Item No. 6.4	Classification: Open	Date: 3 September 2013	Meeting Name: Planning Committee	
Report title:	Development Management planning application: Council's own development Application 13/AP/1767 for: Council's Own Development - Reg. 3			
	Address: LAND BOUNDED BY SCYLLA ROAD, NUNHEAD GREEN NUNHEAD LANE AND LAND BOUNDED BY NUNHEAD LANE, LIN GROVE AND CANDLE GROVE, LONDON SE15			
	Proposal: Demolition of the existing single storey buildings and the construction of two 3-storey houses fronting Scylla Road; a 2-storey community facility (Class D2) fronting Nunhead Green; a 4-storey block comprising 6 houses and 6 apartments (Site A). The construction of two 3-storey houses fronting Nunhead Lane; two part 2 part 3-storey houses fronting Candle Grove and four 2-storey houses adjoining 1 Candle Grove (Site B) with associated landscaping and parking.			
Ward(s) or groups affected:	Nunhead			
From:	HEAD OF DEVELOPMENT MANAGEMENT			
Application Start Date 20/06/2013 Application Expiry Date			n Expiry Date 19/09/2013	
Earliest Decision Date 31/07/2013				

RECOMMENDATION

1 Grant detailed planning permission subject to conditions.

BACKGROUND INFORMATION

The application has been referred to the planning committee for determination as it is a council's own major development providing both market and social rented housing towards the council's strategic housing objectives in line with the '1000 New Council Homes Programme'.

Site location and description

- The application site comprises a large site split by Nunhead Lane into two distinct planning sites that will be referred to as Site A and Site B for the purpose of clarity and due to the fact that the proposals for each site are architecturally distinct with differing planning issues and different development proposals.
- Site A is located on the south-west corner of Nunhead Green and contains a single-storey 1970s building set within a large grassed area, enclosed by mesh fencing. The building was formerly occupied by the Nunhead Early Years Centre which has since relocated and the building is now vacant. The site contains a number of trees including a Weeping Willow Tree located in the south-western part of the site which is subject to a Tree Preservation Order (number 420).

- The site is identified as a proposals site within the draft Peckham and Nunhead Area Action Plan (AAP). Nunhead Green opposite the site is designated Borough Open Land and there are listed buildings to the north-west of the site at 1-7 Nunhead Green.
- Site B is located on the southern side of Nunhead Lane and contains a single-storey building formerly used as the Nunhead Green Community Centre but which is now vacant. It has a narrow frontage to Nunhead Lane and occupies an unusually shaped plot, with the building extending back to Basswood Close and Candle Grove. There is a vacant plot adjoining to the east and Clifton Terrace adjoins to the west. The properties forming Clifton Terrace turn the corner onto Linden Grove and there is a landscaped courtyard area at the rear of these buildings, Basswood Close. There is currently no vehicular access from Candle Grove to the site, but there is a pedestrian access next to 1 Basswood Close.
- The site is identified as a proposals site within the draft Peckham and Nunhead Area Action Plan (AAP), which designates the site for housing. The plan has been through its final stage of consultation and it is to be heard at an Examination in Public in March next year, followed by formal adoption thereafter. There are no listed buildings in the immediate vicinity.
- 8 In terms of planning policy designations both sites are identified as follows:
 - Air quality management area
 - Urban density zone
 - Nunhead Green Conservation Area
 - Peckham and Nunhead Action Area.

Details of proposal

- Planning consent is sought for the demolition of the existing single storey buildings on both sites followed by redevelopment to provide housing and a community centre. In terms of the breakdown of development Site A comprises the construction of two three storey houses fronting Scylla Road; a two storey community facility (Class D2) fronting Nunhead Green and a four storey block comprising six houses and six apartments. Site B incorporates the construction of two three storey houses fronting Nunhead Lane; two part two/part three storey houses fronting Candle Grove and four two storey houses adjoining 1 Candle Grove with associated landscaping and parking.
- In terms of tenure Site A will be market housing (14 units) and Site B will be social rented housing (eight units). The completion of the market housing on Site A will fund the redevelopment of Site B to provide the affordable housing element of the development.

Planning history

11 Pre-planning advice was sought on both sites in 2012, case reference;

Site A - 12/EQ/0202

Site B - 12/EQ/0201

Planning history of adjoining sites

12 None of specific relevance.

KEY ISSUES FOR CONSIDERATION

Summary of main issues

- 13 The main issues to be considered in respect of this application are:
 - a) The principle of the development in terms of land use and conformity with strategic policies of The Core Strategy 2011, the saved policies of The Southwark Plan 2007 (July) and the provisions of The National Planning Framework
 - b) The impact on the visual, residential and commercial amenity of the area including the impact on community facilities
 - c) The impact on the Nunhead Green Conservation Area and the nearby listed buildings
 - d) The quality of residential accommodation to be provided
 - e) The design quality of the proposal
 - f) Transport impacts
 - g) All other relevant material planning considerations.

Planning policy

Core Strategy 2011

14 Strategic policy 1 – Sustainable development

Strategic policy 2 – Sustainable transport

Strategic policy 4 – Places to learn and enjoy

Strategic policy 5 – Providing new homes

Strategic policy 6 – Homes for people on different incomes

Strategic policy 7 – Family homes

Strategic policy 11 – Open spaces and wildlife

Strategic policy 12 – Design and conservation

Strategic policy 13 – High environmental standards

Southwark Plan 2007 (July) – saved policies

- The council's cabinet on 19 March 2013, as required by para 215 of the NPPF, considered the issue of compliance of Southwark Planning Policy with the National Planning Policy Framework. All policies and proposals were reviewed and the Council satisfied itself that the polices and proposals in use were in conformity with the NPPF. The resolution was that with the exception of Policy 1.8 (location of retail outside town centres) in the Southwark Plan all Southwark Plan policies are saved. Therefore due weight should be given to relevant policies in existing plans in accordance to their degree of consistency with the NPPF.
- 16 Policy 2.1 Enhancement of community facilities

