Canal Bridge, Commercial Way;
- 103-109 Commercial Way;
- No's 1-11 (odd) Peckham Hill Street;
- No's 13-23 (odd) Peckham Hill Street;
- No's 2-8 (even) Peckham Hill Street;
- No's 10-16 (even) Peckham Hill Street;
- No's 18-20 (even) Peckham Hill Street;
- No's 22-30 (even) Peckham Hill Street;
- No's 56-62 (even) Peckham Hill Street;
- No's 64-66 (even) Peckham Hill Street;
- No's 78-88 (even) Peckham Hill Street;
- No's 110-114 (even) Peckham Hill Street;
- No's 1-6 St. George's Terrace; and
- Canal Bridge, Willowbrook Road.

4.3 Archaeology

- 4.3.1 The Peckham Hill Street Conservation Area lies outside the Peckham Village Archaeological Priority Zone; however archaeological sites and areas of interest are present within it. The site of the Peckham manor house is of archaeological interest. Proposals for the redevelopment of this site should be informed by archaeological evaluation prior to the commencement of design work. The remains of the Grand Surrey Canal are also of interest and are worthy of preservation.

4.4 Negative Elements

- 4.4.1 Whilst the Peckham Hill Street Conservation Area remains substantially intact, the cumulative effect of small scale changes is damaging the overall character and appearance of the conservation area. Particular problems within the Peckham Hill Street Conservation Area include: replacement windows, loss of architectural details, inappropriate repair methods and materials, inappropriate front garden treatments.
- 4.4.2 The Whitten Timber Yard creates a serious gap in the street frontage. The grey painted side flank wall to No. 98 and palisade security fencing is visually intrusive. A wide vehicle access exposes a large concrete yard and a modern warehouse behind.
- 4.4.3 No's 1-9 Timberland Close is a modern two storey housing development off Commercial Way. The houses are incongruous in their design and materials and do little to enhance the conservation area.

4.5 Environmental Improvements

- 4.5.1 Piecemeal improvements to the front gardens of individual properties have degraded the public realm along Peckham Hill Street. Higher quality materials, walls, hedges need to be encouraged.
- 4.5.2 Opportunities exist within the conservation area for removal of inappropriate modern alterations such as: UPVC windows and modern doors. Consideration should also be given to the relocation of satellite dishes to the rear or roofline.

4.6 Potential Development Sites

- 4.6.1 There are few potential development sites within the conservation area. An opportunity exists for redevelopment of the Whitten Timber Yard. The introduction a building of no more than 3 storeys on Peckham Hill Street, would re-establish the street frontage.
- 4.6.2 Replacement of listed structures will usually prove unacceptable and replacement of unlisted structures will normally only be entertained where existing buildings do not make a positive contribution to the character and appearance of the conservation area and the proposal can be shown to positively preserve or enhance that character and appearance. A number of potential redevelopment sites adjoin the conservation area. Proposals for such sites will need to demonstrate that there is no detrimental effect on the character or appearance of the adjoining conservation area.

5. Guidelines

5.1 Introduction

Purpose of this guidance section

- 5.1.1 This section of the report draws out from the appraisal those themes that are essential to the Peckham Hill Street Conservation Area's historical character, to which new development and improvement should pay heed. It is not intended to provide a perspective methodology for new design in the area or to exclude innovation.
- 5.1.2 It should also be noted that architectural style, in terms of the design of elevations, selection of materials, detailing and so on, is only part of the concern. Equally important are townscape issues of mass, overall form, building placement relative to the public realm, creation and presentation of views and vistas, quality of boundary treatments, and visual impacts of utility areas such as parking, servicing and site access.

Consulting the Council

- 5.1.3 The Council's conservation officer should be consulted prior to undertaking any alterations to the exterior of buildings within the conservation area and it is likely that planning permission and /or conservation area consent to demolish will be required for most significant works. Where a building is listed, there are stricter controls on what the owner can and cannot do. Most works to a listed building, whether internal or external, will require listed building consent where they are considered to affect the special architectural or historic interest of the building. Replacement of listed structures will usually prove unacceptable, and replacement of unlisted structures will normally only be entertained where existing buildings do not make a positive contribution to the character and appearance of the conservation area and the proposal can be shown to positively preserve or enhance that character and appearance. If unauthorised work is carried out the Council can enforce against it.
- 5.1.4 The following guidance provides some indication of the most appropriate approach to common problems and development pressures within the area. It is always wise to seek advice from the Council's planning and conservation officers before considering any building work.

5.2 Development Form and Urban Morphology

- 5.2.1 Renewal of the area is required through the redevelopment, alteration and renovation of buildings. In some cases poor development in relatively recent times will give the opportunity for redevelopment that can respond more sensitively to the special character of the conservation area. New development should be seen as an opportunity to enhance the conservation area.

Street and plot patterns

- 5.2.2 It is important that the overall form of development remains in keeping with the morphological characteristics of the area. The urban form of the conservation area is key, and any change must consider the basic principles that have determined it.
- 5.2.3 Development can therefore respond by:

- Maintaining the established or historic building line on the street – in most of the conservation area this means setting building frontages back to provide front property boundaries defined by railings, low walls and fences. It is important to restore and continue the street definition these create;
- Keeping utility areas behind the street frontage and retaining the front garden boundary line, as opposed to creating parking areas to the front of the properties;
- Maintaining the mature trees and hedges that add to the amount of soft landscaping in the conservation area, complementing the Surrey Canal Walk and Commercial Way Recreation Ground.

Building form

5.2.4 The common building forms in the conservation area also determine the way development and changes can take place. The predominant building type is 19th century speculative housing development that contributes to the cohesive character of the place. These generate a visual rhythm in the street or relatively narrow frontages, 5 to 6 metres that gives a strong verticality to elevations even though they may be only two or three storeys (with basements) high. Wider or doubled plots fit into the scene where they retain this verticality. Most properties have now been converted into flats but this should not detract from the character of the conservation area through the need for increased parking spaces and other factors related to over-development. Particular characteristics which should be observed in conversion and new design are:

- Heights of two or three storeys and not less than two – in each situation buildings should remain within the range of heights of the block of buildings in which it is sited;
- Roof lines are typically seen as parapets behind which the roof structure is not visible from the street level or low pitched roofs. Given the cohesive nature of the roofscape to properties within the conservation area, mansard roof extensions would not be considered appropriate;
- Relatively narrow plot widths that give strong verticality to elevations are important in maintaining the visual rhythm of development blocks; and
- Regular residential pattern of fenestration and a strong verticality in upper floors.

5.3 New design in the Conservation Area

5.3.1 Opportunities for new development in the conservation area are limited, but there are buildings requiring sensitive restoration or possibly adaptation.

5.3.2 Although new design should be sympathetic to the existing characteristics of the area modern design is not necessarily to be precluded. Success of contemporary design in the conservation area will not come from aping the style of 19th century houses, but in building on the unique townscape opportunities of building height, set back, plot width (visual rhythm) and continuity that the development pattern affords.

- 5.3.3 Where rear extensions are proposed, they should normally be no more than one storey in height, be low key in design and as unobtrusive as possible. Full width rear extensions will normally prove unacceptable. Extensions should be clearly subservient to the main part of a building and not add appreciably to the building's bulk. In some cases it may not be possible to devise an acceptable scheme to extend a property, although each case will be judged on its individual merits.

5.4 Public Realm

- 5.4.1 In this context the public realm includes everything visible from publicly accessible areas, including both street spaces and any areas up to the front elevations of buildings. The essential components of the public real that development and improvement should address are:

- Boundaries and frontages that define its edges;
- The surfaces and design of the space itself; and
- Trees, street furniture and other artefacts in the space.

5.5 Boundaries

- 5.5.1 In most parts of the conservation area, front gardens for the boundary of the public realm and the retention of strong delineation are of paramount importance. Where boundary walls and railing have been lost or constructed of inappropriate materials, the Council will encourage their replacement or reinstatement in order to re-create the original character of the streets within the Peckham Hill Street Conservation Area.
- 5.5.2 The rear elevations to properties within the conservation area are of a poor quality: mainly brick walls, timber fences and gates. These poor boundary treatments detract from the character and appearance of the conservation area, particularly when viewed from the Surrey Canal Walk or the recreation ground off Commercial Way.

5.6 Trees and Street Furniture

- 5.6.1 Trees, important in greening the public realm, softening hard built edges and enclosing spaces, are for the most part confined to Surrey Canal Walk or the recreation ground off Commercial Way itself. There is scope for new street trees in relation to new development and public realm improvement. Where space allows, semi-mature specimens planted with tree guards are to be preferred to saplings, in order to have greater resistance to damage and a stronger visual impact. Elsewhere a minimum size is required to ensure successful establishment. The type of tree needs to reflect and complement building elevations and have regard to both historical precedent and future climate change effects.
- 5.6.2 A more co-ordinated approach to the design and siting of street furniture, such as bus shelters, lamp standards and highway signs, is required. Simple designs appropriate to the Peckham Hill Street Conservation Area's heritage, whilst avoiding "Victoriana" clichés, would be appropriate.

5.7 Improvements and Repairs Materials

- 5.7.1 Choice and use of materials can have a significant effect on the character and appearance of the Peckham Hill Street Conservation Area. It is therefore important that materials are appropriate for the building and for the conservation area. Care should be

taken to ensure that original materials are retained whenever possible, and if replacements are necessary because of decay or damage, materials are chosen to match the originals as closely as possible in both appearance and performance.

- 5.7.2 The use of natural, traditional materials will be encouraged and expected particularly on listed buildings. Artificial modern materials such as concrete tiles, artificial slates, UPVC windows etc. generally look out of place, and may have differing behavioural characteristics to natural materials. Some materials, such as concrete tiles, can lead to problems with the building's structure as their weight may exceed the loading for which the roof trusses and internal walls were designed. Where such inappropriate materials have been used in the past, their replacement with more sympathetic traditional materials and detailing, where possible, will be encouraged. The use of cement mortars and renders are discouraged on historic buildings.

Maintenance

- 5.7.3 Repair works can prove costly and may require authorisation, which can cause delays. It is therefore far better to ensure that regular maintenance is undertaken, thus preventing unnecessary decay and damage and the resultant costs and problems. Works such as the regular opening of woodwork and timber, clearing out of debris in rainwater pipes and gutters, cutting back of vegetation in close proximity to buildings, repointing of failed mortar and re-fixing of loose roof slates are all in themselves relatively minor tasks that will not require authorisation but which may lead to much more complex and expensive works if left unattended.

Windows and doors

- 5.7.4 Where original elements exist they should whenever possible be retained in situ and repaired. All external joinery should be painted, which is the traditional finish. Stained or varnished timber finishes are inappropriate in the Peckham Hill Street Conservation Area. Most window frames are painted white, although white may not have been their original colour, however repainting in garish colours would be inappropriate.
- 5.7.5 Replacement windows to listed buildings need to match the original glazing bars and detail of the originals. Where the existing windows or doors are however later alterations they determinably affect the character or appearance of a building, the Council will consider their replacement with appropriate traditional design. The use of modern materials such as aluminium or UPVC is inappropriate, it is often impossible to replicate timber sash window as a double glazed units and not acceptable on historic buildings. Stick on glazing bars and trickle vents are also considered unacceptable and incongruous features.
- 5.7.6 Double glazing is only acceptable on unlisted buildings within the conservation area, where it matches accurately the appearance of the original windows in terms of detail design. If increased insulation is required then use of secondary glazing should be considered. Stick on glazing bars and trickle vents are considered unacceptable in the conservation area.
- 5.7.7 Similarly, original front doors would have been timber panelled, in many cases with glazing in the upper panels, and replacements will be expected to follow the traditional

design. Modern details such as doors with integral fanlights (i.e. where the fanlight is within the design of the door) are likely to prove unacceptable.

- 5.7.8 All external joinery should be painted. Stained or varnished timber finishes are inappropriate in the conservation area, as the wood would traditionally have been painted. Most window frames are painted white, although white may not have been their original colour: however repainting in garish colours would be inappropriate. Darker “heritage” colours should be considered for doors, such as navy, maroon, dark green, black, etc.

Roofs

- 5.7.9 Where possible, original roof coverings should be retained and if necessary repaired with slate to match the existing. Where re-roofing is unavoidable because of deterioration of the existing roof covering or inappropriate later works, the use of natural slate will usually be required. The use of more modern materials such as concrete tiles and artificial slate is unacceptable, and their greater weight can lead to damage and deterioration of the roof structure if inappropriately used. Natural roof slates should be used on listed buildings and either natural or good quality reconstituted slate on unlisted buildings in the Peckham Hill Street Conservation Area. Natural slates have a better appearance and weather gradually and evenly over time: most artificial slates weather badly with streaking and leaching of colour and adverse effects on the overall appearance of the building.
- 5.7.10 Given the low pitches and/or parapet design of most of the roofs in the conservation area, roof extensions and changes to the basic roof form are generally likely to be intrusive and unacceptable. In those few cases where the roof is already altered or hidden from view, some alterations may be possible. In such cases the Council will normally seek low key solutions minimising any adverse visual impact through the use of sympathetic designs and appropriate materials. Furthermore, given the cohesive nature of the existing roofscapes within the Peckham Hill Street Conservation Area, mansard extensions would be considered inappropriate.
- 5.7.11 Where they exist, original chimney stacks and pots should always be retained and repaired if necessary. The reinstatement of appropriately designed replacement chimney pots where these have been lost will be encouraged.

Brickwork

- 5.7.12 The painting or rendering of original untreated brickwork should be avoided and is usually considered unacceptable. Fair faced brickwork is an important characteristic of the Peckham Hill Street Conservation Area. Where damaged bricks are to be replaced or new work undertaken, bricks should be carefully selected to match those existing on texture, size colour and should be laid in an appropriate bond to match the existing.
- 5.7.13 The most dominant visual components of the brick façade are the bricks themselves, rather than the pointing. Traditional bricks were a slightly larger format than metric bricks and were often laid in softer lime based mortar in a thinner bed, which reduced the appearance of the joints relative to the bricks. Repointing should only be undertaken where necessary to prevent further damage to a building’s structure and should be kept to a minimum. Usually, lime based mortar mix no stronger than 1:1:6 (cement: lime:

sand) is recommended and this should be coloured with sand to match the original mix. Joints should be flush or slightly recessed (not weather struck or raised) finished neatly and cleanly with the mortar brushed back to expose the edges of adjacent bricks.

- 5.7.14 Cleaning of brickwork is a specialist task, which may dramatically alter the appearance of a building. If undertaken incorrectly cleaning may lead to permanent damage to the bricks and ultimately the structure of a building. Advice should be sought from the Council before attempting such a task.

Stucco and render

- 5.7.15 It is of particular importance that stucco render is kept in good repair and that regular maintenance takes place. Stucco is lime based, and it is important that any repairs are made in material to match. Hard cement renders can be damaging on a historic building and are therefore discouraged. If the surface is damaged, stucco may deteriorate quickly through water ingress possibly leading to further damage to the structure behind. Early localised repairs of the problem areas are usually the most appropriate approach when damage occurs. Major repair works can be expensive and difficult to carry out and are best undertaken by experts.
- 5.7.16 Stucco requires regular repainting for appearance and to maintain weather resistance, taking care not to obliterate decorative features. The stucco would originally have been a stone colour, and paint should be chosen carefully with this in mind and to respect the unified character of the area. Listed Building consent is required where painting significantly alters the appearance of a listed building and the use of unusual or contrasting colours (e.g. to highlight decorative details) is unacceptable. Generally the use of the colours buttermilk, parchment, ivory and magnolia are acceptable under British Standard Colours: BS 4800, these are BS 10B15, BS 08B17 and BS 08B15 respectively. Use of a gloss or eggshell finish that allows the masonry to 'breathe' is recommended and will not require consent. Textured or highly glossy paints and 'brilliant white' should be avoided.
- 5.7.17 Where features such as capital, pilasters have been lost, the Council will encourage their reinstatement using traditional materials following the design and detailing of those originals remaining on other properties.

Ornamental ironwork

- 5.7.18 Original iron railings, balustrades and balconies should be retained and protected through regular painting (black) and maintenance. The reinstatement of missing ornamental ironwork with good quality replacements of similar and appropriate design will be encouraged. Some original balustrades and balconies remain, and historically faithful copies can be made and installed (subject to the Council's approval). Given the untidy nature of some current boundary treatments, the Council would encourage the reinstatement of boundaries.

Rainwater goods

- 5.7.19 Gutter and downpipes are of a standard style, originally in cast iron. Problems may occur with cracked pipes, blockages and broken fixings. Regular maintenance will minimise

these defects. Repairs and renewal should preferably be in cast iron. This is readily available and provides a better long-term investment than fibreglass or plastic

Satellite dishes

5.7.20 It is a condition of installing a dish that you must site it in such a way that minimises its impact on the external appearance of the building and remove it when it is no longer needed. Multiple dishes on the facade of buildings are considered harmful to the conservation area. Should the antenna or satellite dish exceed 70cm and be placed in a visible location to the front elevation or on the chimney, planning permission will always be required. To minimise the visual impact of the equipment on the conservation area, the acceptable locations for siting a satellite dish are as follows:

- concealed behind parapets and walls below ridge level;
- set back on side and rear extensions;
- set back on rear roofs below ridge level; or
- located on the rear or garden elevation.

5.8 Renewable Energy

5.8.1 Micro-generation is the production of electricity and heat from the wind or the sun. Alternatively fossil fuels are used but with greater efficiency than conventional systems. Micro-generation systems include: photovoltaics, solar hot-water panels, wind turbines and heat pumps.

5.8.2 Where owners of buildings within the conservation area are considering the installation of a micro-generation system, thought should be given to protecting the historic fabric and character of the area. Prior to installation, check with the council as to whether planning and/ or listed building consent is first required for the work. Key points to consider are:

- equipment should be installed away from principal elevations or dominant roof slopes;
- the cumulative visual impact of the equipment on one or group of buildings within the conservation area;
- wherever possible panels which sit flush with the roof covering should be used rather than framed systems;
- ensure that the impact of the equipment on the setting of the heritage asset (listed building and/ or conservation area is minimised by the: location, size, colour and reflectivity of the system selected ;
- structural impact on the historic building of the installation of a micro-generation system; and
- new pipe work, cables or excavations association with the micro-generation system should cause the least amount of damage to the historic building and should wherever possible be fully reversible.

Useful information

General advice

General advice concerning works in conservation areas and the planning process can be obtained by visiting the Southwark Council website at

<http://www.southwark.gov.uk/info/200023/designconservationandarchaeology>

Useful telephone numbers

General Planning Enquiries 0207 525 5438

Conservation & Design Team 0207 525 5448

Planning Enforcement 0207 525 5419

Building Control 0207 525 5582

Tree Protection Officer 020 7525 2090

Other useful contacts

English Heritage 0870 333 1181

<http://www.english-heritage.org.uk>

The Society for the Protection of Ancient Buildings 0207 377 1644

www.spab.org.uk

The Victorian Society 0208 9941019

<http://www.victoriansociety.org.uk>

The Council for British Archaeology 0190 467 1417

<http://www.britarch.ac.uk/>

Ancient Monuments Society 0207 236 3934

<http://www.ancientmonumentssociety.org.uk/>

The Georgian Group 08717502936

<http://www.georgiangroup.org.uk/>

The Twentieth Century Society 020 7250 3857

<http://www.c20society.org.uk/>

Further Reading

- Ashurst, J and N (1988) – Practical Building Conservation, Vols. 1 to 5.
- Beasley, John D (1999, London Borough of Southwark) – The Story of Peckham and Nunhead.
- Brereton, C (English Heritage, 1991) – The Repair of Historic Buildings: Principles and Methods.
- Charlesworth, Tim (1988) – The Architecture of Peckham.
- Cherry, B and Pevsner, N (1983) – The Buildings of England, London 2: South.
- English Heritage (2009) – Central Peckham, London Borough of Southwark: Historic Area Assessment.
- English Heritage (2008) – Climate Change and the Historic Environment
- HMSO (2010) – Planning Policy Statement 5 [PPS 5]: Planning for the Historic Environment.
- HMSO (2010) – Planning Policy Statement 5 [PPS 5]: Planning for the Historic Environment: Historic Environment Planning Practice Guide.
- Institute of Historic Building Conservation [IHBC] (2002) – A Stitch in Time: Maintaining your Property Makes Good Sense and Saves Money.
- Reilly, L (1998, London Borough of Southwark) – Southwark: an Illustrated History.



