

Item No. 7.4	Classification: OPEN	Date: 1 April 2014	Meeting Name: Planning Sub-Committee B
Report title:	Development Management planning application: Council's own development Application 13/AP/2901 for: Council's Own Development - Reg. 3 Address: LAND TO THE SOUTH OF SOUTHWARK EDUCATION AND RESOURCE CENTRE, CATOR STREET, LONDON SE15 6AA Proposal: Erection of a three and four storey building to provide 42 'extra care' dwellings (39 x one bedroom and 3 x two bedroom) with associated communal facilities, plant, staff areas and landscaped courtyard.		
Ward(s) or groups affected:	Peckham		
From:	HEAD OF DEVELOPMENT MANAGEMENT		
Application Start Date 01/11/2013		Application Expiry Date 31/01/2014	
Earliest Decision Date 02/02/2014			

RECOMMENDATION

- 1 That planning permission be granted subject to conditions as set out in this report.

BACKGROUND INFORMATION

- 2 The application has been referred to the Planning Sub-Committee B for determination as it is a council's own major development providing social rented housing towards the council's strategic housing objectives in line with the '1,000 New Council Homes Programme'.

Site location and description

- 3 The site is currently an open landscaped area, adjacent to the existing Education and Resource Centre which will remain. It comprises a grassed area with a number of trees along the periphery; there is an area of hard standing laid out as an oval running track and a path leading to the resource centre. The site has an area of approximately 815m² (0.085ha).
- 4 The site is bounded by Commercial Way to the south, Cator Street to the east and East Surrey Grove to the west. The education resource centre building is located immediately to the north.
- 5 This site is bounded by 3 storey residential properties at 60 to 84 and 75-77 Commercial Way to the south, 2 storey residential properties at 181 to 189 Cator Street to the east and open land on East Surrey Grove to the west.
- 6 The area is largely residential in character made up of predominantly medium sized blocks of 3 - 5 storey apartments and 2 and 3 storey houses. The site has a medium PTAL rating of 4 which represents a reasonable level accessibility to public transport.

- 7 The site is located within the urban density zone, air quality management area and Peckham and Nunhead action area as identified by the development plan. The site is within a conservation area or adjacent to any listed building.

Details of proposal

- 8 The proposal is for the construction of a part 3, part 4 storey building which would provide a total of 42 residential apartments along with offices for staff, a communal dining area, laundry area, communal gardens and storage for waste and general storage including facilities for mobility scooters.
- 9 All of the flats would have access to external space, and would benefit from the use of the proposed landscaped gardens within the courtyard area to the rear of the development. The mix of units would be as follows 39 x 1 bed and 3 x 2 bed.
- 10 In terms of tenure all of the units are proposed to be social rented 'extra care' housing (42 units) providing tenants with a home for life, offering the choice of different levels of care and support as and when required. The residential units will be self contained but the residents would also have use of community facilities, including restaurant, provided in the existing adjacent education and resource centre, which has recently had planning permission granted for an extension to its south elevation. The scheme has been designed to reflect the needs of Southwark Council in providing for those with high care needs whose only alternative might be placement in a residential care home.

Planning history

- 11 The following relate to the existing education and resource centre:

95/CO/0385 - Granted planning permission - 18/05/1995 for the construction of an external lift shaft servicing ground, first and second floors.

97-CO-0774 - Granted planning permission - 01/08/1997 for the siting of a secure storage container on the site.

10/CO/0022 - Granted planning permission - 10/06/2010 to modify the existing entrance off Cator Street, provide a new entrance off East Surrey Grove and provide a new external fire escape stair to the East Surrey Grove end of the building

13/AP/2723 - Granted Certificate of Lawfulness - proposed - 13/09/2013 for internal fit out of the ground floor to provide a day care centre for older people.

13/AP/4244: Granted planning permission - 30/01/2014 for a single storey extension to the south elevation; refurbishment of the ground floor; installation of replacement lift shaft and rooftop mechanical plant; and landscaping works to facilitate use as a day centre (Use Class D1).

Relevant Planning history of adjoining sites

- 12 None relevant to this application.

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 and the living conditions of adjacent residents.
 - c) The quality of residential accommodation to be provided.
 - d) The design quality of the proposal.
 - e) Transport impacts.
 - f) All other relevant material planning considerations.