Policy 2.2 – Provision of new community facilities

Policy 2.5 – Planning obligations

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 3.16 – Conservation areas

Policy 3.18 – Setting of conservation areas, listed buildings and world heritage sites

Policy 3.14 – Designing out crime

Policy 3.28 – Biodiversity

Policy 4.2 – Quality of residential accommodation

Policy 4.3 – Mix of dwellings

Policy 4.4 – Affordable housing

Policy 4.5 – Wheelchair affordable housing

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

17 Nunhead Green Conservation Area Appraisal (2007)

Section 106 Planning Obligations (2007)

Sustainability assessments SPD (2009)

Sustainable design and construction SPD (2009)

Sustainable Transport SPD (2010)

Residential Design Standards SPD (2011)

Affordable housing SPD (2008 – Adopted and 2011 – Draft)

Peckham and Nunhead Area Action Plan (Draft)

London Plan 2011

18 Policy 3.3 – Increasing housing supply

Policy 3.5 – Quality and design of housing developments

Policy 3.8 – Housing choice

Policy 3.9 – Mixed and balanced communities

Policy 3.13 – Affordable housing thresholds

Policy 3.16 – Protection and enhancement of social infrastructure

Policy 5.7 – Renewable energy

Policy 5.8 – Innovative energy technologies

Policy 5.11 – Green roofs and development site environs

Policy 6.9 - Cycling

Policy 6.10 - Walking

Policy 6.13 – Parking

Policy 7.2 – An inclusive environment

Policy 7.3 – Designing out crime

Policy 7.4 – Local character

Policy 7.5 – Public realm

Policy 7.6 – Architecture

Policy 7.8 – Heritage assets and archaeology

Policy 7.21 – Trees and woodlands

Policy 8.2 – Planning obligations

Policy 8.3 – Community infrastructure levy

National Planning Policy Framework (NPPF)

19 Section 4 - Promoting sustainable transport

Section 6 - Delivering a wide choice of high quality homes

Section 7 - Requiring good design

Section 8 - Promoting healthy communities

- Section 10 Meeting the challenge of climate change, flooding and coastal change
- Section 11 Conserving and enhancing the natural environment
- Section 12 Conserving and enhancing the historic environment

Principle of development

- 20 Saved policy 2.1 of the Southwark Plan affords protection to D class community facilities and states that permission for a change of use from D class community facilities will not be granted unless:
 - i) The applicant demonstrates to the satisfaction of the Local Planning Authority that the community facility is surplus to the requirements of the local community and that the replacement development meets an identified need; or
 - ii) The applicant demonstrates that another locally accessible facility with similar or enhanced provision can meet the identified needs of the local community facility users.
- 21 The existing buildings on the site provide 1009 sqm of D class floorspace. The building on Site A was previously in use as a nursery however this service transferred to Rye Oak Primary School in December 2009. The building was subsequently used as a decant centre for Gumboots Community Nursery which was expanded and updated as part of the Sure Start programme and the building has not been in use since July 2011. The existing community centre at Site B has been vacant for several years with no interest from potential tenants and works required to update the premises.
- The proposed new community centre would re-provide 303sqm of community floorspace resulting in a net loss of 706 square meters of D class floorspace. It is noted that the Nunhead and Peckham AAP recommends a new community centre of around 280sqm for this site and that the proposal would marginally exceed this, however the AAP is not yet adopted and whilst it can be afforded some weight, the proposal would still need to satisfy the tests of saved policy 2.1 of the Southwark Plan.
- As its stands it is not considered viable for the council to retain two large community centres in such close proximity to one another particularly in light of their current state of repair and the long term vacancy of both units, particularly Site B. In this instance, the re-provision of a modern facility in a central location within the local area and with an identified anchor tenant, 'The Nunhead Voice', is considered acceptable and satisfies the requirements of Saved Policy 2.1 of the Southwark Plan. As such there are no objections to the proposal in land use terms and there will be no conflict of use detrimental to amenity.

Environmental impact assessment

The proposed development lies outwith the scope of the Town and Country Planning (Environmental Impact Assessment) Regulations 1999 and as such will not warrant the completion of an environmental impact assessment. No significant environmental effects would arise.

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

With regard to the proposed uses on the site, the former nursery would have generated a certain amount of activity, including the use of the garden, and it is not considered that the provision of a community centre on the site would generate a level of activity that would be harmful to the amenity of neighbouring occupiers. The main

impact of the Site A proposals have been set out below;

26 116 Scylla Road

This is a 2-storey end of terrace Victorian house which adjoins the north-western boundary of the site. It has an outrigger to its rear elevation which is set approximately 2.4m off the shared boundary. It is proposed to erect a pair of 3-storey houses attached to the flank wall of number 116, which would incorporate a 2-storey outrigger spanning ground and first floor levels. This outrigger would project 3.4m beyond the rear elevation of number 116 and whilst this depth of projection would be greater than the 3m recommended in the Residential Design Standards SPD, given that it would be set a minimum of 0.7m off and angled away from the boundary, it is not considered that this would result in any significant loss of amenity to number 116. The windows in the rear elevation of these houses would face down their rear gardens and would not give rise to any loss of privacy.

The proposed community centre would be located a minimum of 14m from the boundary with 116 Scylla Road and this, together with the position of the two buildings in relation to each other is likely to be sufficient to ensure that no significant loss of light or outlook would occur. With regard to privacy, the first floor windows in the community centre would serve a storage area and circulation space and it is not considered that any harmful overlooking of number 116's rear garden would occur, and there would be no direct views into habitable windows. The windows in the rear elevation of the 4-storey residential block would have views over the rear garden of number 116 but at a distance of approximately 22m which again, would be sufficient to ensure that no significant loss of light, outlook or privacy would occur.