Regeneration and neighbourhoods

Planning & transport

Development management

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Telephone: 020 7525 2289

E-Mail: designconservation@southwark.gov.uk

Web Site: <http://www.southwark.gov.uk>

Date: 10/10/2011

Dear Sir or Madam

Consultation on the proposed Peckham Hill Street and Rye Lane Peckham Conservation Areas and Conservation Area Appraisal

At their meetings on the 11th May 2011 and 12th May 2011 Nunhead and Peckham Rye Community Council and Peckham Community Council's agreed that public consultation should be carried out on proposals to designate the Peckham Hill Street and Rye Lane Peckham Conservation Areas and to adopt the Conservation Area Appraisal.

Southwark Council wishes to obtain the views of local residents, businesses and other interested groups on these proposals and the adjustment of the Holly Grove Conservation Area eastern boundary. To these ends we have arranged a **public meeting** to be held on **28 June 2011** at Peckham Library (5th Floor) between **4 and 8 pm**. Members of the Design and conservation team will be present to receive comments the Conservation Area.

A plan showing the boundary of the proposed conservation areas are enclosed with this letter and copies of the draft Appraisal can be downloaded from:

http://www.southwark.gov.uk/info/511/conservation_areas/2101/draft_conservation_area_appraisals

Or by contacting Tracy Chapman in the Design and Conservation Team at the above address. Or by phone: 0207 525 2289, or by e-mail to the Design and conservation team: designconservation@southwark.gov.uk

A conservation area is defined as "an area of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance". We are of the opinion that Rye Lane, Peckham High Street, Peckham Hill Street and Commercial Way included within the boundaries are of special architectural and historic quality and worthy of designation as conservation areas.

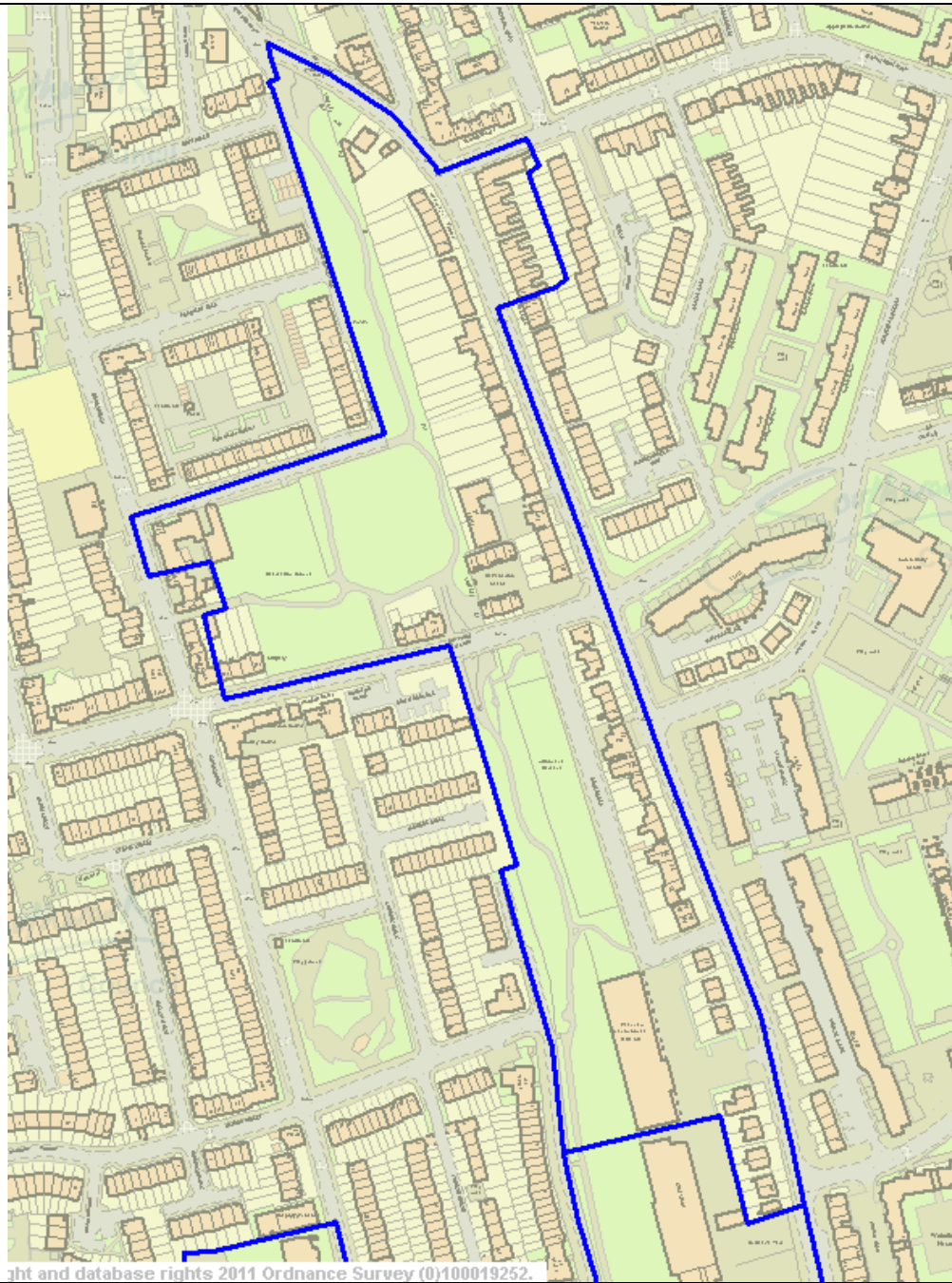
At the same time as proposing these designations, we have drafted Conservation Area Appraisals. This document seeks to define and assess the area's character and to provide a sound basis for rational and consistent judgements when considering planning applications affecting the area. It is also intended to provide a clear indication of the Council's approach to the preservation and enhancement of the area and a guide for further development. While we feel that the boundaries we are proposing satisfactorily delineate the extent of the areas' special interest, we would be very glad of your views on the proposed designations and their extent, as well as on the draft appraisals. In the future these proposals may involve changes to the Holly Grove Conservation Area's eastern boundary which we will consult on at that time.

If you wish to submit any comments, you can do so until 4th August 2011 by writing to: Tracy Chapman, Regeneration and neighbourhoods, Planning & transport, Development management, PO Box 64529, LONDON SE1P 5LX

Yours sincerely

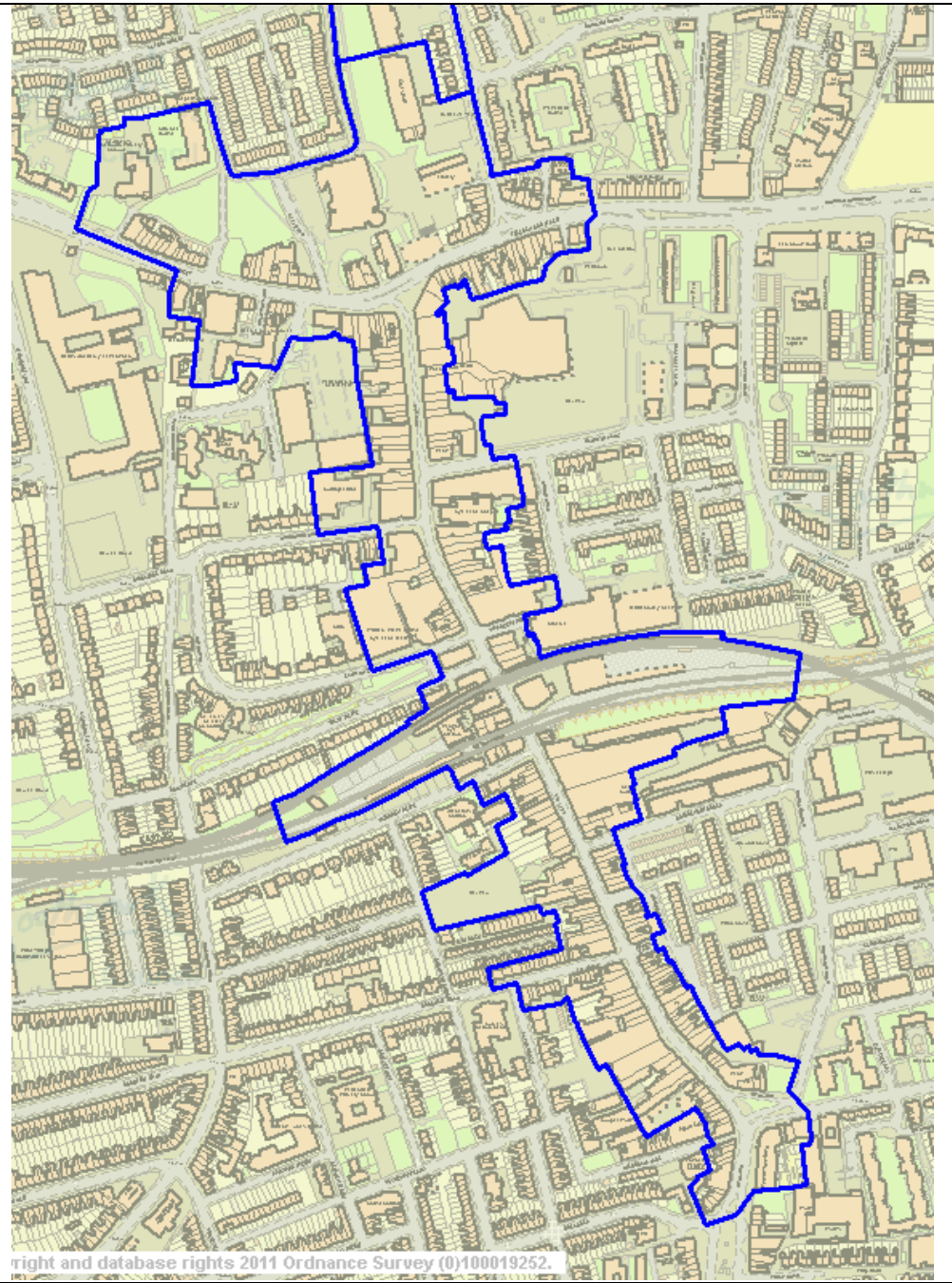
Tracy Chapman

**Senior Design and Conservation
Officer**



right and database rights 2011 Ordnance Survey (0100019252).

Peckham Hill Street Conservation Area

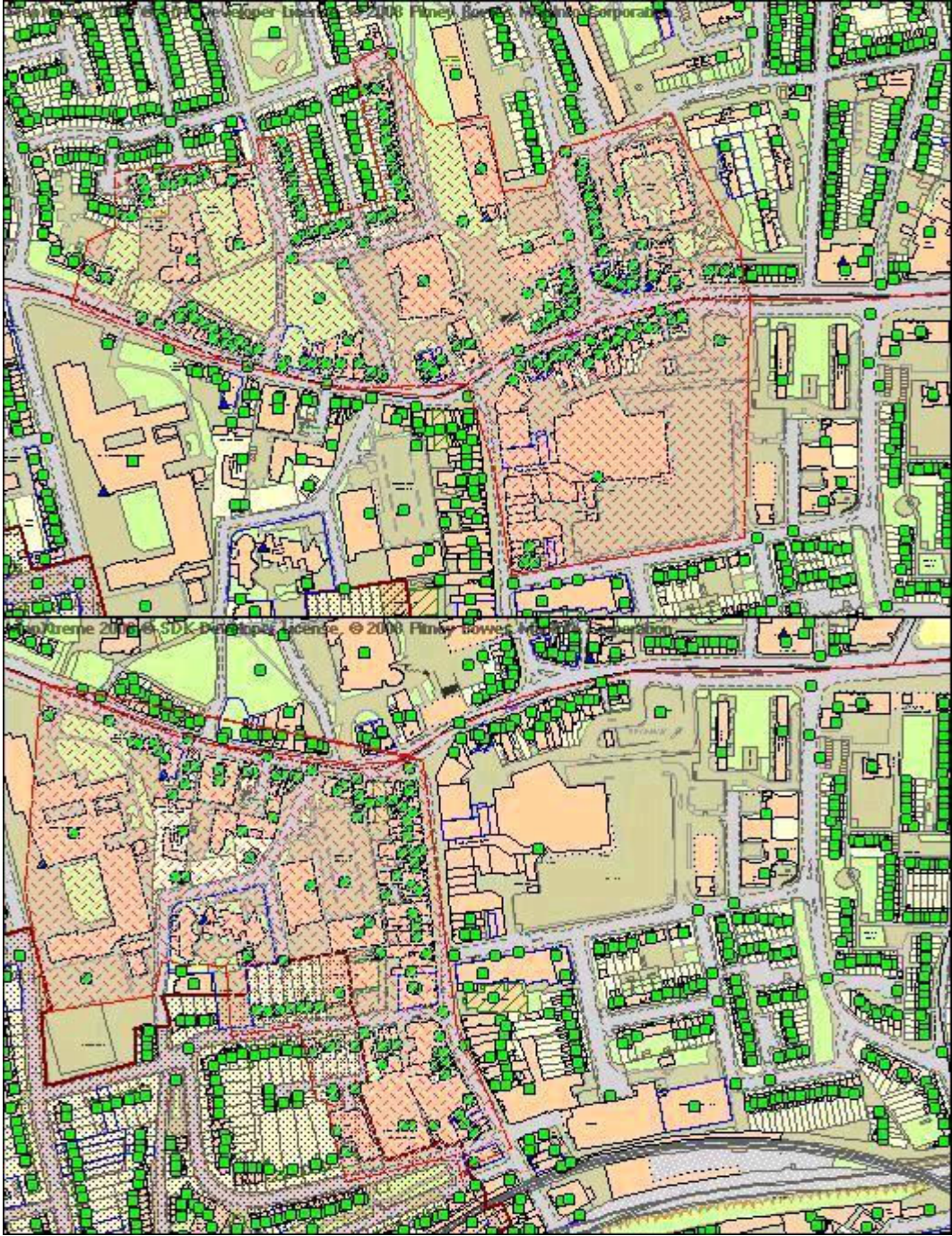


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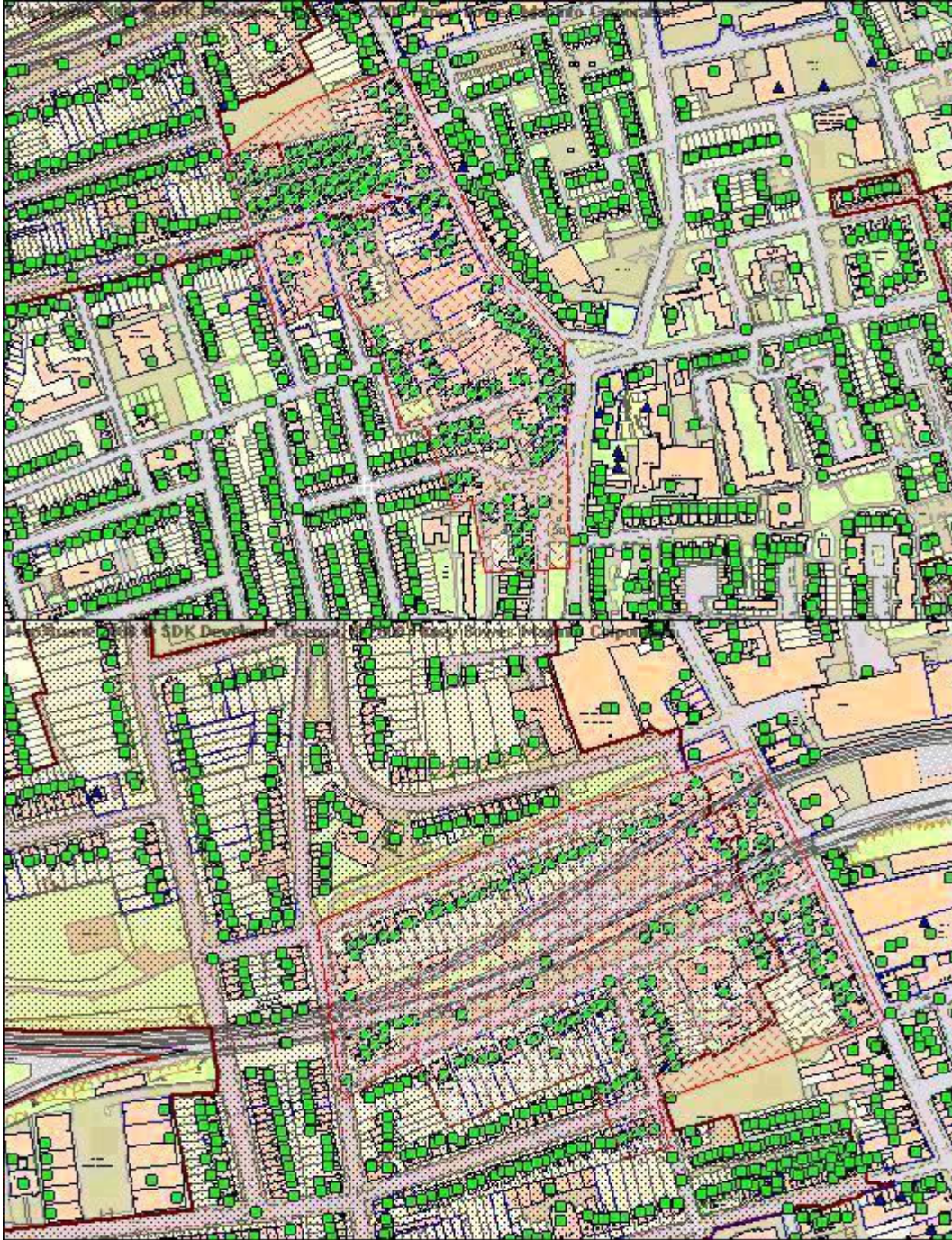
Rye Lane Peckham Conservation Area

APPENDIX 4









Item No. 7.	Classification: Open	Date: 18 October 2011	Meeting Name: Planning Committee
Report title:		Rye Lane Peckham Conservation Area	
Ward(s) or groups affected:		The Lane and Peckham	
From:		Head of Development Management	

RECOMMENDATIONS

1. That the Planning Committee considers that the area, shown on the plan at Appendix 1 is of special architectural or historic interest and supports the designation of the Rye Lane Peckham Conservation Area and the adoption of the Rye Lane Conservation Area Appraisal as set out in Appendix 3.
2. That the Planning Committee considers the responses from the Nunhead and Peckham Rye and Peckham Community Councils and the results of the public consultation to designate Rye Lane Peckham Conservation Area and the revision to the Holly Grove Conservation Area boundary as shown in Appendix 2.
3. That the Rye Lane Peckham Conservation Area, as amended following consultation, be designated, and that the conservation area appraisal be fully adopted.

BACKGROUND INFORMATION

4. The proposed conservation area is focused upon the busy commercial streets; Rye Lane and Peckham High Street. These streets reflect the characteristics of the different periods of the area's growth. The conservation area is largely characterised by a mixture of 18th century to mid 20th century buildings. The pattern of development of each is broadly characterised by different phases of the area's commercial and retail growth. Unlike neighbouring conservation areas there is no predominate architectural style or palette of materials. The character of the Rye Lane Peckham Conservation Area is attributed to the eclectic architectural styles and materials.
5. On 11 May 2011 and 12 May 2011, the Nunhead and Peckham Rye and Peckham Community Councils respectively considered a report recommending that public consultation be undertaken on a proposal to designate the Rye Lane Peckham Conservation Areas.
6. Letters were sent to all of the businesses and owner/ occupiers of properties in the immediate conservation area and a wider boundary around the proposed area (Appendix 5). The letter notified consultees of the proposed conservation area, the date of a public meeting, a twelve week consultation period. A copy of the invitation letter is in Appendix 4. The letter included a copy of the proposed boundary and informed consultees that the Conservation Area Appraisal could be downloaded on the Council's website. Copies of the appraisal were also placed in Peckham Library. The public consultation was co-ordinated to run in conjunction with that for the Peckham and Nunhead Area Action Plan (PNAPP). Officers in the Design, Conservation and Archaeology Team and Planning Policy

have attended consultation events for public meetings for the proposed conservation areas and PNAAP.

7. A public meeting was held in Peckham Library on the 28 June 2011 for the proposed Peckham Hill Street, Rye Lane Peckham Conservation Areas and amendments to the Holly Grove Conservation Area. The meeting was well attended and the majority positively supported the proposal to designate the conservation area. There were 13 feedback forms completed on the day and a further 43 responses received during the consultation period. The responses are analysed in more detail below.
8. Reports to the Nunhead and Peckham Rye Community Council (1 September 2011) and Peckham Community Council (7 September 2011) set out the results of the public consultation with a recommendation to refer the designation to this committee for full ratification.
9. In 2011 English Heritage published guidance (Understanding Place: Conservation Area Designation, Appraisal and Management) which sets out the importance of definition and assessment of a conservation area's character and the need to record the area in some detail. The purpose is to provide a sound basis for rational and consistent judgements when considering planning applications within conservation areas. These documents have the status of supplementary planning guidance and therefore can help to defend decisions on individual planning applications at appeal. They may also guide the formulation of proposals for the preservation and enhancement of the area.
10. Section 69 of the Town and Country Planning Act 1990 imposes a duty on the local Planning Authority to designate conservation areas any "areas of special architectural or historic interest the character or appearance of which is desirable to preserve or enhance". There is a duty on the local planning authority under Section 69 to review areas from time to time to consider whether designation of conservation areas is called for. It is considered that this area has quality and interest that merits its designation as a conservation area.

POLICY IMPLICATIONS

11. Southwark Plan (2007) saved Policy 3.15, Conservation of the Historic Environment, is as follows: "Development should preserve or enhance the special interest or historic character or appearance of buildings or areas of historical or architectural significance. Planning proposals that will have an adverse effect on the historic environment will not be permitted.

"The character and appearance of Conservation Areas should be recognised and respected in any new development within these areas. Article 4 directions may be imposed to limit permitted development rights, particularly in residential areas.

"In this policy the term historic environment includes Conservation Areas, listed buildings, scheduled monuments, protected London Squares, historic parks and gardens and trees that are protected by Tree Preservation Orders, trees that contribute to the character or appearance of a conservation area and ancient hedgerows."

12. Southwark Plan (2007) saved Policy 3.16 – Conservation Areas states that, "within conservation areas development should preserve or enhance the character or appearance of the area". After setting out the criteria governing

proposals for new development or alterations and designates in conservation areas, this policy continues: *“within conservation areas there will be a general presumption in favour of retaining buildings that contribute positively to the character or appearance of the conservation area. Planning permission will not be granted for proposals that involve the demolition or substantial demolition of a building that contributes positively to the character or appearance of the conservation area, unless ... it can be demonstrated that:*

- *The costs of repairs and maintenance would not be justified, when assessed against the importance of the building and the value derived from its continued use, providing that the building has not been deliberately neglected; and*
 - *Real efforts have been made to continue the current use or find a viable alternative use for the building; and*
 - *There will be substantial planning benefits for the community from redevelopment which would decisively outweigh loss from the resulting demolition; and*
 - *The replacement development will preserve or enhance the character or appearance of the conservation area and has been granted planning permission.*
13. Southwark Plan (2007) saved Policy 3.18 – Setting of Listed Buildings, Conservation Areas and World Heritage Sites states, *inter alia*, that, *“permission will not be granted for developments that would not preserve or enhance:*
- *The setting of a Conservation Area; or*
 - *Views into or out of a Conservation Area.”*
14. Strategic Policy 12 – Design and conservation of Core Strategy 2011, requires that development *‘will achieve the highest possible standards of design for buildings and public spaces to help create attractive and distinctive places which are safe, easy to get around and a pleasure to be in. We will do this by: expecting development to conserve or enhance the significance of Southwark’s heritage assets, their settings and wider historic environment, including conservation areas, archaeological priority zones and sites, listed and locally listed buildings, registered parks and gardens, world heritage sites and scheduled monuments.’*
15. The proposed Rye Lane Peckham Conservation Area when it is designated, together with the published conservation area appraisal will form part of the Council’s Local Development Framework, which contains all the Council’s planning policies and will be used to guide the design and appearance of development in the designated area and in the determination of planning applications. The proposed Rye Lane Peckham Conservation Area appraisal will be noted in the Peckham and Nunhead Area Action Plan (PNAPP). The PNAPP will form part of the Council’s statutory development plan.
16. The Council’s policies relating conservation areas are reinforced by the London Plan 2011 (July) Policy 7.8 ‘Heritage assets and archaeology’: *‘London’s heritage assets and historic environment, including listed buildings...conservation areas should be identified, so that the desirability of sustaining and enhancing their significance and utilising their positive role in place shaping can be taken into account.’*

17. Article 4 of the General Permitted Development Order provides for two different types of direction. An Article 4(1) direction enables an LPA to dis-apply certain permitted development rights, including those relating to demolition, whilst an Article 4(2) direction relates solely to the removal of such rights in relation to conservation areas. The Council is empowered to make a Direction when there is a real and specific threat to the character of an area. It will then be in force for a period of 6 months. During that period the necessary consultation will take place. Subsequently the Secretary of State will review the Direction to determine whether it will be approved and extended beyond this period or disallowed.

CONSULTATION

18. As set out above the Council first consulted the Nunhead and Peckham Rye Peckham Community Councils on 11 and 12 May 2011 on the proposed designation of the Peckham Hill Street Conservation Area. A full public meeting was held on the 28 June 2011 in Peckham Library. 2609 letters of the proposed designation of the Peckham Hill Street Conservation Area, Rye Lane Peckham Conservation Area and amendments to the boundary of the Holly Grove Conservation Area, and invitations to attend the public meeting were sent to all occupiers beyond the proposed boundaries. With regards the Rye Lane Peckham Conservation Area 13 feedback forms completed on the day and a further 43 responses received during the consultation period. The main thrust of the comments received has welcomed the proposal to designate the conservation area.
19. Several requests were made to include No's 275-295 Rye Lane and extend the boundary of the conservation area further south towards Peckham Rye. However Members should note that the boundary of the proposed conservation area reflects that of the original English Heritage study area, at the southern end of Rye Lane. It is proposed that the Design, Conservation and Archaeology Team will undertake an assessment of the area around Peckham Rye in 2012, with a view to recommend the designation of a separate Peckham Rye Conservation Area. No's 275-295 Rye Lane would form part of this new conservation area.
20. Two objections were received regarding the proposed relocation of No's 1-4 Holly Grove to the Rye Lane Peckham Conservation Area. The objections referred to an Appeal decision in 2009, for a new retail store at No's 1-4 Holly Grove. The Inspector recommended that new shopping facilities should be restricted to the defined town centre and the Appeal was dismissed. It is therefore recommended that No's 1-4 Holly Grove remain in the Holly Grove Conservation Area and the boundary (Appendix 1)
21. The results of the consultation and the amended conservation area boundary were reported to Nunhead and Peckham Rye Community Council on 1 September 2011. The amendments being that No's 1-4 Holly Grove should remain in the Holly Grove Conservation Area and not form part of the proposed Rye Lane Peckham Conservation Area. The Nunhead and Peckham Rye Community Council Members considered and warmly welcomed the conservation area report on the designation of Rye Lane Peckham Conservation Area and resolved that the report be noted with no additional comments to planning committee.
22. The results of the consultation and the amended conservation area boundary were reported to Peckham Community Council on 7 September 2011. The amendments being that No's 1-4 Holly Grove should remain in the Holly Grove

Conservation Area and not form part of the proposed Rye Lane Peckham Conservation Area. The Peckham Community Council noted the public consultation. However, in addition to the comments relating to the consultation, members discussed the inclusion of the area north of Peckham High Street to the west of Kentish Drovers Public House, which was currently included in the proposal. Members discussed the appearance of buildings in this area and whether they were of special character and architectural merit and occurrences of anti-social behaviour. Members questioned the inclusion of this area into the conservation area as they considered that it could limit needed development opportunities. The Design and Conservation Officer who attended the meeting explained that inclusion in the conservation area does allow for development in the future and would enhance the design of any future plans. It should also be noted that the area in question, was included in the original English Heritage study of Peckham. Nonetheless Members resolved to recommend to Planning Committee designation of the Rye Lane Peckham Conservation Area.

KEY ISSUES FOR CONSIDERATION

Community impact statement

23. The designation has been consulted in accordance with the Statement of Community Involvement. In line with the Council's Community Impact policies, the impact of the Rye Lane Peckham Conservation Area, which is recommended in this report, has been assessed with regard to local people in respect of their age, disability, faith/religion, gender, race and ethnicity and sexual orientation.
24. The designation of a conservation area introduces some additional controls to the planning process: conservation area consent is required for the demolition or substantial demolition of unlisted buildings in the conservation area, and the Council has a duty to have regard to the special architectural or historic interest of the area in determining any planning applications affecting it. However, these controls apply equally to all members of the community and there are no less good implications for any particular communities or groups.

Human rights implications

25. This conservation area 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.
26. This proposal has the legitimate aim of providing for the conservation of the historic environment within the conservation area. 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.

Resource implications

27. The conservation area could generate additional casework for planning staff. However, given the location and scale of many of the proposals in this area there is already an attention to the design and appearance of the proposals and the designation should not result in significant resource implications for the staffing of the Regeneration Department.

28. Other resource implications will be the cost of publishing the Conservation Area Appraisal, which can met within the Regeneration Department's revenue budget. The cover price of the document will be fixed to cover production costs.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Strategic Director of Communities, Law & Governance

29. This report recommends that the Planning Committee be recommended to designate the Rye Lane Peckham Conservation Area.
30. A conservation area is an area of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance (*section 69(1), Listed Building Act (LBA) 1990*). A Local Planning Authority (LPA) is under a duty to designate conservation areas within its locality and to review them from time to time (*section 69(2)*).
31. There is no statutory requirement for LPAs to consult with anyone before a conservation area being designated, nor does the Council's Statement of Community Involvement require consultation in respect of designating Conservation Areas. However, English Heritage advises LPAs to consult as widely as possible, not only with local residents and amenity societies, but also with Chambers of Commerce, Public utilities and Highway authorities. Whilst the boundary has altered slightly following consultation, the consultation boundary is beyond the area itself, so those affected by minor changes to the boundary have had an opportunity to comment.
32. There is no formal designation procedure. The statutory procedure simply involves a council resolution to designate being made. The date of the resolution is the date the conservation area takes effect. The designation of conservation areas is reserved to Planning Committee under Part 3F, paragraph 3 of the constitution. Community Council's are invited to comment on the proposals in their area under Part 3H, Planning functions paragraph 4. The Community Council's comments are summarised in the report.
33. There is no statutory requirement on the level of detail that must be considered by an LPA before designation. However, guidance from English Heritage states that it is vital an area's special architectural or historic interest is defined and recorded in some detail. A published character appraisal is highly recommended and can be found at Appendix 3 of this report. The overall impetus for designating a conservation area must be the desire to preserve and enhance the area and the heritage assets and characteristics within it.
34. Notice of the designation must be published in at least one local newspaper circulating in the LPA's area and in the London Gazette (*section 70(8), P(LBCA)A 1990*). The Secretary of State and English Heritage must also be notified (*section 70(5)*). There is no requirement to notify the owners and occupiers of premises in the area. The conservation area must be registered as a local land charge (*section 69(4)*).
35. The designation of a conservation area gives the LPA additional powers over the development and the use of land within it, in particular in relation to demolition. Following designation development proposals within and that affect views into the conservation area, need to be assessed in respect of it.

36. There is no statutory right of appeal against a building being included in a conservation area. However, it is possible to seek a judicial review of an LPA's decision to designate a conservation area.

Equalities and Human Rights

37. The Equality Act 2010 introduced a single public sector equality duty (PSED). This duty requires us to have due regard in our decision making processes to the need to:
- a) Eliminate discrimination, harassment, victimisation or other prohibited conduct;
 - b) Advance equality of opportunity between persons who share a relevant protected characteristic and those who do not
 - c) Foster good relations between those who share a relevant characteristic and those that do not share it.
38. The relevant protected characteristics are age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, sexual orientation. The PSED also applies to marriage and civil partnership, but only in relation to (a) above.
39. There has been compliance with the Council's Equalities and Human Rights Scheme 2008-2011 as well as the public sector equality duty as contained within section 149 of the Equality Act 2010. All six equality strands have been duly considered and assessed, this is evidenced in the Equalities and Human Rights Impact Assessment (EqIA).

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Report to the Nunhead and Peckham Rye and Peckham Community Councils on 11 and 12 May 2011	160 Tooley Street, London SE1 2QH	Constitutional team: constitutional.team@southwark.gov.uk
Report to the Nunhead and Peckham Rye Community Council 1 September 2011		
Report to the Peckham Rye Community Council 7 September 2011		
Equalities Impact Assessment	160 Tooley Street, London SE1 2QH	Michael Tsoukaris, michael.tsoukaris@southwark.gov.uk

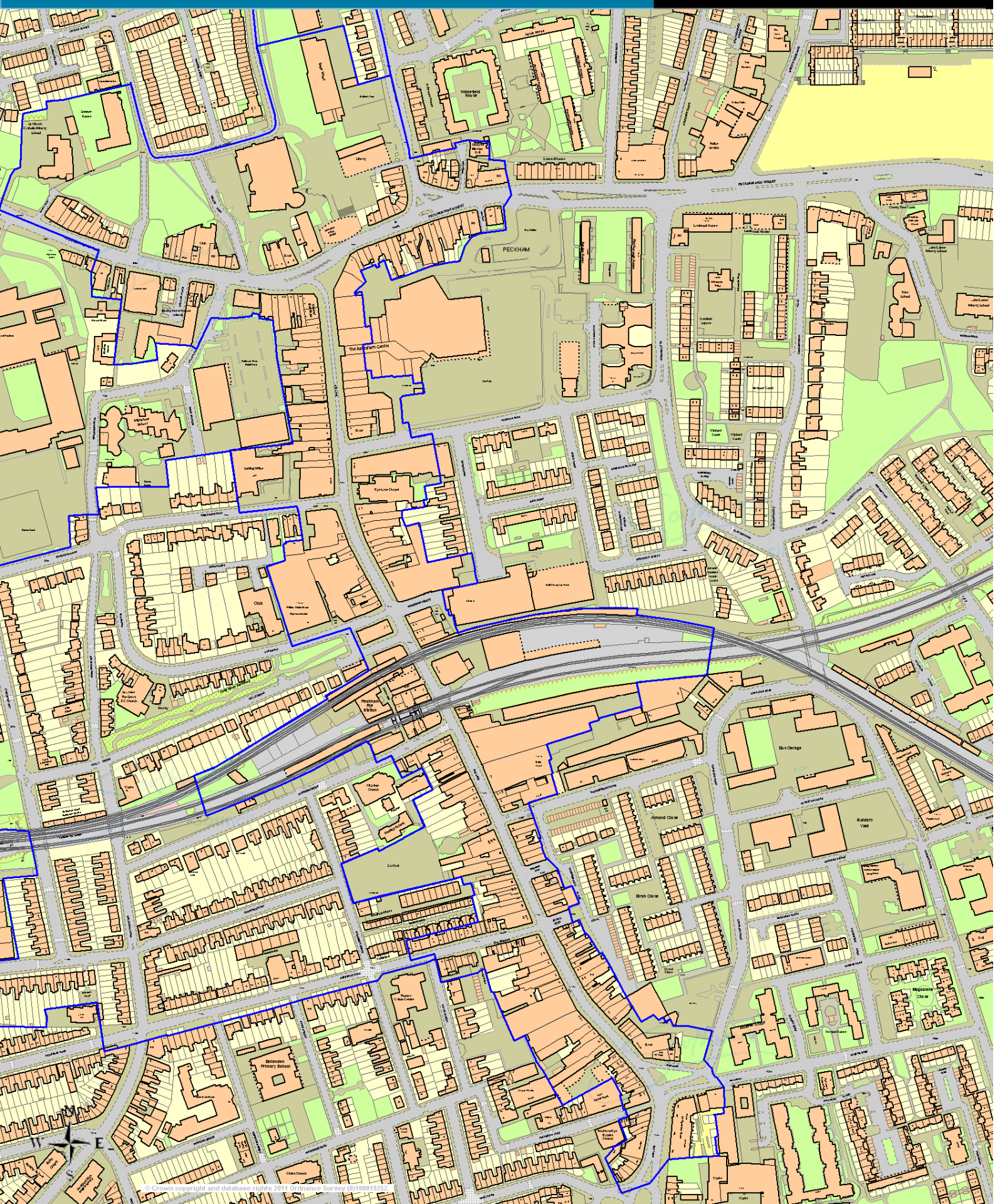
APPENDICES

No.	Title
Appendix 1	Map of the proposed Rye Lane Peckham Conservation Area
Appendix 2	Map of the proposed revision to the boundary of the Holly Grove Conservation Area.
Appendix 3	Rye Lane Peckham Conservation Area Appraisal
Appendix 4	Invitation letter to public meeting on 28 June 2011
Appendix 5	Consultation map, letter to businesses and owner/occupiers of proposed conservation area and wider area.