28 Houses on the opposite side of Scylla Road

There would be a separation distance of approximately 14m between the proposed pair of houses fronting Scylla Road and the existing houses on the opposite (northern) side of Scylla Road. The Residential Design Standards SPD recommends a minimum of 12m where properties face each other across a street in order to maintain adequate levels of light and privacy, and as this would be exceeded no objections are raised. It would follow the established pattern within the street and would not give rise to any unacceptable loss of amenity to the properties opposite. This distance would reduce to approximately 12m between the houses on the northern side of Scylla Road and the flank wall of the proposed community centre, and whilst this would be a closer relationship, it would comply with the SPD guidance and no objections are raised.

29 The Old Nuns Head, 15 Nunhead Green

The new community centre would be located opposite this public house, although the entrance to the building would be located slightly further south facing Nunhead Green. The separation distance between it and the pub would be a minimum of 5m at ground floor level which would be rather limited, but given the commercial use of the pub no loss of amenity would occur and it is not considered that this would hinder the operation of the pub.

30 The proposed community centre would incorporate a terrace at first floor level fronting Nunhead Green. There would be no loss of amenity to neighbouring occupiers, particularly the living accommodation above the pub, however hours of use will be conditioned.

31 99 Nunhead Lane

At its closest point the proposed 4-storey residential block would be 22m away from the flank wall of this property, separated by a new vehicular access and communal garden containing the protected Weeping Willow tree. This separation distance is likely to be sufficient to ensure that no loss of amenity would occur with regard to light, outlook or privacy. The creation of a new vehicular access next to this property would

certainly increase activity close to this house, but it is not considered that this would be significant or that it would result in any material loss of amenity given that the house already fronts a reasonably busy road.

32 Buildings on opposite side of Nunhead Lane

The relationship between the proposed residential block and the existing dwellings to the south of the site, on the opposite side of Nunhead Lane, would be typical of properties facing each other across a street with a separation distance of at least 20m. This is considered to be acceptable with regard to light, outlook and privacy and no objections are raised.

- As site B is located on the opposite side of Nunhead Lane there will be a different set of impacts on residential amenity which must be given further consideration. The impacts of Site B on residential amenity have been set out below.
- 34 1-12 Clifton Terrace This contemporary, 2-storey terrace is higher at the front, reducing in height at the rear owing to their mono-pitched roof forms and they have accesses at the front and rear. The proposed northern block would project a maximum of 1.8m beyond the rear elevation of 11 and 12 Clifton Terrace at ground, first and second floor levels and although it would be considerably higher than these properties, the depth of projection would not be significant and the windows to numbers 11 and 12 are set well off the shared boundary therefore the impact on light should not be significant.
- Directly in front of this would be the central block which would be located 7.5m away from the rear elevations of 11 and 12 Clifton Terrace. It would be set back slightly and at an angle in relation to numbers 11 and 12, the two storey height of this block would not have an unacceptable overbearing impact nor would it create an unacceptable sense of enclosure to the existing dwellings. Originally three storeys in height, the scheme has been reduced to two storey in line with officer advice.
- The proposed southern block would directly face the rear elevations of numbers 11 and 12, however the separation distance of 21m will ensure that there is no adverse impact in terms of loss of outlook, loss of light or the creation of a sense of enclosure.
- With regard to privacy, there would be oblique views from the west facing windows of the central block towards Clifton Terrace, with the closest proximity being around 9m however the window positions are such that there will be no loss of amenity. The remainder of the properties in Clifton Terrace would be less affected by the proposed development being located further away, and although there would be some oblique views, given the nature of Basswood Close where people can walk in close proximity to habitable windows, it is not considered that this would result in any significant loss of amenity.
- 38 <u>1-12 Basswood Close</u> There would be 31m between the rear of 1 and 2 Basswood Close and the proposed southern block. This would be the closest relationship with these properties and is considered to be sufficient to ensure that no significant loss of light or outlook, sense of enclosure or loss of privacy would occur.
- <u>Vacant plot at 58 Nunhead Lane</u> The most recently approved plans for this site permit the erection of a 3-storey building set off the shared boundary, with a pathway at the side leading to the rear garden. Windows are shown in the side elevation at ground and first floor level serving open-plan kitchen and living spaces, but these are secondary windows as there would also be windows at the front. Condition 6 of the permission requires the side windows to be obscure glazed and top-opening only, therefore it is not considered that the proposed development would have a harmful effect on the approved living accommodation at 58 Nunhead Lane.

- 40 <u>6 Nunhead Grove</u> This property has a 16m rear garden which adjoins the southern boundary of the site. The proposed southern block would be approximately 23m away from the rear of this property which would be sufficient to ensure that no significant loss of amenity would occur. There would be views over the rear garden to this property, but it would be similar to the existing relationship between 6 Nunhead Grove and 1 Candle Grove and no objections are raised.
- 41 <u>1 Candle Grove</u> This is a three storey house located to the south of the site. There would be a minimum separation distance of 1.8m between this boundary and the southern block of the proposed development. No unacceptable loss of privacy to this property would occur.
- 42 <u>6 Candle Grove</u> The southern block of the proposed development would be located approximately 18m away from this house, and this distance together with the position of the buildings in relation to each other is considered to be sufficient to ensure that no significant loss of amenity would occur. The residential Design Standards recommends a 12m separation distance where properties face each other across a highway and as this would be exceeded, no unacceptable loss of privacy would occur

Affordable housing

- 43 Strategic policy 6 of the Core Strategy 'Homes for people on different incomes' requires at least 35% of the residential units to be affordable and at least 35% to be private. For developments of 15 or more units, affordable housing is calculated as a percentage of the habitable rooms rather than total number of units, and further information can be found in the council's draft Affordable Housing SPD (2011). Saved policy 4.3 of the Southwark Plan 'Mix of dwellings' states that studio flats are not suitable for meeting affordable housing need and saved policy 4.5 'Wheelchair affordable housing' states that for every affordable housing unit which complies with the wheelchair design standards, one less affordable habitable room will be required.
- It is intended that Site A would be wholly private housing, with the site to be sold to a private developer in the event that planning permission is granted. All of the eight housing units on site B are to be affordable, to be built and managed by the council under its direct delivery programme. In isolation Site A would be contrary to policy as it would not provide any affordable housing, but if both sites are considered together the development would provide 36% affordable housing which would comply with the council's policies.
- With regard to tenure split, Saved Policy 4.4 of the Southwark Plan 'Affordable housing' requires a split of 30:70 social rented:intermediate. It is noted that the Nunhead and Peckham AAP proposes that this should be 50:50, but again, this document has yet to be formally adopted therefore the Southwark Plan policy would take precedence. Notwithstanding, section 4.1 of the adopted Affordable Housing SPD does permit the provision of single-tenure schemes on smaller sites, therefore no objections are raised in relation to an entirely social rented scheme on Site B.