AUDIT TRAIL

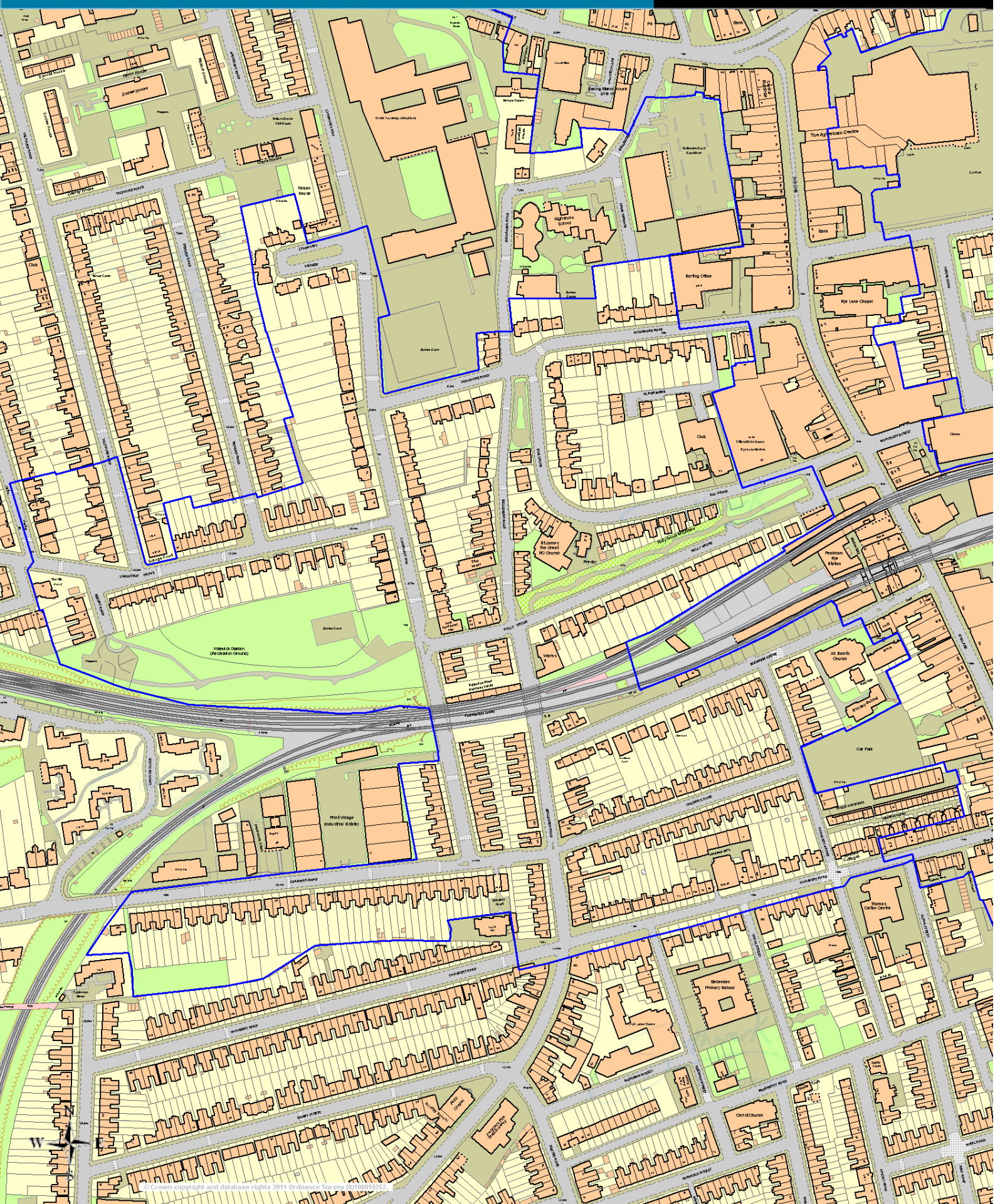
Lead Officer	Gary Rice, Head of Development Management	
Report Author	Tracy Chapman, Senior Design and Conservation Officer	
Version	Final	
Dated	26 September 2011	
Key Decision?	No	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments included
Strategic Director of Communities, Law & Governance	Yes	Yes
Finance Director	No	No
Cabinet Member	No	No
Date final report sent to Constitutional Team		7 October 2011

Date 14/9/2011



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Rye Lane Peckham

Conservation Area Appraisal

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Table of Contents

1.	Introduction.....	4
1.1.	The Conservation Area Appraisal: Purpose.....	4
1.2.	Arrangement of this document.....	4
1.3.	Rye Lane Peckham Conservation Area.....	5
	Location.....	5
	Topography.....	5
1.4.	Planning History.....	5
1.5.	Local Planning Policies.....	5
1.6.	National Planning Policy - PPS5: Planning and the Historic Environment.....	7
	Introduction.....	7
1.7.	Area of Special Control of Advertisements.....	9
1.7.1	An area of Special Control of Advertisements is an area specifically designated by the Council because they consider that it's historic, architectural and cultural features are so significant that a stricter degree of advertisement control is justified in order to conserve visual amenity within that area.....	9
1.8.	Further Information.....	10
2.	Historical Background.....	11
2.1.	Origins.....	11
2.2.	19 th century urban development.....	12
2.3.	20 th century urban development.....	13
3.	The Character and Appearance of the Area.....	15
3.1.	Broad Context.....	15
3.2.	Local Materials and Details.....	15
3.3.	Street Surfaces and Furniture.....	16
3.4.	Sub Area 1 – Rye Lane.....	16
3.5.	Sub Area 2 – Peckham High Street and Peckham Square.....	19
3.6.	Views and Vistas.....	21
3.7.	Key Spaces and Landscape Elements.....	22
4.	Audit.....	23
4.1.	Listed Buildings.....	23
4.2.	Key Unlisted Buildings and Building Groups.....	23
4.3.	Archaeology.....	24
4.4.	Negative Elements.....	24
4.5.	Potential Development Sites.....	25
5.	Guidelines.....	26
5.1.	Introduction.....	26
5.2.	Development Form and Urban Morphology.....	26
5.3.	New Design in the Conservation Area.....	28
5.4.	Public Realm.....	31
5.5.	Improvements and Repairs.....	32
5.6.	Renewable Energy.....	35
	Further Reading.....	37

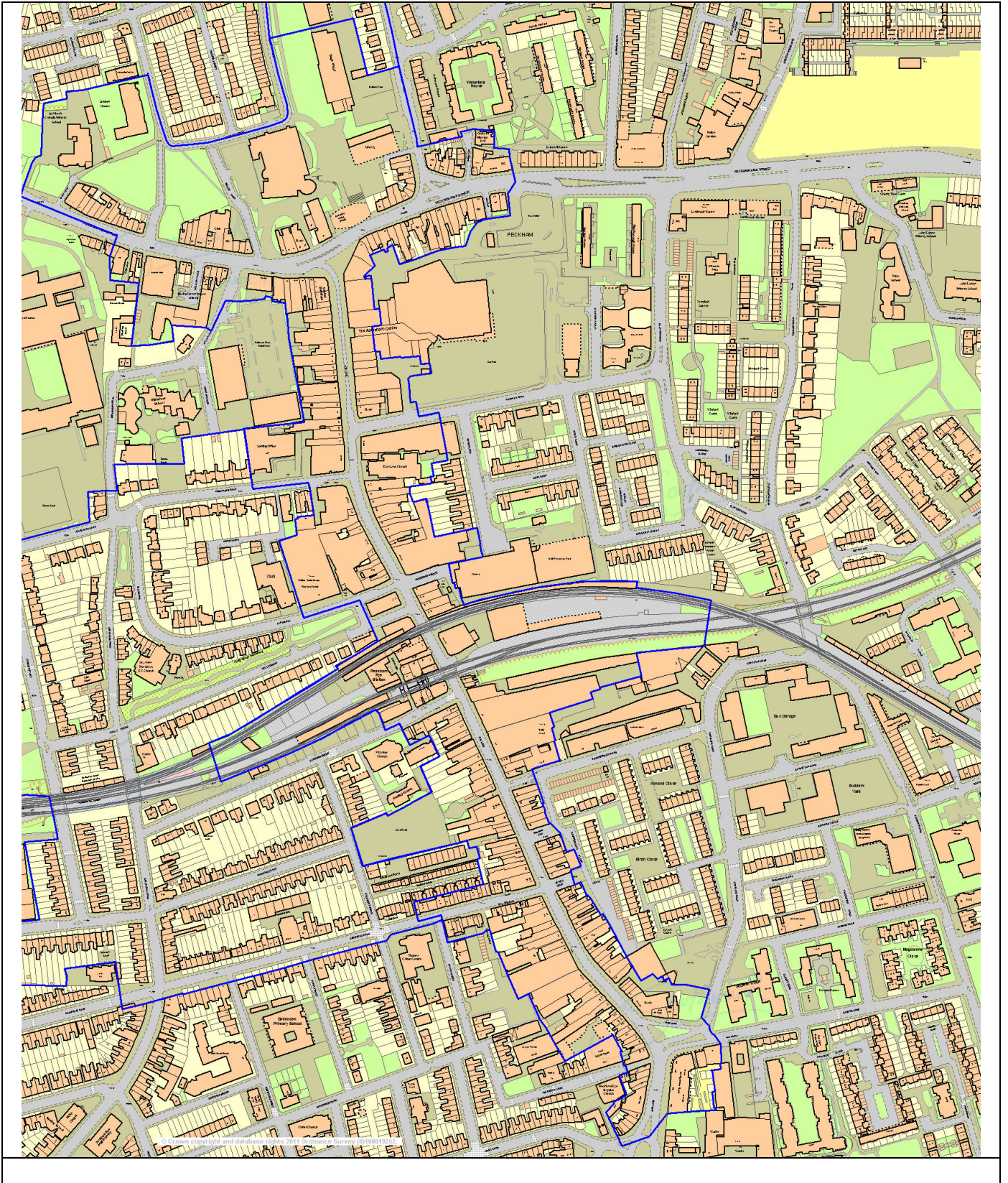


Figure one: Ordnance survey Map, Showing Rye Lane, Peckham Conservation Area

1. Introduction

1.1. The Conservation Area Appraisal: Purpose

- 1.1.1. The purpose of this statement is to provide both an account of the Rye Lane Peckham Conservation Area and a clear indication of the Council's approach to its preservation and enhancement. It is intended to assist and guide all those involved in development and change in the area. Once adopted by the Council, this appraisal will be a material consideration when assessing planning applications.
- 1.1.2. The statutory definition of a conservation area is an "area of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance." Conservation areas are normally centred on listed buildings and pleasant groups of other buildings, open space, or an historic street pattern. A town space or features of archaeological interest may also contribute to the special character of an area. It is, however, the character of an area, rather than individual buildings, that such a designation seeks to preserve or enhance. The most recent legislation dealing with conservation areas is the Planning (Listed Buildings and Conservation Areas) Act, 1990 (Sections 69 to 78). Guidance to the legislation is given in Planning Policy Statement 5 'Planning for the Historic Environment' (PPS 5) and the related Historic Environment Planning Practice Guidance, published by the Department of Communities and Local Government in March 2010.
- 1.1.3. Planning legislation requires that special attention shall be paid to the desirability of preserving or enhancing the character or appearance of the conservation area. In doing this the emphasis will be on control rather than prevention, to allow the area to remain alive and prosperous but at the same time to ensure that any new development accords with its special architectural and visual qualities.
- 1.1.4. This statement has been prepared following guidance given by English Heritage in their note "Conservation Area Appraisals". For the purpose of this statement, the conservation area is divided into two sub-areas shown on figure 1.

1.2. Arrangement of this document

- 1.2.1. Following the Introduction, Section 2 provides a brief history of the area and its development. Section 3 starts with a broad appraisal of its character and appearance, with reference to the range of materials, details and building types to be found in the area. Section 3 then goes on to describe the area with specific reference to architectural and historic qualities, views and townscape, the character and relationship of public and green spaces, and any elements that detract from the conservation area. Section 4 provides an audit of the features of special interest of the area, including listed buildings, particular groups of unlisted buildings, and trees, planting and other streetscape elements. Section 5 provides guidelines for future management and change in the conservation area.

1.3. Rye Lane Peckham Conservation Area

Location

1.3.1. The Rye Lane Peckham Conservation Area is located in the commercial core of Peckham, two miles south of London Bridge and situated between Camberwell, to the west, and New Cross, to the east. The conservation area is principally centred on three streets: Rye Lane (A2215), Peckham Hill Street and Peckham High Street (A202). Rye Lane is the main route to Honor Oak, Peckham Hill Street connects Peckham with the north of the borough and Peckham High Street is the through route between Camberwell and Blackheath.

Topography

1.3.2. From the Thames the land rises gently to Peckham before climbing steeply to the high ground of Streatham and Dulwich at over 50 metres above O.S. Datum. Visually the area is effectively level. Geologically the settlement is largely built on deposits of laminated clay, peat and sand, interrupted by a ridge of clay, shell, sand and pebble beds.

Adjoining Conservation Areas

1.3.3. The adjoining Holly Grove Conservation Area was originally designated in October 1973 by the Greater London Council under the Civic Amenities Act 1967 and later extended in November 1984, in January 1990, and in September 2008. With the designation of the Rye Lane Peckham Conservation Area the eastern boundary of the Holly Grove will be amended (refer to figure *). Properties such as the Sorting Office on Highshore Road and Peckham Rye Station will now be located in the Rye Lane Peckham Conservation Area.

1.3.4. The northern end of the Rye Lane Peckham Conservation Area abuts the Peckham Hill Street Conservation Area (refer to figure *). The Peckham Hill Street Conservation Area extends from No. 114 Peckham Hill Street, north towards Willowbrook Bridge.

1.4. Planning History

1.4.1. The Rye Lane Peckham Conservation Area was designated by Southwark Council on ***** as a conservation area, under the Civic Amenities Act of 1967.

1.5. Local Planning Policies

1.5.1. The Southwark Core Strategy 2011 was formally adopted by the Council on 6th April 2011. The Southwark Core Strategy is a planning document which sets out the strategic framework for the borough. Strategic Policy 12 – Design and Conservation is particularly relevant to development within conservation areas.

Strategic Policy 12 – Design and Conservation

Development will achieve the highest possible standard of design for buildings and public spaces to help create attractive distinctive places which are safe, easy to get around and a pleasure to be in.

1.5.2. The following Southwark Plan (2007) policies relating to conservation areas have been saved and have no diminished relevance, as they are consistent with the core strategy.

Policy 3.15 – Conservation of the Historic Environment

Development should preserve or enhance the special interest or historic character or appearance of buildings or areas of historical or architectural significance. Planning proposals that will have an adverse effect on the historic environment will not be permitted.

The character and appearance of Conservation Areas should be recognised and respected in any new development within these areas. Article 4 directions may be imposed to limit permitted development rights, particularly in residential areas.

In this policy the term historic environment includes Conservation Areas, listed buildings, scheduled monuments, protected London Squares, historic parks and gardens and trees that are protected by Tree Preservation Orders, trees that contribute to the character or appearance of a Conservation Area and ancient hedgerows.

Policy 3.16 – Conservation Areas

Within Conservation Areas development should preserve or enhance the character or appearance of the area.

New Development, including Alterations and Extensions

Planning permission will be granted for new development, including the extension or alteration of existing buildings provided that the proposals:

- *Respect the context of the Conservation Area, having regard to the content of Conservation Area Appraisals and other adopted Supplementary Planning Guidance / Documents; and*
- *Use high quality materials that complement and enhance the Conservation Area; and*
- *Do not involve the loss of existing traditional features of interest which make a positive contribution to the character or appearance of the Conservation Area; and*
- *Do not introduce design details or features that are out of character with the area, such as the use of windows and doors made of aluminium or uPVC or other non-traditional materials.*

Where appropriate development in Conservation Areas may include the use of modern materials or innovative techniques only where it can be demonstrated in a design and access statement that this will preserve or enhance the character or appearance of the Conservation Area.

Demolition

Within Conservation Areas, there will be a general presumption in favour of retaining buildings that contribute positively to the character or appearance of the Conservation Area. Planning permission will not be granted for proposals that involve the demolition or substantial demolition of a building that contributes positively to the character or appearance of the Conservation Area, unless, in accordance with PPG 15 or any subsequent amendments, it can be demonstrated that:

- *Costs of repairs and maintenance would not be justified, when assessed against the importance of the building and the value derived from its continued use, provided that the building has not been deliberately neglected; and*
- *Real efforts have been made to continue the current use or find a viable alternative use for the building; and*
- *There will be substantial planning benefits for the community from redevelopment which would decisively outweigh loss from the resulting demolition; and*
- *The replacement development will preserve or enhance the character or appearance of the conservation area and has been granted planning permission.*

Implementation

Submission of details demonstrating that a contract for the construction of the replacement development has been let will be required prior to implementation of the development.

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

Permission will not be granted for developments that would not preserve or enhance:

- *The immediate or wider setting of a listed building; or*
- *An important view(s) of a listed building; or*
- *The setting of a Conservation Area; or*
- *Views into or out of a Conservation Area; or*
- *The setting of a World Heritage Site; or*
- *Important views of or from a World Heritage Site.*

Policy 3.19 – Archaeology

Planning applications affecting sites within Archaeological Priority Zones (APZs), as identified in Appendix 8, shall be accompanied by an archaeological assessment and evaluation of the site, including the impact of the proposed development. There is a presumption in favour of preservation in situ, to protect and safeguard archaeological remains of national importance, including scheduled monuments and their settings. The in situ preservation of archaeological remains of local importance will also be sought, unless the importance of the development outweighs the local value of the remains. If planning permission is granted to develop any site where there are archaeological remains or there is good reason to believe that such remains exist, conditions will be attached to secure the excavation and recording or preservation in whole or in part, if justified, before development begins.

Reasons

Southwark has an immensely important archaeological resource. Increasing evidence of those peoples living in Southwark before the Roman and medieval period is being found in the north of the borough and along the Old Kent Road. The suburb of the Roman provincial capital (Londinium) was located around the southern bridgehead of the only river crossing over the Thames at the time and remains of Roman buildings, industry, roads and cemeteries have been discovered over the last 30 years. The importance of the area during the medieval period is equally well attested both archaeologically and historically. Elsewhere in Southwark, the routes of Roman roads (along the Old Kent Road and Kennington Road) and the historic village cores of Peckham, Camberwell, Walworth and Dulwich also have the potential for the survival of archaeological remains.

PPG16 requires the council to include policies for the protection, enhancement and preservation of sites of archaeological interest and of their settings.

1.6 National Planning Policy - PPS5: Planning and the Historic Environment

Introduction

- 1.6.1 Planning Policy statements set out the Government's national policies on different aspects of spatial planning in England. PPS5 sets out the planning policies on the conservation of the historic environment. The policies in PPS5 are a material consideration which must be taken into account in development management decisions where relevant.
- 1.6.2 PPS5 sets out that those parts of the historic environment that have significance because of their historic, archaeological, architectural or artistic interest are called

heritage assets. Some heritage assets possess a level of interest that justifies designation and particular procedures apply to decisions that involve them. Designated assets are:

- World Heritage Sites;
- Scheduled monuments;
- Listed Buildings;
- Protected wreck sites;
- Conservation Area;
- Registered Parks and Gardens; and
- Registered battlefields.

1.6.3 PPS5 also covers heritage assets that are not designated but which are of heritage interest and thus a material planning consideration. Guidance to help practitioners implement these policies, including the legislative requirements that underpin it, is provided in Planning for the Historic Environment practice Guide. The policies and guidance under PPG15 have now been replaced by this PPS5 and the Practice Guidance.

The Policies

1.6.4 The value of the historic environment, and the contribution it makes to our cultural, social and economic life, is set out in the Government's Statement on the Historic Environment for England 2010. PPS5 comprises policies that will enable the Government's vision for the historic environment as set out in this statement to be implemented through the planning system. The relevant policies to this designated heritage asset are set out below:

- Policy HE1: Heritage Assets and climate change;
- Policy HE2: Evidence base for plan-making;
- Policy HE3: Regional and local planning approaches;
- Policy HE4: Permitted development and article 4 directions;
- Policy HE5: Monitoring indicators;
- Policy HE6: Information requirements for applications for consent affecting heritage assets;
- Policy HE7: Policy principles guiding the determination of applications for consent relating to all heritage assets;
- Policy HE8: Additional policy principle guiding the consideration of applications for consent relating to heritage assets that are not covered by policy HE 9;
- Policy HE9: Additional policy principles guiding the consideration of applications for consent relating to designated heritage assets;
- Policy HE10: Additional policy principles guiding the consideration of applications for development affecting the setting of a designated heritage asset;
- Policy HE11: Enabling Development; and
- Policy HE12: Policy principles guiding the recording of information related to heritage assets.

1.7 Area of Special Control of Advertisements

1.7.1 An area of Special Control of Advertisements is an area specifically designated by the Council because they consider that it's historic, architectural and cultural features are so significant that a stricter degree of advertisement control is justified in order to conserve visual amenity within that area.

1.7.2 Legislation requires that Areas of Special Control to be an area which appear to the Secretary of State to require 'special protection on the grounds of amenity'. Before any Area of Special Control defined by the Local Planning Authority can be effective, the Secretary of State must approve it.

1.7.3 In any Area of Special Control 3 main categories of outdoor advertisements are permitted, they are:

- Public notices;
- Advertisements inside a building; and
- Advertisements for which there is deemed consent.

The main consequence for advertisements which can be displayed with deemed consent in an Area of Special Control, is that there are stricter limits on permitted height and size of the advertisement than elsewhere in Southwark.

1.8 Further Information

- 1.8.1 This document is not exhaustive, and further advice and information can be obtained from the Planning Department, London Borough of Southwark.
- 1.8.2 Information on the Southwark Plan, including electronic versions of the plan and supplementary planning guidance, can be found on the Council's web site at www.southwark.gov.uk.

2 Historical Background

2.1 Origins

- 2.1.1 For most of its history, Peckham was a small settlement without a church and administratively lay within the parish of St Giles, Camberwell. Peckham fell within the county of Surrey until 1889, when it was taken into the County of London. After 1900 the area was administered by the Metropolitan Borough of Camberwell until 1965, when the London Borough of Southwark was formed.
- 2.1.2 Peckham was first mentioned in the 11th century Domesday Book, as '*Pecheham*'. The spelling of Peckham derives from the Old English words '*peak*' and '*ham*', describing a village or homestead by a peak or hill. Peckham's origins are as a small rural hamlet, without a direct connection to the metropolis. The nearest major route to the capital from Peckham having been the Old Kent Road, to the northeast.
- 2.1.3 In the 13th century the Camberwell area was divided into eleven estates. Two of these estates are in the area covered by the Rye Lane Peckham Conservation Area: Basing Manor and Peckham Manor (also known as Camberwell Manor, or Camberwell and Peckham Manor). Peckham Manor was located in the area to the west of Peckham Hill Street and to the north of Peckham High Street. Whereas, Basing Manor, was located west of the junction with Rye Lane and to the south of Peckham High Street. Basing Manor is thought to be named after the family who held the land in the 13th century.
- 2.1.4 Most of the Camberwell parish was rural until the beginning of the 19th century and Peckham consisted mainly of meadows, arable land and gardens. It provided market gardens and pasture for animals being driven to the London markets, especially following transport improvements to the city. Peckham's location and relative proximity and access via the Old Kent Road gave it a particularly prominent position within the trade. Peckham; like Camberwell, was a location for a large fair which was held on common lands and then in the High Street, until its abolition in 1835.
- 2.1.5 From the 17th century, Peckham developed as an out-of-town residence for courtiers and merchants and then as a holiday resort. Facilities to be found at Peckham at this time, included: public houses, a theatre, schools, non-conformist chapels and an annual fair. However, in the 18th century Peckham was still officially considered a hamlet, despite these cosmopolitan and leisure-based facilities. Although from about 1722 Peckham was sometimes also referred to as a 'town'. For example, in 1722 a list of post offices includes 'deliveries to Peckham Town and Peckham Rye'; and a map dated 1739 detailing the possessions of the manor of Frierne also labels the settlement 'Peckham Town', reflecting its increasingly urbane character. Rye Lane itself is a historic thoroughfare and was known as South Street in the eighteenth century.
- 2.1.6 During the 18th century improved communications, brought Peckham closer to the capital and facilitated its development. Regular mail deliveries (1710) and coach services (1744) to central London, improvements in roads did not have an immediate impact on suburban development. However, the opening of Blackfriars Bridge in the late 18th century and then in 1782, the establishment of two turnpike roads linking the bridge with Peckham and

Dulwich; via St George's Circus, did have an impact on development on the south side of the River Thames.

- 2.1.7 By the 18th century Shard's Terrace (No's 91-107 Peckham High Street and No's 126-130 Peckham Hill Street) had been developed. The terrace of shops with residential accommodation above stands within the site of the medieval village of Peckham. It formed part of the wider transformation of the area from the mid 18th century, with the Shard family owning the land around Peckham Hill Street.

2.2 19th century urban development

- 2.2.1 During the early 19th century Peckham continued to develop from satellite village to suburb. It saw the growth of new residential developments in Peckham by speculative builders encouraged by the improvement in road links through Southwark to the Thames bridges. The construction of three new bridges: Vauxhall (1816), Waterloo (1817) and Southwark (1819) significantly improved links between South London and the metropolis. The improved transport links provided a lifestyle for the relatively wealthy who wanted to be near London, but who also wanted clean air and the countryside. The population of the parish of Camberwell quadrupled between 1801 and 1831. However, the process of change was not consistent, with different stages of development co-existing within the same area. A Tithe Survey (published 1842), indicated that a quarter of the surveyed land in the parish of Camberwell was built upon by 1837-38. However, over half of the land within the parish was still being used as pasture and approximately a fifth as arable land and market gardens.
- 2.2.2 Another impact on suburban development was the cutting of the Grand Surrey Canal, from Rotherhithe to near to Camberwell Road (1801-1811). In 1801 the Grand Surrey Canal Company obtained an Act of Parliament for a canal from Rotherhithe to Mitcham. Originally a much larger network was planned, but only the branch to Peckham, and an extension to Camberwell Road were opened (1826). The canal here was built on part of the Peckham Manor lands, which were acquired for the purpose around 1807. The Peckham branch ran northwards parallel to Peckham Hill Street, with the head of the canal located to the north of Peckham High Street. Here the land was once used for: wharfs, timber yards and warehouses. Today the public spaces around Peckham Library, the 'Canal Head Public Space and Surrey Canal Walk' and Eagle Wharf are a reminder of the 19th century canal heritage of Peckham.
- 2.2.3 In the mid to late 19th century development in Peckham continued. A network of street were developed on the former open land and as the population increased, commercial activity intensified. During this period of development, the social cachet of Peckham changed. Whilst some upper middle-class residents remained, on the whole the genteel were replaced by: lower middle and skilled working classes.
- 2.2.4 Although the coming of the Surrey Canal introduced a significant commercial element into Peckham, it did not immediately trigger development on the massive scale that was stimulated by the arrival of the railways in Peckham, between 1865 and 1866. Firstly the Crystal Palace to South London Junction Railway, followed by the South London line connecting Victoria Station and London Bridge. Both lines shared a station Peckham

Rye, which was built to the west of Rye Lane. In 1869 the tram network was extended across Camberwell and along Peckham High Street. Although the narrow width of Rye Lane prevented the tram route from being extended along it.

- 2.2.5 Towards the close of the 19th century a range of different industries developed in Peckham. Also during this period Peckham developed into an independent town centre with its own: amenities, transportation, employment, shops, chapels, churches and leisure facilities.
- 2.2.6 With the widening of Peckham High Street in late 1870's Rye Lane became established as a major shopping street, and attracted many chain stores by the 1890's. By this time the last traces of Peckham's rural origins had been largely erased. The changing structure of suburban retailing was a significant factor in shaping central Peckham. The decline of small enterprises requiring skilled shop keeping and craftsmanship was replaced by new methods of organisation and management. This saw the emergence of large emporiums, multiple or chain stores and banks, which congregated, along with the local shops. The most prestigious of the shopping premises was Messrs. Jones and Higgins department store, which was established in 1867 at No. 3 Rye Lane. With its prominent clock tower of the 1930's, the building is still an important landmark, despite the store closing down in 1980.

2.3 20th century urban development

- 2.3.1 The early part of the 20th century was a period of stability rather than significant change in Peckham. Rye Lane and Peckham High Street continued to prosper as a shopping centre, which resulted in commercial redevelopment, as retail premises sought to maintain fashionableness or gain advantage over their competitors. During this period a number of arcades and covered markets were built. In 1911 the first purpose-built cinema was built in 1911 and this was followed in the 1930s, with two grand picture palaces on Peckham High Street.
- 2.3.2 For central Peckham, the second half of the 20th century was a period of economic decline. The contributory factors were: a decreasing population, as older residents moved out they were replaced by a younger population, which included immigrants from overseas. Another impact on Peckham was industrial decline, which was exemplified by the closure of the Peckham Branch of the Grand Surrey Canal (1971). The fall in employment and poor state of Peckham's economy impacted on local spending power. Peckham's status as a shopping centre was challenged by the reduction in local spending power and the change in shopping patterns, as supermarkets began to replace precincts and malls.
- 2.3.3 To the north east of the conservation area, the late 19th century housing and street patterns were eradicated as the area was redeveloped for social housing from the 1960's onwards. Further changes occurred in the 1980's when the multi-storey car park, shopping mall and supermarket were constructed on the eastern side of Rye Lane.
- 2.3.4 Today, Rye Lane is a busy shopping centre having specialised in ethnic and bargain shopping. The upper floors of the retail premises are occasionally occupied by non-traditional churches serving the multi-cultural population. The most significant change has been the creation of Canal Head Square, a new public space to the north of Peckham

High Street and the junction with Rye Lane. The square on the former canal head is linked by a linear park along the line of the former Surrey Canal. New public buildings form two sides of the square, on the north side Peckham Library (Allsop and Sturmer) and Peckham Pulse (Southwark Building Design Services) to the west

3 The Character and Appearance of the Area

3.1 Broad Context

- 3.1.1 The Rye Lane Peckham Conservation Area is defined by its three principal roads: Peckham High Street, Peckham Hill Street and Rye Lane, and the staggered crossroads where they meet. Whilst these three roads share the same pattern of development, each is broadly characterised by different phases of the area's commercial and retail growth. Therefore, for the purposes of this assessment, the town centre has been divided into two sub-areas: Rye Lane and, Peckham High Street and Peckham Square.
- 3.1.2 The busy commercial streets; Rye Lane and Peckham High Street, contrast with the residential streets of the adjoining conservation areas of Holly Grove and Peckham Hill Street. These commercial streets reflect the characteristics of the different periods of the area's growth. The conservation area is largely characterised by a mixture of 18th century to mid 20th century buildings.
- 3.1.3 Until the early 19th century Peckham High Street formed part of a minor country road connecting New Cross and Camberwell. With the opening of Vauxhall Bridge (1817) and of Camberwell New Road (1820) Peckham High Street had increased importance in the capital's highway network. Despite road widening on the northern side during the late 19th century, the winding alignment still reveals the street's medieval origins. Whilst the buildings on the north side mainly date from the mid to late 19th century, on the south side small 18th century properties still survive.
- 3.1.4 Rye Lane is one of the busiest shopping streets in south east London and in many ways has more of a "high street" character than Peckham High Street itself. The central section of Rye Lane in a particular has a good selection of inter-war purpose built retail buildings. This contrasts with other parts of the conservation area, where the buildings are either extended early 19th century houses or purpose built late Victorian retail premises, with residential accommodation on the upper floors. The ground floor facades of the majority of the properties within the conservation area have been changed, however the upper floors largely remain unaltered. Unlike neighbouring conservation areas there is no predominate architectural style or palette of materials. The character of the Rye Lane Peckham Conservation Area is attributed to the eclectic architectural styles and materials.
- 3.1.5 Within the conservation area building heights largely vary from two to four storeys. Peckham Pulse and Peckham Library at the northern end of the conservation area are taller buildings and stand at a height of four storeys. Along Rye Lane and despite some variation in the number of storeys, there is a general consistency in the heights of the building eaves/ parapet level. Buildings are predominantly built to front boundary alignment along Rye Lane, as they are in Peckham High Street.

3.2 Local Materials and Details

- 3.2.1 Most of the conservation area was constructed between the early 19th century and 20th century. There is a wide range of materials and architectural styles, namely: classical, revivalist and art deco. This is in direct contrast to the limited material palette and classical themes found in the adjoining Holly Grove and Peckham Hill Street Conservation Areas. The common material palette for the earlier buildings is:

- Yellow London stock brick, or occasional red facing bricks;
- Portland/ artificial stone of stucco designs;
- Slate roofs to shallow pitches, with over hanging or parapeted eaves, or;
- Slated mansard attic storeys;

In later buildings the palette varies to:

- Painted renders;
- Concrete;
- Brickwork decorated with coloured banding in buff and red bricks; and
- Dressings in stone, stucco and faience.

3.3 Street Surfaces and Furniture

- 3.3.1 Original ground surfacing materials have been lost throughout the conservation area. Tarmac has replaced sett roadways, and concrete slabs have replaced stone flags: and the condition of such materials is generally poor. Modern municipal street lighting exists everywhere. In Rye Lane the street lighting, furniture and surfaces have been frequently renewed over time. For example there are no traces of the early 20th century wood paving. However, a section of cobbles and stone setts survive at the side and rear of No's 117-125 Rye Lane and Bull Yard.
- 3.3.2 The conservation area consists of a mismatch of uninspiring street furniture. This disparity is largely attributed to isolated Council streetscape enhancement works of the past. The opportunity exists within the conservation area for creating uniformity between streetscape elements and assessing their placement and provision.

3.4 Sub Area 1 – Rye Lane

- 3.4.1 The built environment of Rye Lane is a fusion of development over two centuries. The eclectic mix of 19th century properties, in a variety of architectural styles and materials but with a consistent vertical emphasis. This contrast strongly with the inter-war buildings in the centre of the Rye Lane, with their simple lines and palette of materials and contrasting horizontal emphasis.
- 3.4.2 A significant component of the character of the area is the group of late- Georgian villas and terraces, rising up behind later often 19th century shop extensions. Whilst they represent a notable survival, on the whole these late Georgian villas have been much extended and are in a poor condition. Dewhirst's map of 1842 still shows some open land on the east side and houses with front gardens on the west side. Ordnance survey maps at the end of 19th century show that there were no open land and hardly any front gardens remaining. No's 6-8 (even) Rye Lane are a pair mid-Victorian classical terrace properties with pediments to first floor windows. No's 14-16 (even) Rye Lane is a pedimented former semi-detached house dating from c. 1820's. Similarly No. 28 Rye Lane is a former villa with Soane style detailing, from the same period. In contrast within this run, is a pair of four storey gabled buildings, No's 22-24 (even) Rye Lane. This group from 1900 occupy a site that previously contained a large detached house.

- 3.4.3 This residential character of early 19th century development is well represented by a number of semi-detached and terrace houses on Rye Lane. Often occupying generous plots with substantial gardens, these survivals are almost exclusively on the western side of the road, reflecting the irregularity of its initial development. Distributed along almost the entire length of Rye Lane, those buildings to the south of the railway belong in the main, to the wider development of the Choumert Estate. These follow a particularly erratic building line. Other evidence of the generous scale of early development survives in the form of plot widths that are still discernible despite re-development, such as: No's 18a-b Rye Lane. One consequence is a notable irregularity to some of the street numbers, despite wholesale renumbering in 1869 and again in 1889.
- 3.4.4 As the main shopping street of the district, a role it has served since the late-19th century, Rye Lane constitutes one of inner London's 'High Streets'. In the last few decades it has developed as a low-cost shopping centre with a strong ethnic character, reflected in both its shops and churches, often occupying the upper floors of converted premises. Its present vibrant and undisciplined character is not without precedence. Although once genteel and semi-rural, since the mid-19th century the street has experienced erratic growth and piecemeal development producing a dense and varied urban landscape.
- 3.4.5 The commercial character of Rye Lane is expressed through a wide variety of premises. The oldest examples are front and side extensions to the existing buildings, built from the 1860s onwards. These remain in abundance, although most have been serially renewed. Purpose-built speculative developments are also quite numerous. One form is the shop and dwelling, built from the late-19th century to the mid-20th century and now back in favour. Such developments are usually three or four storeys high, and built of brick, often with stone dressings in an eclectic mix of architectural styles. Late 19th or early 20th examples include: Central Buildings (1912) a reworking of the former Hanover Chapel, No's 18a-b, No's 22-24 (even) , No. 163 (with a return on Parkstone Road), No's 164-170 (even), No's 185-187 (odd), No's 190-192 (even) and No's 194-204 (even) Rye Lane. The eastern side of Rye Lane; on the corner with Hanover Park, is characterised by a group of mostly 19th century buildings in a variety of architectural styles. Commonly their articulated facades contribute positively to the character and appearance of Rye Lane, of particular note is the HSBC Bank a prominent late Victorian bank.
- 3.4.6 At the southern end of Rye Lane a group of mainly 19th century buildings represent some of the most distinctive buildings in this part of the conservation area. No's 194-204 (even) Rye Lane were built between 1881 and 1888 as purpose built retail accommodation with residential on the upper floors. The buildings were built in an eclectic manner with an oriental influence.
- 3.4.7 Rye Lane's two department stores have left a significant legacy, although neither site survives in its entirety. The most substantial remnant of Jones and Higgins is the 1890s stone-faced block (No. 1 Rye Lane/No's 68-72 Peckham High Street) with its landmark clock tower (truncated in the 1950s). More of Holdrons had until recently survived, including two blocks of late 19th century/ early 20th century shops at No's 143-147 Rye Lane and No's 1-15 Bournemouth Road (now demolished) and the striking 1930s building at No. 135 Rye Lane.

- 3.4.8 Single shops, sometimes built by their owners or by chain stores, are also numerous. Early 20th-century buildings in the Arts and Crafts and neo-Georgian manner include: No's 20 and 110-112 Rye Lane. A more overtly modern approach arrived in the 1920's with the former RACS building at No. 176-178 Rye Lane. Several multiple retailers developed standardised designs or new contemporary forms; surviving inter-war examples include Marks and Spencer (No's 54-58), Sainsbury's (No's 61-63), and, most impressively, C&A (No's 72-74). There are also post-war examples of a second C&A (No's 117-125), British Homes Stores (No's 51-57) and a Woolworths (No's 87-95). The Rye Lane area is also characterised by covered markets and arcades such as Rye Lane Market and the Aylesham Centre, which was built in the late 20th century.
- 3.4.9 Overall the predominance of commercial architecture along Rye Lane reflects the streets long-term status as a major south London shopping area. Whilst individually the architectural quality of the buildings along Rye Lane varies, together they form an eclectic and varied streetscape, contributing to the vibrant and cosmopolitan character of Peckham.
- 3.4.10 Historically industry has also been found in central Peckham. Whilst industrial development was mainly concentrated around the Grand Surrey Canal; at the northern end of the conservation area, elsewhere it was found around the railway and viaduct arches. No. 133 Rye Lane (George Bussey's gun manufactory and rifle range) was redeveloped as a sporting goods factory at the beginning of the 20th century. This brick and concrete building is part 5/ part 3 storeys in height and is now occupied by: a church, artist studios and light industry.
- 3.4.11 Today, Rye Lane is also busy traffic highway that is a narrow, densely developed and heavily used thoroughfare. It is also a public transport hub, with a railway station and a frequent flow of buses. At the midway point Rye Lane is crossed by two railway bridges, connecting London Bridge with Streatham and Croydon.
- 3.4.12 The presence of the railway continues to exert a strong influence over its immediate surroundings, with its huge structures and a greater prevalence of industrial premises and a rather ad hoc character to some of the surrounding properties. This includes the creation of shops within the railway arches, inter-war retail units wrapped around the station and railway lines, and an improvised scaffolding yard. Peckham Rye Station (c. 1865) was originally known as Cow Lane Junction, is an elaborate building in the Continental Renaissance style.
- 3.4.13 Further evidence of the railway's impact include Rye Lane Baptist Chapel, forced to move to its present location in advance of the railway's construction, and the surviving sections of much plainer, standardised development (of the 1870's and 1880's) on the south east side of the road. The classically designed Chapel (c.1863) is one of Rye Lane's most architecturally significant buildings and is now the only property to be set back from the road behind a forecourt.
- 3.4.14 Whilst few entertainment facilities remain in Rye Lane today they were an important feature of Rye Lane. Built at the rear of No. 164 Rye Lane in 1883-4, the former Peckham Public Hall is a reminder. Following conversion to the Tower Annex Cinema the building is now the home of the Church Apostolic Centre. The former cinema entrance on

Rye Lane is all that has been retained. Elsewhere the Peckham Multiplex Cinema; just outside the conservation area, on Moncrieff Street dates from 1982 and was originally built as a supermarket.