Density

46 Strategic policy 5 of the Core Strategy 'Providing new homes' states that a density range of between 200-700 habitable rooms per hectare is permissible in the urban density zone, and Appendix 2 of the Southwark Plan sets out the method of calculating density for mixed use developments. The whole, developable site area based on our GIS system is approximately 2694sqm and the density has been calculated on this basis. It would equate to 218 habitable rooms per hectare for Site A (inclusive of the community centre) and 341 habitable rooms per hectare for Site B

and would therefore comply with strategic policy 5.

Mix of dwellings, unit size and quality of accommodation

47 The proposed development will provide

2x1 bedroom units

5x2 bedroom units

7x3 bedroom units

8x4 bedroom units

- 48 Saved policy 4.3 of the Southwark Plan 'Mix of dwellings' states that all major residential developments should provide a mix of dwelling sizes and types to cater for the range of housing needs in the area. Core Strategy Policy 7 Family Homes requires at least 20% of dwellings to have 3 or more bedrooms. The proposal will provide 68% of dwellings with three or more bedrooms and as such is policy compliant in this regard. Further guidance is contained within the draft Residential Development Standards SPD which states that for major residential schemes, the majority of units should have two or more bedrooms, in developments of 15 or more dwellings at least 10% should have direct access to private outdoor space and at least 10% should be suitable for wheelchair users. In this case the proposal will result in 91% of dwellings having two or more bedrooms, three units (13%) will be suitable for wheelchair users and all (100%) will be dual aspect with cross ventilation.
- In terms of unit size it should be noted that all units are fully compliant with the minimum floorspace and unit size requirements set out within the SPD: Residential Design Standards including the space standards set out within the Greater London Authorities Draft Housing SPG (December 2011).
- All units will have access to private amenity space with the exception of unit C4 on Site A which falls below the 10sqm minimum requirement due to the small size of the roof terrace. In this regard this is considered acceptable due to the location of the development on Nunhead Green with the open space it provides and the fact that only one unit will fail to achieve the 10sqm private terrace requirement. All units in Site B will have private gardens and whilst it is noted that not all of them will meet the 50sqm minimum standard (due to minor shortfalls on some units) there will be ample amenity space within the communal courtyard for use by all Site B residents.
- In this instance the proposed development spanning Site A and Site B is considered to provide large, well design units with good access to natural light and ventilation and private amenity space. In terms of quality of accommodation, the development is considered to provide a high standard of home for future occupiers. The proposed community centre is considered to be a well lit, adaptable space that is better equipped for a community use than the existing D Class accommodation on both sites.

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

There will be no conflict of use detrimental to amenity. The proposal is for residential development which will retain a community centre as such conforms to the character of the area.

Transport issues

In terms of access at Site A the vehicular access to the development is proposed from Nunhead Lane. The location of the access was debated during the pre application

process and the applicants have provided visibility splays to illustrate that suitable visibility can be obtained when exiting the vehicular access, and the location of the access will not compromise highway operation or safety. The proposed width of the crossover will be approximately 5m and pedestrian and disabled access to the development is from Nunhead Green and Scylla Road.

With regards to Site B the proposed vehicular access to the development is from Candle Grove, as is pedestrian and disabled access. The northern two units can be accessed from Nunhead Lane. The existing highway arrangement is being retained along Candle Grove. The existing crossovers are thought to be over 5 meters in width, however pedestrian foot fall along this section of footway is low and as such they will not adversely impact on pedestrian safety.

Cycle parking

Table 15.4 of the Southwark Plan states that the minimum secure parking standard for cycles is 1.1 per residential unit. For reasons of convenience, cycle storage must be of dimensions as stated in Manual for Streets, sections 8.2.21-8.2.24 and should comply with best practice guidance. The applicant is required to submit to the council, for approval, detailed and scaled drawings to demonstrate the provision of cycle storage. Cycle storage should be weatherproof, secure and convenient. Site A proposes 20 spaces whilst Site B proposes 16 spaces. All of the locations for proposed cycle storage are deemed to be secure, weatherproof and convenient and the over provision in cycle parking is welcomed.

Car parking

- This proposal is located in an area with a medium TfL PTAL rating (3) reflecting the area's medium level of access to all forms of public transport. Developments in areas with this PTAL rating are required to provide off street parking in order to mitigate the possibility of overspill parking on the surrounding highway network. Site A has proposed eight off street parking spaces in total, two of which are disabled/wheel chair accessible. The proposed level of off street parking is in line with car ownership (0.49) and therefore no over spill parking from the development should occur.
- 57 Site B has proposed six spaces for eight residential units. This is higher than the standards for this part of the borough however this level of car parking will totally eliminate the likelihood of overspill car parking arising in association with the above application. A car club bay has been specified on Nunhead Green, as has free car club membership for both site A and B. Car club bays and membership also significantly reduce the likelihood of overspill car parking and can also reduce on street parking stress.
- As stated previously the on street parking stress surrounding the development is particularly high (Nunhead Grove 110%, Scylla Road 107%, Nunhead Lane 100%) given these extremely high levels of on street parking stress it was felt that a "belt and braces" approach would be needed to mitigate over spill car parking. A higher level of off street parking provision was requested alongside free car club membership. As both of these measures have been applied in association with the above developments it is felt that the possibility of overspill parking from the two sites will be adequately mitigated.