- 3.4.15 The post World War II developments along Rye Lane have failed to respond to the characteristics of the earlier buildings within the sub-area. These buildings lack the richness of the architectural detailing of either the 19th century or early 20th century buildings. The exception being No's 51-57 (odd) Rye Lane which was built in 1956 as a British Homes Stores and is now occupied by Primark. The building was constructed on a former bomb site and was designed by George Coles, who is better known for his inter-war cinema buildings. The bold faience clad facade on Rye Lane reflects George Coles' earlier cinema work. However, the infilling of original openings at ground floor level; on the Hanover Park elevation, does little to enhance both the conservation area and this key local building. Elsewhere an opportunity exists to redevelop the indifferent post World War II buildings, these include: The Aylesham Centre, No's 32-36 (even) Rye Lane, No's 38-44 (even) Rye Lane and No's 97-101 (odd) Rye Lane. New buildings should be in accordance with guidance in Section 5.3.

3.5 Sub Area 2 – Peckham High Street and Peckham Square

- 3.5.1 This sub-area comprises both sides of Peckham High Street between Sumner Avenue and the Bus Station, together with Peckham Square and embraces buildings ranging in date from the 17th to the late 20th century.
- 3.5.2 Peckham High Street forms part of the A202 and is a major east/ west route, carrying high volumes of traffic. Historically congestion has been a concern along Peckham High Street and even in the late 19th century a programme of street widening was undertaken (1880-92). Motor traffic still exerts a major threat through pollution, congestion and the physical impact of highway design. Despite previously being widened, Peckham High Street is still relatively narrow
- 3.5.3 In contrast to the more ordered Georgian development of Camberwell, Peckham's early houses were irregularly constructed along Peckham High Street. This was a piecemeal encroachment rather than the product of formal estate development, which resulted in a heterogeneous and undisciplined mix.
- 3.5.4 The south side of Peckham High Street has a vernacular and eclectic character and retains great deal of earlier development. The most notable of these are No's 58-62 Peckham High Street, which still observes the Georgian building line. They originally formed part of a larger group located just to the west of the former Hanover Chapel at the northern end of Rye Lane and now set well back from the street behind single storey shop extensions. No. 54 forms part of the group with No's. 58-62 Peckham High Street, is set back from the street on the same alignment. No. 58 Peckham High Street (c.1730), with a large bay window at first floor level, is a timber framed building with a Palladian facade. No's 60 and 62 appear to have originated as a one room deep, 17th century timber framed cottage. No. 58 is taller and is the last survivor of a development of circa 1730 comprising two mirrored pairs of three storey houses flanking the earlier cottage, also one room deep. Another group of one room deep early 18th century cottages, albeit much altered

and rebuilt, is to be found at No's 98-104 (even) Peckham High Street. No's 16 and 18, also appear to be of 18th century origin with a two storey pair with attics.

- 3.5.5 Elsewhere along the south side of Peckham High Street the properties are of a later date but still occupy characteristic irregular, narrow fronted plots. Together they present a wide variety of 19th century urban vernacular styles, punctuated by more extrovert public houses (or former public houses). In height the buildings are mostly two to three storeys, often with attics, with shops on the ground floor. No's 98-104 (even) Peckham High Street are a group of early buildings which retain the small scale of the village, but have been significantly altered. Along this stretch there are a number of public houses or former public houses. The Red Bull (No. 116) is late Victorian, the Old Bun House (No. 96) was built in 1900 and the former Kentish Drovers (No. 74) dates from 1750 but has been much altered and is currently a shop on the ground floor.
- 3.5.6 Also worthy of mention are: No's. 28-34 Peckham High Street, two 3-storey, mid-19th century pairs flanking Collyer Place with stock brick upper floors crowned with a stucco cornice. Collyer Place was once the entrance to the Basing Manor House. No's. 36-38 (even) Peckham High Street are a group of later buildings, faced with red brick, with Dutch gables fronting the attics.
- 3.5.7 East of Rye Lane, the key building on the south side of the High Street is the surviving block of the former Jones & Higgins department store (1894), whose tall, stone faced elevation, with its elaborate Renaissance detailing and prominent 1930s clock tower, is one of Peckham's most important landmarks.
- 3.5.8 Whereas the north side has a series of landscape interruptions. The character of the road is primarily commercial, with the buildings are occupied by shops and offices. To the north of Peckham High Street is a group of modern civic buildings.
- 3.5.9 Today, little remains of the pre-18th century settlement in Peckham, with its large houses set within gardens. The irregular alignment of both Rye Lane and Peckham Hill Street with Peckham High Street; evident in the historic maps of 1828 (Wyld), 1830 (Greenwood) and 1862 (Weekly Dispatch map of 1862), are an indication of the origins as country lanes. The narrow fronted, irregular plot sizes are also surviving examples of the smaller 18th century houses on the south-eastern side of Peckham High Street.
- 3.5.10 As with the neighbouring Peckham Hill Street Conservation Area, large-scale speculative development in the late 18th century/ early 19th century influenced the character of this part of Peckham. No's 91-107 (odd) Peckham High Street (Shard's Terrace) and No's 126-130 (even) Peckham Hill Street are surviving examples of this speculative development. Until the road widening in 1882 these properties had small front gardens. Overall these are simply designed buildings with little articulation to the facade. Whilst the shop fronts have been mostly altered, the best surviving is No. 105 Peckham High Street (Manze's Eel and Pie House) which was established in 1911 and still retains its shop front and marble sill.
- 3.5.11 On the eastern edge of the conservation area the character is mixed. On the northern side there are two good late 19th century public houses: The Greyhound and the former Crown (now Payday Loans). Directly opposite the former Crown on Mission Place is a

former early cinema and billiard hall (No's 121a-b Peckham High Street). A remnant from the area's low character and slum housing is the Orchard Mission Hall on Mission Place, built by the Ragged School Union in 1906.

- 3.5.12 The north side of Peckham High Street, west of Shard's Terrace the buildings date from after the road widening and the late 19th century. The buildings share the character of a metropolitan street improvement rebuilding. Of particular note is the former London and South Western Bank No. 77 Peckham High Street, with its elaborate Doric piers at ground floor and superimposed pilasters supporting moulded storey bands on the upper floors. No. 43 Peckham High Street was built as the Central Hall of the People's League (c.1894) and designed by Robert P. Wellock, who was also responsible for Nunhead Library and the Livesay Museum. The property is now a bar and nightclub. No. 45 Peckham High Street (former Britannia Public House) was built in 1881 by architect and pub specialist, George Treacher. The pub front has been lost and property is now a men's clothes shop. No's 1-27 (odd) Peckham High Street is a terrace of three storey buildings dating from the late 19th century. Whilst the original shop fronts have been lost, many retain original console brackets, pilasters and sash windows on the upper floors.
- 3.5.13 Inter-disposed between the buildings on the north side of Peckham High Street are a number of clear sites. Peckham Square is bounded by two public buildings: Peckham Library and Peckham Pulse. The other significant cleared space lies between Sumner Road and Melon Road. Despite a number of unrealised redevelopment proposals the site remains a potential development site. A landmark building on the north-west edge of the conservation area is the St. James the Great R.C. Primary School (c.1906).

3.6 Views and Vistas

- 3.6.1 The key approaches into the conservation area are: east-west along Peckham High Street, south down Peckham Hill Street or north along Rye Lane. The junctions between Peckham High Street, and Peckham Hill Street and Rye Lane create a special intensity of activity.
- 3.6.2 A key view within the conservation area is the vista east along Peckham High Street. Here the contained view at the entrance of the conservation area opens up to the broader aspect of Canal Head Square (Peckham Arch) and Rye Lane. The former Jones and Higgins department store (now Mark One) acts as a full stop to eastern views. However southerly views of this building from the former Surrey Canal and Canal Head Square are restricted by the Peckham Arch.
- 3.6.3 Looking west along Peckham High Street; at the junction of Peckham Hill Street, views widen out. Northwards out of the conservation area, along Peckham Hill Street and the former Surrey Canal, views open up and contrast with the good sense of enclosure found around the junction.
- 3.6.4 Along Rye Lane the views are contained vistas between street frontages (2-4 storeys) rather than broad prospects. These views provide a good sense of enclosure, opening up to a wide vista; to the north, at the junction with Peckham High Street and at the southern end to Peckham Rye. Views along the entire length of Rye Lane are prevented by the bend in the street at the junction with Highshore Road.

3.7 Key Spaces and Landscape Elements

- 3.7.1 Pedestrian movement and heavy traffic, particularly at the junctions of Peckham High Street, Rye Lane and Peckham Hill Street, the area's role as a transport hub and the presence of street markets give the conservation area a busy town centre character.
- 3.7.2 Urban interest in the area around the former Jones and Higgins Department Store and Canal Head Square is defined by the four storey modern developments on the northern and eastern side of the Canal Head Square, and by the Peckham Arch on the southern side. The modern, highly visible buildings, structures and square, have local identity as a focal space. The clock tower of the former Jones and Higgins Department Store is also a key focal point and this landmark building dominates views looking eastwards.
- 3.7.3 Also to the north side of Peckham High Street; around Sumner Road and Melon Road, is another key space. Like Canal Head Square this is a cleared site, but one which has remained undeveloped. Today the space is a characterless grassed area, nevertheless the only green open space within the boundaries of the conservation area. Investment in a landscape and quality development would raise its local amenity value.

4. Audit

4.1 Listed Buildings

4.1.1 The list of buildings of special architectural or historic interest for Southwark was updated in 2010. Detailed list descriptions are available from the Council. The following buildings within the Rye Lane Peckham Conservation Area are statutorily listed:

- Post Office Depot, Highshore Road;
- 57 Peckham High Street;
- Baptist Chapel, Rye Lane; and
- Peckham Rye Station, Station Way.

4.2 Key Unlisted Buildings and Building Groups

4.2.1 The main defining elements of the conservation area are groups of buildings that combine into frontages that define streets, spaces and views. Often this group value of buildings is as important as the individual characteristics of listed buildings, and the scale, containment and background character that they provide is essential to the character of the conservation area. The following unlisted building groups are of particular note:

- No. 14 Peckham High Street;
- No. 32 Peckham High Street;
- No's 65-67, 71 and 77 Peckham High Street;
- Shard's Terrace, No's. 91–107 (odd) Peckham High Street and No's. 126–130 (even) Peckham Hill Street;
- No. 109 Peckham High Street (The Greyhound Public House);
- No. 116 Peckham High Street;
- No. 119 Peckham High Street;
- Peckham Library, No. 122 Peckham High Street;
- The former Jones & Higgins Department Store, Rye Lane;
- No's 12 -14 (even), 16 Rye Lane;
- No's 26-28 (even) Rye Lane;
- No. 47 Rye Lane;
- No's 51-57 (odd) Rye Lane;
- No's 61-63 (odd) Rye Lane;
- No's 114, 116 Rye Lane;
- No's 117–125 (odd) Rye Lane;

- No. 133 Rye Lane (Bussey Building);
- No. 135 Rye Lane;
- No. 213 Rye Lane; and
- No. 231, The Nag's Head Public House, Rye Lane.

4.2.2 The following buildings are identified as making a positive contribution to the townscape:

- No's 100-104 (even) Rye Lane;
- No. 110 Rye Lane;
- No's 179-181 (odd) Rye Lane;
- No's 152-154 (even) Rye Lane;
- No's 162-164 (even) Rye Lane; and
- No. 170 Rye Lane.

4.3 Archaeology

4.3.1 The archaeological priority zone of Peckham Village is based upon the extent of the settlement as shown in the mid 18th century map attributed to John Roque. The focus of the archaeological priority zone reflects the locations of Basing Manor and the core historic settlement. The Archaeological Priority Zone therefore focuses on a different, earlier area of settlement, rather than the 19th century expansion of Peckham along Rye Lane.

4.4 Negative Elements

- 4.4.1 The proliferation of advertisements, wholesale removal of shopfronts, installation of roller shutters and replacement shopfronts with in appropriate designs and materials are detracting from the architectural quality of the conservation area.
- 4.4.2 On the eastern side of the conservation area, the car parks and business units create breaks in the rhythm of the established street scene.
- 4.4.3 The Aylesham Centre has an indifferent character which does little to enhance the conservation area. Here an opportunity exists to redevelop the building centre along with the car park site and bus station just outside the conservation area.
- 4.4.4 The key buildings and sites that detract from the character and appearance of the conservation area are listed below (section 4.5).
- 4.4.5 No's 1-27, No's 31-51 Peckham High Street have poor rear elevations and boundary treatments, and therefore provide an unattractive focal from the open space behind. The rear of No's 32-36 Rye Lane is having a negative impact on the views from the Holly Grove Conservation Area onto Rye Lane. The flank elevation of No's 51-57 Rye Lane; fronting onto Hanover Park, has a poor relationship with the street at ground level. An opportunity exists here to remove the brick in filling and reintroduce a more active frontage.

- 4.4.6 The wider setting of the Grade II listed Peckham Rye Station is adversely affected by the poor architectural quality of the buildings immediately in front of the station (No's 74a-80 Rye Lane).
- 4.4.7 The widespread removal of shop fronts throughout the conservation area is having a detrimental impact on the character of the area. The conservation area would benefit from the re-introduction of shop fronts in accordance with guidance set out in 5.3.7.

4.5 Potential Development Sites

- 4.5.1 The Rye Lane Peckham Conservation Area includes many buildings in need of re-use and/ or repair. In the main, the buildings themselves should remain, and any changes considered in the light of the guidance set out above. In some instances there is a case to be made for new buildings, either to fill gaps in the urban fabric, or to replace poor elements with more appropriate design.
- 4.5.2 There are a number of sites located throughout the conservation area that contribute poorly to the character and appearance of the area. As such, it is recommended that they be nominated for redevelopment:
- Peckham Rye Station Environs including: No's 2-10 Blenheim Grove, No. 3 Holly Grove, No's 74-82a Rye Lane and all of Station Way. Opportunity exists to improve the listed building's setting and frontage onto Rye Lane, with the creation of a new public square. This would restore the station's relationship with the street, as originally conceived.
 - Aylesham Centre, improvements to the frontage onto Rye Lane by redevelopment of the 1980's shopping centre.
 - Gap site adjacent to No. 239 Rye Lane, opportunity exists to introduce a corner building.
 - No's 215-229 Rye Lane opportunity exists for the introduction of a new 3 storey building to provide containment to the street.
 - No. 193 Rye Lane opportunity exists for the introduction of a new 3-4 storey building;
 - Individual sites presenting redevelopment possibilities include: No's 32-36 Rye Lane, No's 38-44 Rye Lane, and No's 97-101 Rye Lane.
 - The modern Job Centre Building on Peckham High Street, contributes little to the conservation area and there is an opportunity here for the introduction of a new 3-4 storey building.
- 4.5.3 Sites adjacent the conservation area that would benefit from sensitive enhancement and redevelopment include the areas immediately to the east: cinema site and multi-storey car park and the Morrison's supermarket and adjacent car park. New buildings should respect prevailing building heights and not unnecessarily dominate views out of the conservation area.

5. Guidelines

5.1 Introduction

Purpose of this guidance section

- 5.1.1 This section of the report draws out from the appraisal those themes that are essential to the Rye Lane Peckham Conservation Area's historical character, to which new development and improvement should pay heed. It is not intended to provide a perspective methodology for new design in the area or to exclude innovation.
- 5.1.2 It should also be noted that architectural style, in terms of the design of elevations, selection of materials, detailing and so on, is only part of the concern. Equally important are townscape issues of mass, overall form, building placement relative to the public realm, creation and presentation of views and vistas, quality of boundary treatments, and visual impacts of utility areas such as parking, servicing and site access. The character of the conservation area is defined by buildings of different periods. Irrespective of age these buildings, which make a positive contribution, have the fine detailing, modelling and decorative elements, shop fronts and fenestration, which give the buildings depth and interest.
- 5.1.3 In the Rye Lane Peckham Conservation Area the main development pressures relate to changes of use of buildings and the renovation and re-use of architecturally valuable, but currently redundant, buildings. There should be no objection in principle to good new building design in the conservation area in contemporary styles and the following guidance seeks to promote modern design of quality, and to preserve and enhance the historical character of the area.

Consulting the Council

- 5.1.4 The Council's conservation officer should be consulted prior to undertaking any alterations to the exterior of buildings within the conservation area and it is likely that planning permission and /or conservation area consent to demolish will be required for most significant works. Where a building is listed, there are stricter controls on what the owner can and cannot do. Most works to a listed building, whether internal or external, will require listed building consent where they are considered to affect the special architectural or historic interest of the building. Replacement of listed structures will usually prove unacceptable, and replacement of unlisted structures will normally only be entertained where existing buildings do not make a positive contribution to the character and appearance of the conservation area and the proposal can be shown to positively preserve or enhance that character and appearance. If unauthorised work is carried out the Council can enforce against it.
- 5.1.5 The following guidance provides some indication of the most appropriate approach to common problems and development pressures within the area. It is always wise to seek advice from the Council's planning and conservation officers before considering any building work.

5.2 Development Form and Urban Morphology

5.2.1 Renewal of the area is required through the redevelopment, alteration and renovation of buildings. In some cases poor development in relatively recent times will give the opportunity for redevelopment that can respond more sensitively to the special character of the conservation area. New development should be seen as an opportunity to enhance the conservation area.

Street and plot patterns

5.2.2 It is important that the overall form of development remains in keeping with the morphological characteristics of the area. The urban form of the conservation area is key to its character and any change must consider the basic principles that have determined it. As the appraisal discusses, the pattern was shaped during the late 18th and 19th century, when it became a key transport node in south London and is typified by building frontages positioned directly onto the street and following its alignment.

5.2.3 Development can therefore respond by:

- Maintaining the established or historic building line on the street – in most of the conservation area this means building on the boundary line between the plot and the street;
- Keeping utility areas behind the street frontage, accessed from the rear or through narrow passages under and between buildings – this includes car parking, garaging, service areas and private amenity space;
- Designing facades to echo the narrow module of the traditional building plot, creating strong rhythms with architectural elements along the street and expressing verticality.

Building form

5.2.4 The common building forms in the conservation area also determine the way development and changes can take place. Through much of the area the dominant building type is 19th century shop frontages, both where the former houses have been converted and where they were purpose built. In most cases there remains a domestic scale, related to residential use of the upper floors. This generates a visual rhythm in the street that gives a strong verticality to elevations even though they may be only three or four storeys high. Particular characteristics which should be observed in conversion and new design are:

- Heights of three or four storeys and not less than two – in each situation buildings should remain within the range of heights of the block of buildings in which it is sited;
- Roof lines are typically seen as parapets behind which the roof structure is not usually visible from the street level. Occasionally roofs are viewed obliquely along the street. Extensions and changes to the basic roof form are generally unacceptable even where set back from parapet lines;

- Relatively narrow plot widths that give strong verticality to elevations are important in maintaining the visual rhythm of development blocks, particularly at street level; and
- Regular residential pattern of fenestration and a strong verticality in upper floors.

5.3 New Design in the Conservation Area

- 5.3.1 The commercial character of the Rye Lane Peckham Conservation Area places particular pressure on its appearance. Shop fronts are the most sensitive element, and are often the subject of poor design or alteration. Sections 5.3.7-5.3.11 sets out guidance for the design of new shop fronts, and improvements whenever they can be made.
- 5.3.2 Frequently upper floors fall into disuse or change to office uses. New uses for upper floors are to be encouraged, but the residential scale and details of upper level elevations should always be retained. Should redevelopments be considered, it is important that upper floors are designed to the same scale, even though the planned use is not for living accommodation.
- 5.3.3 New building design should be sympathetic to existing characteristics of the conservation area and modern design is not necessarily precluded. However, new buildings should observe the scale of the earlier buildings by reference to ordering elements such as string-courses and structural spacing. Overall heights of buildings and their position on the street need also to conform to the established street “envelope”, but the manner of expression can be entirely modern. In each situation buildings should remain within the range of heights of the block of buildings in which they are sited.
- 5.3.4 Some of the intrusive developments were in the 1960’s and 70’s (e.g. 38-44 Rye Lane) and these have quickly passed through their life cycle to the point where they, too cannot perform technically in the modern environment. There may now be the opportunity for better development that more sensitively addresses the issues of the Rye Lane Peckham Conservation Area.
- 5.3.5 Elsewhere in Southwark, the success of modern design in conservation areas comes not from aping the style of earlier buildings, but in building on unique townscape opportunities of density and height that the development pattern affords. The most effective modern designs are those which employ a crisp simplicity of form and materials, echoing the functionality of the earlier environment in a modern idiom. By consciously adopting a clear design ethos, such examples will sit more happily in the conservation area.
- 5.3.6 New buildings within or sites adjoining the conservation area should respect the character and appearance of the area. New buildings within the conservation area should be between three to four storeys. However, new tall buildings within or to the west of the conservation area are unlikely to be appropriate. Whilst opportunities for buildings of eight to ten storeys maybe appropriate to the east of Rye Lane (refer to 4.5.3) these should not dominate views or overshadow the conservation area.

Shop front design

- 5.3.7 The majority of commercial properties within the Rye Lane Peckham Conservation Area have retail units at ground floor. However, there are a large number which have no shopfronts and are completely open during the hours of business and secured by roller shutters when closed. The wholesale removal of shopfronts is unacceptable and is not a historic characteristic of the conservation area. The roller shutters necessary when the premises are closed are visually detrimental to the character of the area. Where shopfronts have previously been removed then consideration should be given to the reintroduction of a shop with a window that folds away, fixed transom glazing and a stall riser.
- 5.3.8 Entrances to upper floors were a common feature of 19th century shopfronts and where they exist should be retained to facilitate the use of the upper floors. Where new shopfronts are proposed they should be incorporated into the design.
- 5.3.9 A great number of buildings which have poorly designed modern replacement shopfronts, fascias, projecting signs are to be found in the conservation area. These modern alterations detract from the character and appearance of the conservation area. Other modern additions which are having a detrimental impact on the character and appearance of the conservation area include: solid external roller shutters and associated housing. These roller shutters often have blank solid appearance and create a dead frontage onto Rye Land and Peckham High Street. Acceptable alternatives include the use of high performance glass and open retractable lattice shutters, which can be fixed back during opening hours. The shutter box should be fitted above the window head internally. Recessed shop entrances can be secured by well designed gates, which can be lifted away or left open when the premises are open for business.
- 5.3.10 The objective is that shop fronts and advertisements should harmonise with and enhance the character of the street as well as the buildings in which they are contained; it is not the intention to inhibit imaginative and sensitive design, but to offer a general guide illustrating solutions that have been found acceptable. Non-shopping commercial frontages, as well as retail shops, pose similar problems at ground floor level.
- 5.3.11 Proposals for new shop fronts or alterations to existing ones should be sympathetic to the design and materials of the standard shop front elements and their proportions, adjoining shop fronts and building itself. Original shop front elements should be retained and where possible restored, where they contribute to the character of the building or street. The following design principles relating to shop fronts should be adopted:
- New shopfronts should be designed to respect the age and status of the host building. With a terrace of 19th century retail premises, each owner would have installed their own shop front. However, in contrast with a 20th century department store a more unified design would have been adopted. These design principles should be respected when introducing new shopfronts into the conservation area;
 - Wherever a framework of pilasters, columns, piers, fascias or frieze and cornice remains, this should be preserved and the new shop front inserted within it. Important architectural or historic features of the building should not be altered, defaced or obscured;

- Any new fronts should be contained within the width of the building and if any premises occupy more than one existing building, the front should be divided to reflect the divisions of these buildings and the traditional plot sizes of the street;
- In traditional Georgian, Victorian or Edwardian buildings with regular window openings, the front should be made up of traditional elements: pilasters and frieze, incorporating a fascia. Within this framework the window should be constructed of mainly traditional forms, with a brick, panelled, or rendered stall riser at least 45cm high, materials should be mostly traditional: shiny, reflective material or lurid colouring should be avoided;
- On the upper floors continuous horizontal glazed shop windows will be discouraged. The exception to this being where the work involves replacement of an existing continuous window on the upper level. Where the window to be replaced, then the new work should match existing: design, detailing and materials;
- In new buildings that include shop or commercial fronts some of these principles can be adapted: architectural elements of the building should be brought to ground, with a firm frame defining the shop front or the area of commercial frontage, at ground level. The traditional appearance of shop fronts at ground floor should be continued; and
- Where a new building occupies more than one original plot, the building itself and the ground floor frontage should be subdivided to reflect the width of the individual plots.

Advertisements

5.3.12 Signage is a key component of shop fronts and the shopping street; however it can have the most damaging impact on the character of the conservation area. Careful consideration needs to be given to type, design, materials and location of new signage. Section 1.7 provides the planning policy background to the Area of Special Control of Advertisements, which will apply to the conservation area.

- In a traditional building, the existing fascia or a timber fascia is most appropriate. Fascia signs should convey the name or trade of the premises and should not carry any extraneous advertising. Fascia signs might be externally lit from a concealed source or other discreet form of lighting;
- The preferred form of projecting sign is a traditional hanging sign, possibly externally illuminated. Fascia or projecting signs that consist of large internally illuminated boxes are not acceptable, especially where they obscure architectural features or are too visually dominant for the overall elevation;
- The use of upper floors for businesses should not be allowed to result in a proliferation of signs on the elevation: however, simple lettering perhaps on a screen behind the window or affixed direct to the window pane, need not spoil the elevation; and

- The continued use and introduction of signage should not conflict with adjacent trees or those on streets where site lines are not currently available. Redundant signage should be taken down and the building behind made good.

5.3.13 The standard company signs of national retail and service businesses may not be appropriate either to individual buildings or the setting of the conservation area. Suitability for the building and the conservation area is considered more important than uniformity between branches of a firm, and company motifs can usually be successfully adapted with a little thought.

5.4 Public Realm

5.4.1 In this context the public realm includes everything visible from publicly accessible areas, including both street spaces and any areas up to the front elevations of buildings. The essential components of the public realm that development and improvement should address are:

- Boundaries and frontages that define its edges;
- The surfaces and design of the space itself; and
- Trees, street furniture and other artefacts in the space.

5.4.2 There are no comprehensive enhancement schemes for ground surfaces in the conservation area at present. Virtually no original street surfaces remain in the conservation area, with the exception of a section of cobbles and stone setts surviving at the side and rear of No's 117-125 Rye Lane and Bull Yard.

Boundaries

5.4.3 In most parts of the conservation area, the boundary of the public realm is the building façade, and the quality of design is of paramount importance. Interesting places are generally characterised by “active edges”, i.e. where there is stimulus and interaction between the public realm and buildings. This can be by direct access or through visual connection (windows, and shop fronts for example). Windows and doors at street level provide a level of activity and promote better surveillance of the street.

5.4.4 The rear of properties within the conservation area are often of a poor quality: brick walls, timber gates, palisade fences e.g. No's 31-91 and 91-126 Peckham High Street. These poor boundary treatments detract from the character and appearance of the conservation area.

Trees and street furniture

5.4.5 Trees are important in greening the public realm, softening hard built edges and enclosing spaces. There is scope for new street trees in relation to new development and public realm improvement. Where space allows, semi-mature specimens planted with tree guards are to be preferred to saplings, in order to have greater resistance to damage and a stronger visual impact. Elsewhere a minimum size is required to ensure successful establishment. The type of tree needs to reflect and complement building elevations and have regard to both historical precedent and future climate change effects.

- 5.4.6 A more co-ordinated approach to the design and siting of street furniture, such as bus shelters, lamp standards and highway signs, is required. Simple designs appropriate to the Conservation Area's heritage, whilst avoiding "Victoriana" clichés, would be appropriate.

5.5 Improvements and Repairs

Materials

- 5.5.1 Choice and use of materials can have a significant effect on the character and appearance of the Rye Lane Peckham Conservation Area. There is a wide palette of materials within the conservation area, the details of which are set out in section 3.2.1. It is therefore important that materials are appropriate for the building and for the conservation area. Care should be taken to ensure that original materials are retained whenever possible, and if replacements are necessary because of decay or damage, materials are chosen to match the originals as closely as possible in both appearance and performance.
- 5.5.2 The use of natural, traditional materials will be encouraged and expected particularly on listed buildings. Artificial modern materials such as concrete tiles, artificial slates, UPVC windows etc. generally look out of place on the 18th – early 20th century buildings, and may have differing behavioural characteristics to natural materials. Some materials, such as concrete tiles, can lead to problems with the building's structure as their weight may exceed the loading for which the roof trusses and internal walls were designed. Where such inappropriate materials have been used in the past, their replacement with more sympathetic traditional materials and detailing, where possible, will be encouraged.
- 5.5.3 The mid-late 20th century buildings within the conservation area vary considerably in the design, construction type and materials. For these more modern buildings the use of concrete and cementitious renders and mortars may be more appropriate. Where repairs are intended to these buildings, the advice of the Council's conservation officer on appropriate materials should be sought.

Maintenance

- 5.5.4 Repair works can prove costly and may require authorisation, which can cause delays. It is therefore far better to ensure that regular maintenance is undertaken, thus preventing unnecessary decay and damage and the resultant costs and problems. Works such as the regular opening of woodwork and timber, clearing out of debris in rainwater pipes and gutters, cutting back of vegetation in close proximity to buildings, re-pointing of failed mortar and re-fixing of loose roof slates are all in themselves relatively minor tasks that will not require authorisation but which may lead to much more complex and expensive works if left unattended.

Windows and doors

- 5.5.5 Where original timber or metal windows and doors exist they should whenever possible be retained in situ and repaired. All external joinery should be painted, which is the traditional finish. Stained or varnished timber finishes are inappropriate in the Rye Lane Peckham Conservation Area. Most window frames are painted white, although white may not have been their original colour, however repainting in garish colours would be

inappropriate. The advice of the Council's conservation officer should be sought when changing external paint schemes within the conservation area.

- 5.5.6 At the same time, there is the opportunity to introduce more colours, in the repainting of doors, shop fronts and retained mechanical features. Subdued and darker shades of red, green or blue can provide a highlighting theme, without being garish.
- 5.5.7 Replacement doors, windows and shopfronts to listed buildings need to match the materials, detail, including glazing bars of the originals. Where the existing shopfronts, windows or doors are however later alterations they detrimentally affect the character or appearance of a building, the Council will consider their replacement with appropriate traditional design. The use of modern materials such as aluminium or UPVC is inappropriate and not acceptable on historic buildings.
- 5.5.8 Double glazing is only acceptable on unlisted buildings within the conservation area, where it matches accurately the appearance of the original windows in terms of detail design. If increased insulation is required then use of secondary glazing should be considered. Stick on glazing bars and trickle vents are considered unacceptable in the conservation area.

Roofs

- 5.5.9 Where possible, original roof coverings should be retained and if necessary repaired with slate to match the existing. Where re-roofing is unavoidable because of deterioration of the existing roof covering or inappropriate later works, the use of natural slate will usually be required. The use of more modern materials such as concrete tiles and artificial slate is unacceptable, and their greater weight can lead to damage and deterioration of the roof structure if inappropriately used. Natural roof slates should be used on listed buildings and wither natural or good quality reconstituted slate on unlisted buildings in the Rye Lane Peckham Conservation Area. Natural slates have a better appearance and weather gradually and evenly over time: most artificial slates weather badly with streaking and leaching of colour and adverse effects on the overall appearance of the building.
- 5.5.10 Where they exist, original chimney stacks and pots should always be retained and repaired if necessary. The reinstatement of appropriately designed replacement chimney pots where these have been lost will be encouraged.

Brickwork

- 5.5.11 The painting or rendering of original untreated brickwork should be avoided and is usually considered unacceptable. Where damaged bricks are to be replaced or new work undertaken, bricks should be carefully selected to match those existing on texture, size colour and should be laid in an appropriate bond to match the existing.
- 5.5.12 The most dominant visual components of the brick façade are the bricks themselves, rather than the pointing. Traditional bricks were a slightly larger format than metric bricks and were often laid in softer lime based mortar in a thinner bed, which reduced the appearance of the joints relative to the bricks. Repointing should only be undertaken where necessary to prevent further damage to a building's structure and should be kept to a minimum. Usually, lime based mortar mix no stronger than 1:1:6 (cement: lime:

sand) is recommended and this should be coloured with sand to match the original mix. Joints should be flush or slightly recessed (not weather struck or raised) finished neatly and cleanly with the mortar brushed back to expose the edges of adjacent bricks.

- 5.5.13 Cleaning of brickwork is a specialist task, which may dramatically alter the appearance of a building. If undertaken incorrectly cleaning may lead to permanent damage to the bricks and ultimately the structure of a building. Advice should be sought from the Council before attempting such a task.

Stucco and render

- 5.5.14 It is of particular importance that stucco render is kept in good repair and that regular maintenance takes place. Stucco is lime based found predominantly on the 18th and 19th century buildings within the conservation area. It is important that any repairs are made in material to match, taking care to avoid the use of hard cement renders. If the surface is damaged, stucco may deteriorate quickly through water ingress possibly leading to further damage to the structure behind. Early localised repairs of the problem areas are usually the most appropriate approach when damage occurs. Major repair works can be expensive and difficult to carry out and are best undertaken by experts.
- 5.5.15 Stucco requires regular repainting for appearance and to maintain weather resistance, taking care not to obliterate decorative features. The stucco would originally have been a stone colour, and paint should be chosen carefully with this in mind and to respect the unified character of the area. Listed Building consent is required where painting significantly alters the appearance of a listed building and the use of unusual or contrasting colours (e.g. to highlight decorative details) is unacceptable. Generally the use of the colours buttermilk, parchment, ivory and magnolia are acceptable under British Standard Colours: BS 4800, these are BS 10B15, BS 08B17 and BS 08B15 respectively. Use of a gloss or eggshell finish that allows the masonry to 'breathe' is recommended and will not require consent. Textured or highly glossy paints and 'brilliant white' should be avoided.
- 5.5.16 Where features such as capitals or pilasters have been lost, the Council will encourage their reinstatement using traditional materials following the design and detailing of those originals remaining on other properties.

Ornamental ironwork

- 5.5.17 Original iron railings, balustrades and balconies should be retained and protected through regular painting (black) and maintenance. The reinstatement of missing ornamental ironwork with good quality replacements of similar and appropriate design will be encouraged. Some original balustrades and balconies remain, and historically faithful copies can be made and installed (subject to the Council's approval). Given the untidy nature of some current boundary treatments, the Council would encourage the reinstatement of boundaries.

Satellite dishes

- 5.5.18 It is a condition of installing a dish that you must site it in such a way that minimises its impact on the external appearance of the building and remove it when it is no longer needed. Should the antenna or satellite dish exceed 70cm and be placed in a visible

location to the front elevation or on the chimney, planning permission will always be required. However, should the location be:

- concealed behind parapets and walls below ridge level;
- set back on side and rear extensions;
- set back on rear roofs below ridge level;
- located on the rear garden elevation; and
- such as to minimise the visual impact of the equipment on the conservation area character in terms of the size, location and appearance of the proposed installation; planning permission will not be required.

Extensions

- 5.5.19 Where rear extensions are proposed, they should not be full height, low key in design and as unobtrusive as possible. Full width rear extensions will normally prove unacceptable. Extensions should be clearly subservient to the main part of a building and not add appreciably to the building's bulk. In some cases it may not be possible to devise an acceptable scheme to extend a property, although each case will be judged on its individual merits.
- 5.5.20 Where roof extensions are proposed they should not involve the loss of an historic roof structure and visually dominate the existing or neighbouring buildings.

5.6 Renewable Energy

- 5.6.1 Micro-generation is the production of electricity and heat from the wind or the sun. Alternatively fossil fuels are used but with greater efficiency than conventional systems. Micro-generation systems include: photovoltaics, solar hot-water panels, wind turbines and heat pumps.
- 5.6.2 Where owners of buildings within the conservation area are considering the installation of a micro-generation system, thought should be given to protecting the historic fabric and character of the area. Prior to installation, check with the council as to whether planning and/ or listed building consent is first required for the work. Key points to consider are:
- equipment should be installed away from principal elevations or dominant roof slopes;
 - the cumulative visual impact of the equipment on one or group of buildings within the conservation area;
 - wherever possible panels which sit flush with the roof covering should be used rather than framed systems;
 - ensure that the impact of the equipment on the setting of the heritage asset (listed building and/ or conservation area is minimised by the: location, size, colour and reflectivity of the system selected ;
 - structural impact on the historic building of the installation of a micro-generation system; and
 - new pipe work, cables or excavations associated with the micro-generation system should cause the least amount of damage to the historic building and should wherever possible be fully reversible.

Useful information

General advice

General advice concerning works in conservation areas and the planning process can be obtained by visiting the Southwark Council website at

<http://www.southwark.gov.uk/info/200023/designconservationandarchaeology>

Useful telephone numbers

General Planning Enquiries	0207 525 5438
Conservation & Design Team	0207 525 5448
Planning Enforcement	0207 525 5419
Building Control	0207 525 5582
Tree Protection Officer	020 7525 2090

Other useful contacts

English Heritage 0870 333 1181

<http://www.english-heritage.org.uk>

The Society for the Protection of Ancient Buildings 0207 377 1644

www.spab.org.uk

The Victorian Society 0208 9941019

<http://www.victoriansociety.org.uk>

The Council for British Archaeology 0190 467 1417

<http://www.britarch.ac.uk/>

Ancient Monuments Society 0207 236 3934

<http://www.ancientmonumentsociety.org.uk/>

The Georgian Group 08717502936

<http://www.georgiangroup.org.uk/>

The Twentieth Century Society 020 7250 3857

<http://www.c20society.org.uk/>

Further Reading

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- Beasley, John D (1999, London Borough of Southwark) – The Story of Peckham and Nunhead.
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- Charlesworth, Tim (1988) – The Architecture of Peckham.
- Cherry, B and Pevsner, N (1983) – The Buildings of England, London 2: South.
- English Heritage (2009) – Central Peckham, London Borough of Southwark: Historic Area Assessment.
- English Heritage (2008) – Climate Change and the Historic Environment
- HMSO (2010) – Planning Policy Statement 5 [PPS 5]: Planning for the Historic Environment.
- HMSO (2010) – Planning Policy Statement 5 [PPS 5]: Planning for the Historic Environment: Historic Environment Planning Practice Guide.
- Institute of Historic Building Conservation [IHBC] (2002) – A Stitch in Time: Maintaining your Property Makes Good Sense and Saves Money.
- Reilly, L (1998, London Borough of Southwark) – Southwark: an Illustrated History.