Disabled parking

Disabled parking has been provided in association with both sites, Both Site A and B provide two wheelchair accessible spaces. This level of provision is acceptable. The spaces are located in positions which will be convenient for disabled

persons/wheelchair users.

Servicing and refuse

- Site A Off street servicing has been proposed for this site, swept paths have been submitted which show that all relevant vehicles can enter and exit the site in a forward gear. As stated previously visibility splays have been provided to show that good and clear visibility is available to all vehicles exiting the site and will not impact on the operation and safety of the highway network within an immediate proximity of the access. Refuse vehicles have been proposed to stop on the highway within a close proximity to the junction of Nunhead Lane and Nunhead Green which is considered acceptable in this instance. Given drag distances for operatives and residential bin/walking distances the corner of the development is the only place which suits both of these criteria.
- 61 Site B Off Street servicing is proposed in association with site B, all vehicles have been shown to enter and exit in a forward gear. Given the predominant residential nature of the two sites, the level of service and refuse vehicle movement will not be of a significant nature to impact on the surrounding highway network. In this instance a full service management plan will not be requested. A service management statement for the community use will be required. This statement should address the management of associated vehicles when a large event is in operation.

Design and heritage

- This site is the largest and most prominent in the Nunhead Green Conservation Area, forming the entire western edge onto the Green, and as such it is crucial that this development delivers an exemplary scheme that enhances the character and appearance of the area. This application covers two sites, A and B, both of which are partly occupied by low-rise community buildings whose run-down appearance and low architectural quality registers them as negative contributors to the conservation area; accordingly, the demolition of the existing building raises no problems relative to heritage issues, subject to a acceptable replacement buildings being consented. Site A actually encompasses three distinct elements: the main residential block onto the Green/Nunhead Lane; the new community centre, and the pair of houses on the south side/eastern-end of Scylla Road. The scale of existing buildings around the green is generally two to three-storey, with some corner elements at four-storey; Scylla Road is predominantly 2-storey terraces. Site B has a very small frontage onto Nunhead Lane, but this is still a prominent bend in the road that effectively links two existing terraces: the rest of the site focuses onto the Candle Grove cul-de-sac, which reduces its immediate impact upon the conservation area townscape.
- The design of these four prominent buildings/groups within the conservation area will be extremely sensitive, with regard to their impacts upon the designated heritage townscape. Saved Policy 3.13 Urban design, requires that the height, scale and massing of buildings should be appropriate to the local context and should not dominate its surroundings inappropriately. 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 as well as preserving or enhancing the historic environment. Saved Policy 3.16 Conservation areas, requires that within conservation areas, development should preserve or enhance the character or appearance of the area, use high quality materials and do not introduce design details or features that are out of character with the area.
- 64 Paragraph 129 of the NPPF 2012 requires that Local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal. The particular significance of this conservation area lies not

only in the core importance of Nunhead Green historically, as the central space around which the 'village' has developed, but also in the general consistency of the terraces which form the urban grain. The character of the new buildings should pay close reference to the surrounding buildings, while still employing a contemporary architectural style; the use of complementary materials will be particularly important, as will features such as expressed doorways and front gardens, as well as the composition of fenestration.

- 65 The main element is conceived as an L-shaped building comprised of a corner block onto Nunhead Lane, and a terrace facing onto the Green; both elements are three/four-storey and the upper two levels incorporate gabled frontages and accommodation within the steeply-sloping roof. The cumulative bulk of this block will create a form of enclosure to the Green, whereas it is currently open to the west; this will help to reinforce the Green as a space and a place, which will strengthen its role as the 'heart' of Nunhead. The general height, scale and bulk are considered to be acceptable in this location. The most prominent elements on this building are the expressed gables, which also feature tall chimneys onto the terrace; these make a direct reference to the listed Beer & Wine Trade Homes on the northern edge of the Green, and their contemporary interpretation of this form will give the proposal a strong sense of identity. The massing is also modulated by a set-back at second-floor level, which has a slight reference point in the Nunhead Lane commercial set-backs at first-floor, and facilitates rooflights to the living-rooms below. In terms of bulk, the large volume of steeply expressed roof could be considered as somewhat over-prominent within the composition, but in this context there is a reference point for such a form on the Nuns Head Pub opposite.
- The chamfered corner with its expressed 'Dutch'-type gable is also a somewhat incongruous feature, but this does at least create a strong corner element as would be desired on such a prominent location within the townscape. This feature-gable will rely to a large extent on the quality of its brickwork detailing, which is textured brickwork within a flat stretcher-bond framing on the upper sloped edges; a sample panel of this, in both the upper 'framed' and lower 'exposed' condition will be required for conditioned approval on-site. The doorways have been designed as feature elements with curved entrances, which coupled with the front gardens should give an adequate amount of interest and activity to the streetscape.
- The community centre is a two-storey block so there are no issues with its own scale, although being somewhat diminutive relative to its neighbours may diminish its presence as a civic building on the Green. This effect is emphasised by its position immediately adjacent the proposed four storey terrace block, but is mitigated somewhat by the stepping-down of the terrace to three storey. The form of the centre is emphasised by a 'light-box/chimney' feature and a large first-floor balcony facing onto the Green; the latter serves to shelter the entrance which will be useful for cycles and buggies. The need for the building to have relatively solid walls to the hall within has resulted in relatively blank elevations, but that facing the Green is enlivened by some patterned/textured brickwork which does add interest.
- The Scylla Road houses need to relate directly to the two storey terrace to which they are attached, and being at the end of the terrace there is the option for some slight increase in scale; the proposal starts by reflecting the eaves-level of the terrace, which is the primary scaling element to relate to, and then steps up with a gabled frontage and a higher ridge-line beyond. This step-up is considered to be an appropriate response that also 'book-ends' the terrace, although the mostly blank gable is rather disappointing and this element will require re-consideration and the addition of more interest via condition.