Regeneration and neighbourhoods

Planning & transport

Development management

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Telephone: 020 7525 2289

E-Mail: designconservation@southwark.gov.uk

Web Site: <http://www.southwark.gov.uk>

Date: 10/10/2011

Dear Sir or Madam

Consultation on the proposed Peckham Hill Street and Rye Lane Peckham Conservation Areas and Conservation Area Appraisal

At their meetings on the 11th May 2011 and 12th May 2011 Nunhead and Peckham Rye Community Council and Peckham Community Council's agreed that public consultation should be carried out on proposals to designate the Peckham Hill Street and Rye Lane Peckham Conservation Areas and to adopt the Conservation Area Appraisal.

Southwark Council wishes to obtain the views of local residents, businesses and other interested groups on these proposals and the adjustment of the Holly Grove Conservation Area eastern boundary. To these ends we have arranged a **public meeting** to be held on **28 June 2011** at Peckham Library (5th Floor) between **4 and 8 pm**. Members of the Design and conservation team will be present to receive comments the Conservation Area.

A plan showing the boundary of the proposed conservation areas are enclosed with this letter and copies of the draft Appraisal can be downloaded from:

http://www.southwark.gov.uk/info/511/conservation_areas/2101/draft_conservation_area_appraisals

Or by contacting Tracy Chapman in the Design and Conservation Team at the above address. Or by phone: 0207 525 2289, or by e-mail to the Design and conservation team: designconservation@southwark.gov.uk

A conservation area is defined as "an area of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance". We are of the opinion that Rye Lane, Peckham High Street, Peckham Hill Street and Commercial Way included within the boundaries are of special architectural and historic quality and worthy of designation as conservation areas.

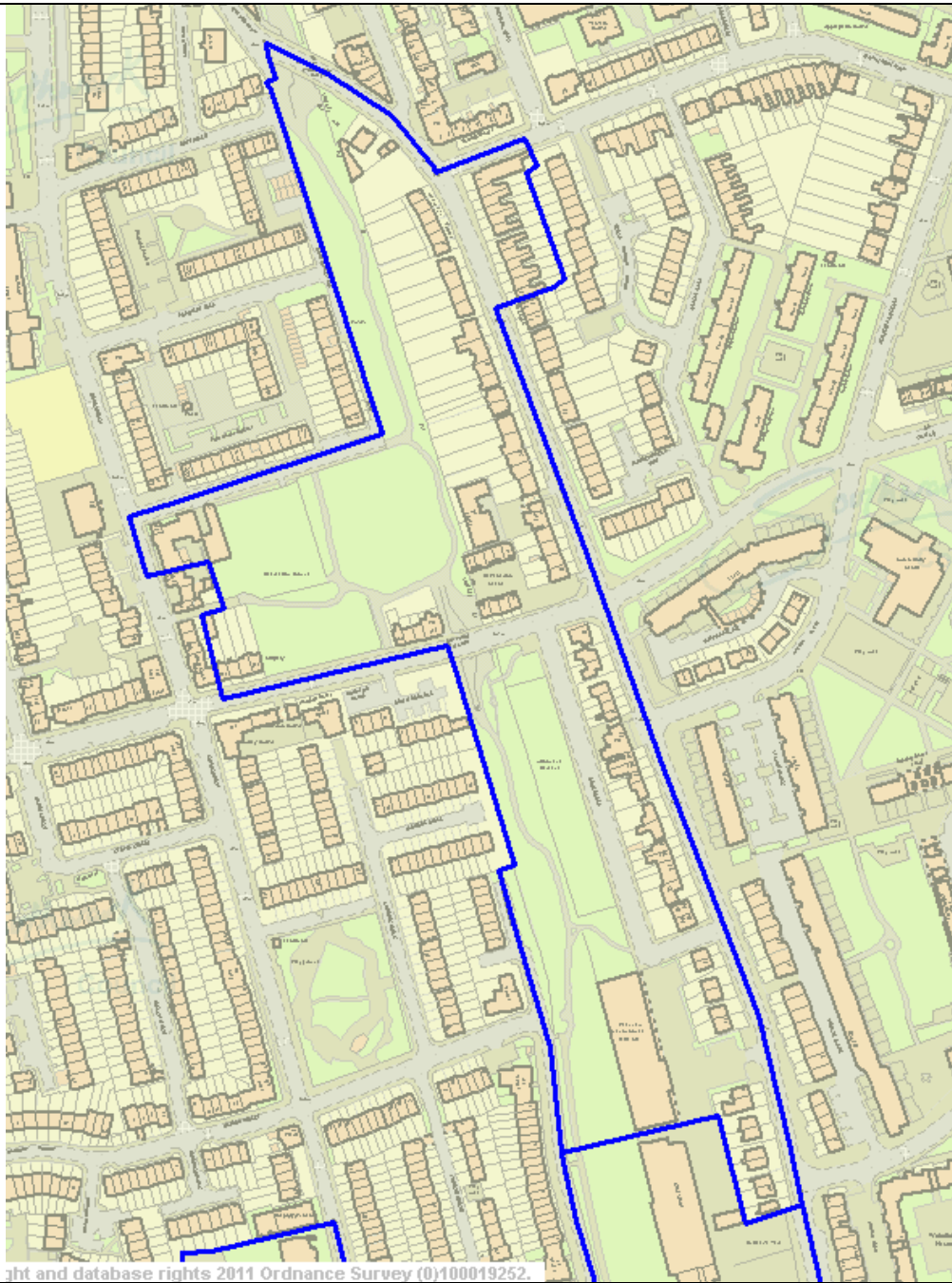
At the same time as proposing these designations, we have drafted Conservation Area Appraisals. This document seeks to define and assess the area's character and to provide a sound basis for rational and consistent judgements when considering planning applications affecting the area. It is also intended to provide a clear indication of the Council's approach to the preservation and enhancement of the area and a guide for further development. While we feel that the boundaries we are proposing satisfactorily delineate the extent of the areas' special interest, we would be very glad of your views on the proposed designations and their extent, as well as on the draft appraisals. In the future these proposals may involve changes to the Holly Grove Conservation Area's eastern boundary which we will consult on at that time.

If you wish to submit any comments, you can do so until 4th August 2011 by writing to: Tracy Chapman, Regeneration and neighbourhoods, Planning & transport, Development management, PO Box 64529, LONDON SE1P 5LX

Yours sincerely

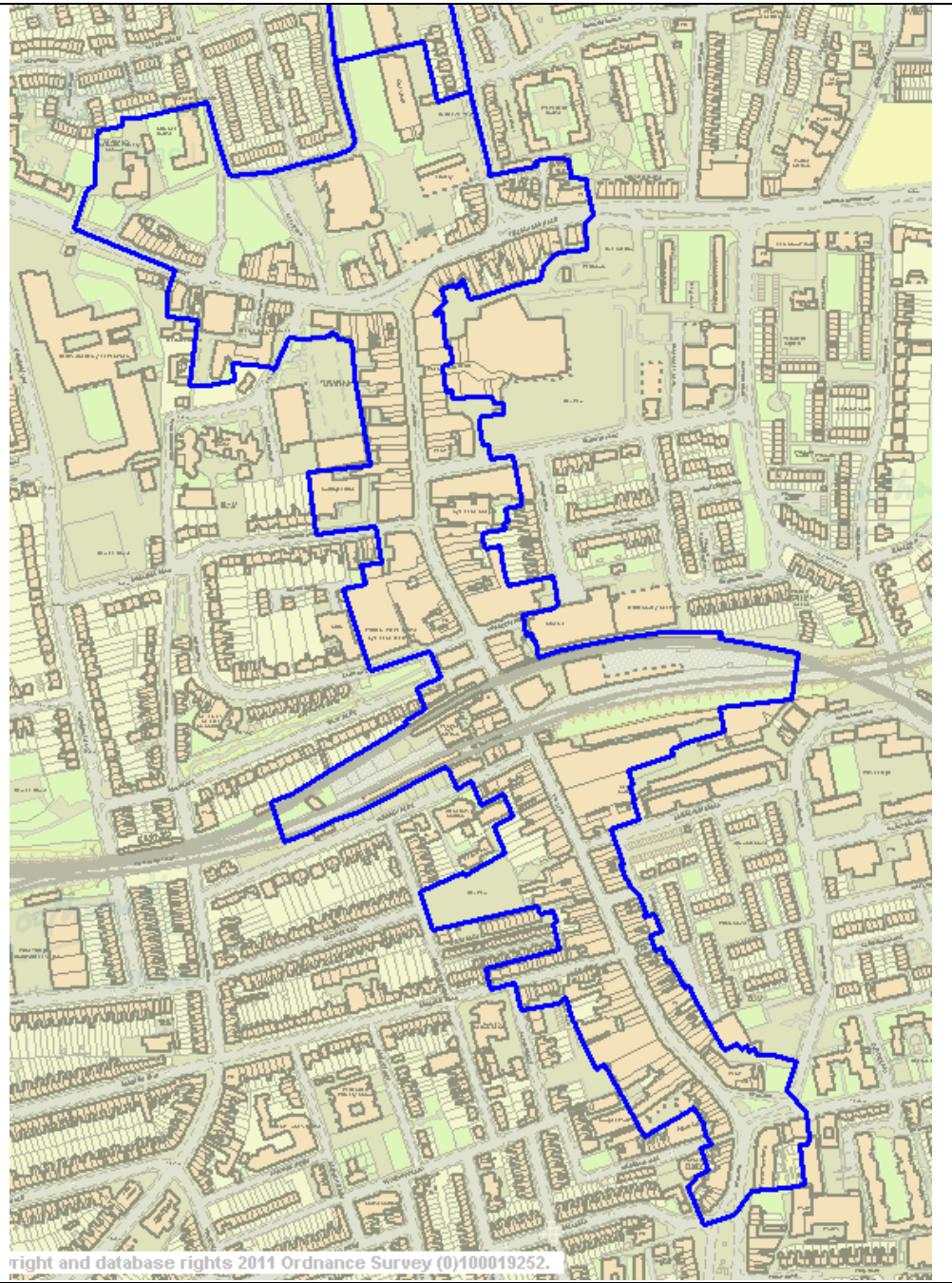
Tracy Chapman

**Senior Design and Conservation
Officer**



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Peckham Hill Street Conservation Area

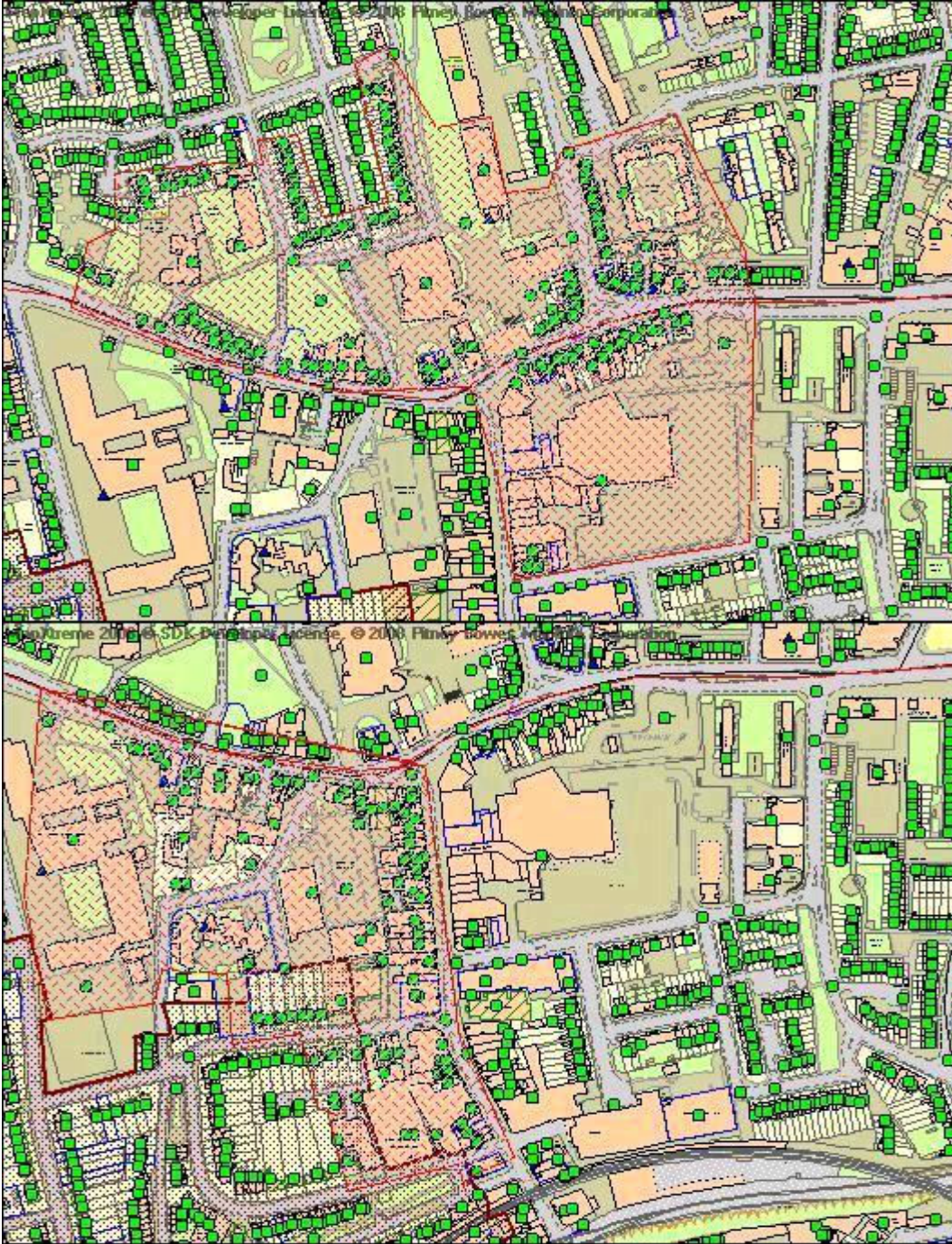


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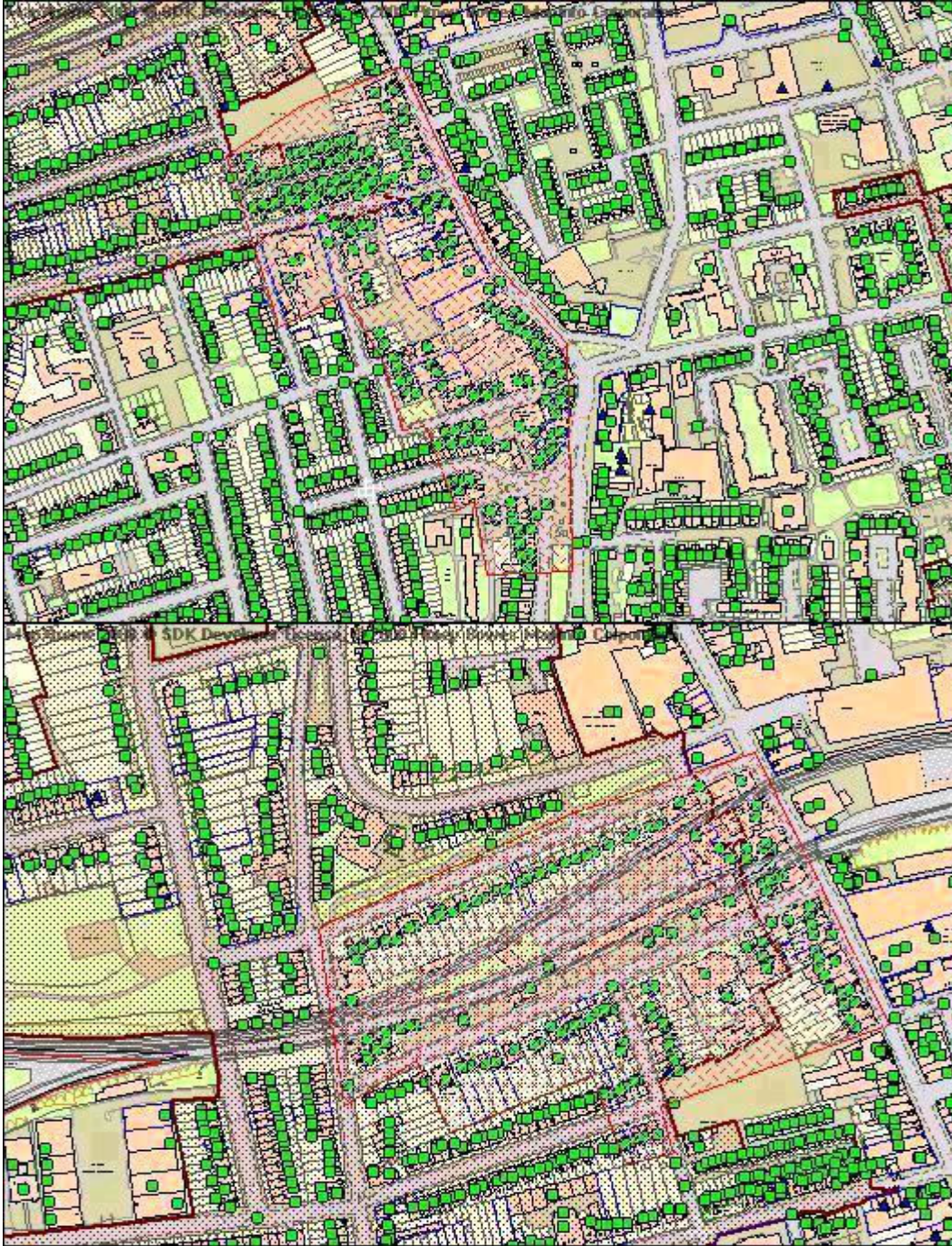
Rye Lane Peckham Conservation Area

APPENDIX 5









OPEN

MUNICIPAL YEAR 2011/12

COMMITTEE: PLANNING COMMITTEE

NOTE: Original held in Constitutional Team; all amendments/queries to Kenny Uzodike, Constitutional Team,
Tel: 020 7525 7236.

OPEN

COPIES		COPIES	
COUNCILLORS	1	REGENERATION AND NEIGHBOURHOODS	
Councillor Nick Dolezal	1	Simon Bevan	1
Councillor Althea Smith	1	Yvonne Lewis	1
Councillor Darren Merrill	1	Rob Bristow	1
Councillor Neil Coyle	1	Tim Gould	1
Councillor Nick Stanton	1		
Councillor Jeff Hook	1	ENVIRONMENT & HOUSING	
Councillor Robin Crookshank Hilton	1	Environmental Protection Team	1
Total	<u>7</u>	COMMUNICATIONS	
		Robin Campbell	1
RESERVES	1	Total	<u>7</u>
Councillor Sunil Chopra	1		
Councillor Michael Situ	1		
Councillor James Barber	1		
Councillor Eliza Mann	1		
Total	<u>4</u>		
LIBRARIES	1		
Local history Library	1		
Total	<u>1</u>		
COMMUNITIES, LAW & GOVERNANCE	1		
Nagla Stevens	18		
Kenny Uzodike	<u>19</u>		
Total			
		Total Print Run: 38	
		List Updated: 5 September 2011	