- Notwithstanding the specified bricks on the plans, the choice of brickwork will be 69 absolutely crucial for all elements of this application, to ensure an adequate contextual response. Three different red bricks are proposed for all three buildings on Site A, and officers have reservations at the extent of red brick within a predominantly buff//London-stock type context. The distribution of the darker brick on the upper two stories of the terrace is also questioned, and this will be re-considered with a condition. The issue of brick colour is also important on the Scylla Road block, and this element is most likely to need a more contextual response. Similarly the roofing tiles are proposed as a dark plain clay tile, and while this would match the Nuns Head Pub, the predominant roofing in the context is natural slate. Both the brick and the roofing tiles are therefore requiring further consideration with regard to how they respond to their context, and despite the specifications on the submitted plans officers will require their choices to be open to re-consideration and approval via condition. While the use of aluminium-framed windows is not necessarily problematic in a large new contemporary development, colour samples for the PPC finish will be required as part of the material palette conditioning.
- 70 Site B has a relatively small direct impact upon the primary streetscapes of the conservation area, as it is mainly contained within an urban block. The section that does project into Nunhead Lane is however particularly important as this is a very prominent part of the frontage and has to effectively link the two quite disparate terraces to either side. This element is three storey, with a parapet that matches the height of the Victorian terrace to the NE, and has a stepped-frontage to reflect the building-line of the contemporary blocks to the west. The architectural treatment of this frontage is relatively simple, which has a generally neutral impact on the streetscape and also emphasises the prominent corner with a wrap-around window; its worth noting that the windows match the proportionality of those on the adjacent Victorian terrace, which responds well to the scale and character of the frontage. The block to the rear of this is a deep two storey with a similarly simple treatment, which is continued in the mews-block which also features two raised elements at three storey. The development of Site B is welcomed as a very calm and rational scheme that should fit comfortably on the site and within its context. Materially the scheme is predominantly faced in a London stock-brick which should help it sit comfortably within the local context.
- All developments must incorporate the principles of inclusive design, with suitable access for people with disabilities or those who are mobility impaired. This should be fully in-line with the South-East London Housing Partnership design guidance on Wheelchair Housing.
- Saved Policy 3.14 Designing out crime, requires that development in both the private and public realm, should be designed to improve community safety and crime prevention. All elements of this proposal need to consider issues of perceived and actual safety and security in their design. The proposals generally allow for good overlooking and passive surveillance, and avoids recessed entrances and limited sightlines which can be problematic.
- 73 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 will be achieved by expecting development to conserve or enhance the significance of Southwark's heritage assets, their settings and wider historic environment, including conservation areas. The design of this proposal achieves a standard that is considered to be acceptable for such a prominent and sensitive site.

Impact on trees

The proposed development will require the loss of 5 category B and 6 category C trees, whilst retaining the majority of better quality specimens elsewhere on site. An amount totalling 892 cm stem girth is to be removed of which 405cm representing B category trees should be replaced as part of measures to mitigate the loss of canopy cover. Removals include three mature trees which are prominently located on Nunhead Green for which no replacements are proposed, and which would adversely affect the character of the conservation area. Detailed plans showing a soft and hard landscaping scheme, including green and brown roofs, will be secured via condition in order to secure adequate tree replacement and to mitigate any adverse impact on the conservation area.

Planning obligations (S.106 undertaking or agreement)

- 75 Saved policy 2.5 'Planning obligations' states that the Local Planning Authority will seek to enter into planning obligations to avoid or mitigate the adverse impacts of developments which cannot otherwise be adequately addressed through conditions, to secure or contribute towards the infrastructure, environment or site management necessary to support the development, or to secure an appropriate mix of uses within the development. Further information is contained within the council's Planning Obligations Supplementary Planning Document.
- The applicant is the council and therefore in this case, it is not possible to complete a s.106 legal agreement as the council cannot enter into a legal agreement with itself, because such an agreement would not be enforceable. Instead, the required obligations and contributions would be secured by condition and through agreement within the council.
- 77 In accordance with Southwark's Section 106 Planning Obligations SPD, the following contributions have been agreed with the applicant, in order to mitigate the impacts of the development:
 - Affordable Housing; 35% provided on site Social Housing will be secured in perpetuity by a planning condition
 - Education £155,463
 - Employment during construction (Site A only) £10,412
 - Employment management (Site A only) £816
 - Public open space £9,660
 - Children's play equipment £5,153
 - Sports development contribution £23,574
 - Strategic transport contribution £15,413
 - Site specific transport contribution £11,000
 - Public realm improvements £16,500
 - Health £24,836.

Sustainable development implications

Saved policy 3.4 - Energy efficiency of the Southwark plan 2007 (July) states that all developments must be designed to maximise energy efficiency and minimise and reduce energy consumption and carbon dioxide emissions; major developments for residential use are required to provide an eco-homes assessment. Strategic policy 13 - High Environmental Standards of the Core Strategy 2011 requires major developments to achieve the highest possible environmental standards including targets based on the Code for Sustainable Homes and BREEAM. London Plan 2011 Policy 5.2 - Minimising carbon dioxide emissions states that for residential buildings from 2010 - 2013, a 25% reduction in CO2 emissions will be required and Code for

Sustainable Homes Level 4 must be reached.

79 The proposed development will achieve Code for Sustainable Homes Level 4. A 25% reduction in CO2 emissions over the baseline will be achieved through the use of Photovoltaic Panels. The BREEAM Assessment for the community centre indicates that the community centre will achieve 'BREEAM Excellent' which is considered to be policy compliant.

Flood Risk and Ecology

The Environment Agency and the Councils Ecology Officer have both been consulted on the proposed development and have raised no objections. The Ecology Officer has recommended conditions regarding brown/green roofs, bat boxes and native planting. The relevant conditions will be attached to any consent issued.

Mayoral Community Infrastructure Levy

Section 143 of the Localism Act 2011 states the any financial sum that an authority has received, will, or could receive in the payment of CIL as a material "local financial consideration" in planning decisions. The requirement for Mayoral CIL is a material consideration. However, the weight to be attached to a local finance consideration remains a matter for the decision-maker. Mayoral CIL is to be used for strategic transport improvements in London, primarily Crossrail. In this case the proposal is CIL liable for 2706sqm of floorspace resulting in a CIL charge of £94,710.

Conclusion on planning issues

The proposed development is considered to be a well designed, sustainable development that will bring vacant brownfield land into use to provide a new community facility and affordable homes towards the Council's strategic housing objectives. The development will have no adverse impact on the amenity of any adjoining occupiers or the surrounding heritage asset and will provide high quality accommodation. The scheme complies with the saved policies of The Southwark Plan 2007 (July), The Core Strategy 2011 and the NPPF 2012. As such it is recommended that detailed planning permission be granted subject to conditions.

Community impact statement

- 83 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.
- 85 There are no issues relevant to particular communities/groups not already discussed.
- 86 There are no likely adverse or less good implications for any particular communities/groups.

Consultation

87 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.
- 89 Summary of consultation responses

All comments received in response to the proposed development have been summarised and addressed below:

90 <u>Design and Conservation</u> - No objections subject to an amending condition surrounding materials for Site A.

Response - Noted and agreed, the relevant condition will be attached to any consent issued.

91 Environmental Protection - No objections subject to conditions.

Response - Noted and agreed, the relevant condition will be attached to any consent issued.

92 Planning Policy - No objections.

Response - Noted.

93 <u>Ecology Officer</u> - No objections subject to conditions in terms of brown/green roofs, replanting and bird/bat boxes.

Response - Noted and agreed, the relevant condition will be attached to any consent issued.

94 <u>Transport</u> - No objections subject to conditions to secure cycle parking/refuse storage and a Service Management Statement for the Community Centre.

Response - Noted and agreed, the relevant condition will be attached to any consent issued.

95 <u>Urban Forester</u> - No objections subject to conditions surrounding re-planting, tree protection and a hard/soft landscaping scheme.

Response - Noted and agreed, the relevant condition will be attached to any consent issued.

96 Environment Agency - No objections.

Response - Noted and agreed.

97 <u>Metropolitan Police</u> - No objections.

Response - Noted.

98 <u>English Heritage</u> - No objections to the demolition of either buildings on Site A or Site B. Concerns with scale, massing and detailed design of Site A.

Response - Quality materials are integral to the success of the Site A building and as such material samples will be required in order that the Council can agree with the applicant to secure the highest standard finish.

- 99 Following neighbour consultation, 12 letters of objection have been received, the main points of which have been summarised and addressed below;
- 100 <u>Objection</u> The design for Site A is not suitable for this prominent site and does not relate to the character of the area and will damage both the conservation area and Nunhead Green

Response - The design of Site is considered to be a suitable response to Nunhead Green and the corner, being acceptable in scale and massing, The main element is conceived as an L-shaped building comprised of a corner block onto Nunhead Lane, and a terrace facing onto the Green; both elements are three/four-storey and the

upper two levels incorporate gabled frontages and accommodation within the steeply-sloping roof. The cumulative bulk of this block will create a form of enclosure to the Green, whereas it is currently open to the west; this will help to reinforce the Green as a space and a place, which will strengthen its role as the 'heart' of Nunhead.

- 101 <u>Objection</u> There are concerns regarding the elevations and poor design of Site A and the uneasy relationship between the housing and the community centre.
 - **Response** The elevational treatment will be secured by condition to ensure a very high standard of finish and a contextual relationship between the dwellings and the community centre.
- 102 <u>Objection</u> Balconies should be provided instead of roof terraces, particularly adjacent to Citron Terrace.
 - Response The proposed terraces and balconies do not raise any amenity concerns
- 103 <u>Objection</u> The proposal will result in increased congestion, noise, pollution and disturbance.
 - **Response** The increase in population is not considered to be a threat to local residents in terms of an increase in noise, pollution or general disturbance. The Transport Team have been consulted on the proposal and have raised no concerns regarding traffic or parking.
- 104 Objection The houses on Scylla Road are too high and will result in amenity impacts to the dwelling at 116 Scylla Road.
 - **Response** The proposed dwellings on Scylla Road are marginally higher than the existing dwellings and given the distance from boundaries it is not considered that there will be any adverse amenity impacts.
- 105 <u>Objection</u> The proposed materials for Site A are unacceptable, particularly the overuse of red brick.
 - **Response** Notwithstanding the specified bricks on the plans, the choice of brickwork will be absolutely crucial for all elements of this application, to ensure an adequate contextual response. Revised materials will be secured by condition
- 106 <u>Objection</u> The development will result in the intensification of a non-residential use within the area which will result in a town centre feel and increased disturbance.
 - **Response** The proposal will maintain a community use within the area, albeit reduced in size and as such there will be no intensification of non-residential use on the site.
- 107 <u>Objection</u> Improvement works need to be undertaken to surrounding properties prior to any development taking place, particularly window renewal.
 - **Response** Improvement works to other existing dwellings within the area are not part of the current proposal.

Human rights implications

- 108 This planning application engages certain human rights under the Human Rights Act 2008 (the HRA). The HRA prohibits unlawful interference by public bodies with conventions rights. The term 'engage' simply means that human rights may be affected or relevant.
- This application has the legitimate aim of providing housing and a community centre. 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

110 Advice sought from other officers is summarised in the body of the main report and reported in Appendix 2.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Site history file: TP/2522-E		Planning enquiries telephone:
	Department	020 7525 5403
Application file: 13/AP/1767	160 Tooley Street	Email:
	London	planning.enquiries@southwark.gov.uk
Southwark Local Development	SE1 2QH	Case officer telephone:
Framework and Development		020 7525 5365
Plan Documents		Council website:
		www.southwark.gov.uk

APPENDICES

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

AUDIT TRAIL

Lead Officer	Gary Rice, Head of Development Management			
Report Author	Terence McLellan, Team Leader Strategic Applications			
Version	Final			
Dated	22 August 2013			
Key Decision	No			
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER				
Officer Title		Comments Sought	Comments Included	
Strategic Director of Finance and Corporate Services		No	No	
Strategic Director, Environment and Leisure		Yes	Yes	
Strategic Director, Housing and Community Services		Yes	Yes	
Director of Regeneration		No	No	
Date final report sent to Constitutional Team		22 August 2013		

APPENDIX 1

Consultation Undertaken

Site notice date: 04/07/2013

Press notice date: 27/06/2013

Case officer site visit date: 04/07/2013

Neighbour consultation letters sent: 01/07/2013

Internal services consulted:

Design and Conservation
Ecology
Environmental Protection
Housing Regeneration Initiatives
Planning Policy
Transport
Urban Forester
Waste Management

Statutory and non-statutory organisations consulted:

English Heritage Environment Agency Metropolitan Police Thames Water Transport for London

Neighbours and local groups consulted:

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01/07/2013
             9 Buchan Road Nunhead London SE15 3HQ
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             102 SCYLLA ROAD LONDON SE15 3RZ
01/07/2013
             101 SCYLLA ROAD LONDON SE15 3RZ
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             100 SCYLLA ROAD LONDON SE15 3RZ
             105 SCYLLA ROAD LONDON SE15 3RZ
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             104 SCYLLA ROAD LONDON SE15 3RZ
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             103 SCYLLA ROAD LONDON SE15 3RZ
            223 GORDON ROAD LONDON SE15 3RT
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01/07/2013
             34 MONTEAGLE WAY LONDON SE15 3RS
             33 MONTEAGLE WAY LONDON SE15 3RS
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            229 GORDON ROAD LONDON SE15 3RT
            227 GORDON ROAD LONDON SE15 3RT
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            64 NUNHEAD LANE LONDON SE15 3QE
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            14 NUNHEAD GREEN LONDON SE15 3QF
            8 NUNHEAD GREEN LONDON SE15 3QF
01/07/2013
            6 NUNHEAD GREEN LONDON SE15 3QF
01/07/2013
01/07/2013
             38 NUNHEAD GREEN LONDON SE15 3QF
01/07/2013
             11 BASSWOOD CLOSE LONDON SE15 3QP
             10 BASSWOOD CLOSE LONDON SE15 3QP
01/07/2013
01/07/2013
             1 BASSWOOD CLOSE LONDON SE15 3QP
            28 NUNHEAD GREEN LONDON SE15 3QF
01/07/2013
            26 NUNHEAD GREEN LONDON SE15 3QF
01/07/2013
            24 NUNHEAD GREEN LONDON SE15 3QF
01/07/2013
01/07/2013
             34 NUNHEAD GREEN LONDON SE15 3QF
01/07/2013
             30 NUNHEAD GREEN LONDON SE15 3QF
            29 NUNHEAD GREEN LONDON SE15 3QF
01/07/2013
01/07/2013
            FLAT B 28 NUNHEAD GREEN LONDON SE15 3QF
             36B NUNHEAD GREEN LONDON SE15 3QF
01/07/2013
01/07/2013
            LIVING ACCOMMODATION THE OLD NUNS HEAD 15 NUNHEAD GREEN LONDON SE15 3QQ
            LIVING ACCOMMODATION 2-4 NUNHEAD GREEN LONDON SE15 3QF
01/07/2013
01/07/2013
            FLAT 5 156 GORDON ROAD LONDON SE15 3RP
01/07/2013
            FLAT 4 156 GORDON ROAD LONDON SE15 3RP
01/07/2013
            FLAT 3 156 GORDON ROAD LONDON SE15 3RP
01/07/2013
            FLAT A 28 NUNHEAD GREEN LONDON SE15 3QF
             17 NUNHEAD GREEN LONDON SE15 3QQ
01/07/2013
            FLAT 6 156 GORDON ROAD LONDON SE15 3RP
01/07/2013
            6 NUNHEAD GROVE LONDON SE15 3LY
01/07/2013
01/07/2013
             16 NUNHEAD GROVE LONDON SE15 3LY
             14 NUNHEAD GROVE LONDON SE15 3LY
01/07/2013
            3 NUNHEAD GROVE LONDON SE15 3LZ
01/07/2013
             1 NUNHEAD GROVE LONDON SE15 3LZ
01/07/2013
01/07/2013
            8 NUNHEAD GROVE LONDON SE15 3LY
01/07/2013
            FLAT 1 219 GORDON ROAD SE15 3RT
            FLAT 2 231 GORDON ROAD SE15 3RT
01/07/2013
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01/07/2013	FLAT 1 231 GORDON ROAD SE15 3RT
01/07/2013	12 NUNHEAD GROVE LONDON SE15 3LY
01/07/2013	10 NUNHEAD GROVE LONDON SE15 3LY
01/07/2013	FLAT 2 219 GORDON ROAD SE15 3RT
20/06/1837	108 Scylla Road Nunhead London SE15 3RZ
20/06/1837	by email
20/06/1837	42 Ivydale Road London SE15 3BS
20/06/1837	by email
20/06/1837	by email
20/06/1837	by email

Re-consultation:

Re-consultation not required.

APPENDIX 2

Consultation Responses Received

Internal services

Design and Conservation - No objection subject to conditions.

Ecology - No objection subject to conditions.

Environmental Protection - No objection subject to conditions.

Planning Policy - No objection.

Transport - No objection subject to conditions.

Urban Forester - No objection subject to conditions.

Statutory and non-statutory organisations

English Heritage - No objections however there are concerns with the design of Site A.

Environment Agency - No objections.

Metropolitan Police - Development should achieve full Secured by Design standards.

Neighbours and local groups

Citron Terrace - No. 8 Ivydale Road No. 42 Scylla Road Nos. 95, 102, 103, 108 and 116

No address x 5