Planning policy

14 Core Strategy 2011

Strategic policy 1 - Sustainable development
Strategic policy 2 - Sustainable transport
Strategic policy 5 - Providing new homes
Strategic policy 6 - Homes for people on different incomes
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

- 15 The council's cabinet on 19 March 2013, as required by paragraph 215 of the NPPF, considered the issue of compliance of southwark planning policy with the National Planning Policy Framework. All policies and proposals were reviewed and the Council satisfied itself that the policies and proposals in use were in conformity with the NPPF. The resolution was that with the exception of Policy 1.8 (location of retail outside town centres) in the Southwark Plan all Southwark Plan policies are saved. Therefore due weight should be given to relevant policies in existing plans in accordance to their degree of consistency with the NPPF.
- 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 3.14 - 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 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 (February 2012 - Draft)

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

- 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 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 7.21 - 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 The council has an obligation to enable new housing to meet housing objectives set by the Greater London Authority. The proposed development is 42 affordable residential units of accommodation which is specifically aimed at elderly residents who require 'extra care'. This will contribute towards the required housing provision and will provide additional diversity in the housing stock in the surrounding area. The units will allow residents to live independent lives whilst also being able to have the necessary support they require on site.

- 21 The new units would also not be developed at the expense of other important land uses thereby meeting the requirements of strategic policy 1 and strategic policy 5. The council is committed to sustainability and the sequential approach to recycling brownfield land.
- 22 The NPPF states that "Development that is sustainable should go ahead, without delay - a presumption in favour of sustainable development that is the basis of every plan, and every decision." The use of previously developed redundant land to provide new high quality homes is supported by current and emerging national and local policy guidance.
- 23 The Peckham and Nunhead Area Action Plan (PNAAP) identifies the site, together with the two vacant sites on adjoining plots for residential development, with potential for additional commercial uses (A1, A2, A3, A4 and B1) (PNAAP 8). The proposal is entirely in keeping with objectives of the area action plan, the provision of the new day care centre within the ground floor of the resource centre (subject to a separate planning permission) would compliment the proposed housing scheme, which is specifically aimed at elderly residents who require extra care. The use of this site in its entirety for housing does not preclude the introduction of commercial uses on the adjoining plots which forms part of this policy designation.
- 24 The application site is currently vacant open space adjacent to the existing education and resource centre with a number of trees on the edge of the site. whilst the proposal would result in the loss of this open space, there are several other areas of public open space in the vicinity of the site and the loss of this particular space is not considered to result in significant harm to the general character and amenity of the area. Any slight harm that would result would be outweighed by the benefits of the proposal in providing 42 affordable residential units.
- 25 As such there are no objections to the proposal in land use terms and there will be no conflict of use detrimental to the general amenity of the area.

Environmental impact assessment

- 26 The proposed development lies outside the scope of the Town and Country Planning (Environmental Impact Assessment) Regulations 2011 and as such does not require 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

- 27 Saved policy 3.2 of the Southwark Plan seeks to ensure that developments provide a high standard of amenity for existing and future occupiers; strategic policy 13 of the Core Strategy requires developments to avoid amenity and environmental problems that affect how we enjoy the environment in which we live and work.
- 28 The proposed building would be similar in height to the residential terraces on the opposite side of Commercial Way (southern side); there would be a distance of between 18 and 20 metres between the buildings which would represent a generous level of separation. There would be a distance of 13 metres between the dwellings along Cator Street (eastern side) and the proposed new building.
- 29 The residential design standards SPD recommends a minimum of 12 metres where properties face each other across a street in order to maintain adequate levels and 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.

- 30 The proposed building would form a 'U' shape adjacent to the existing education and resource centre. The centre would have windows overlooking the communal garden space for the scheme. There would be a distance of approximately 19 metres separating the resource centre and what would be an internal corridor leading to the flat entrances, thus there would be no direct overlooking of primary windows. There are some secondary windows on the corner wings of the building, but these are located at points beyond the existing building and therefore should not give rise to any direct overlooking.

Daylight & Sunlight

31 Cator Street

The proposed development will impact on levels of light of the adjoining buildings – namely numbers 183 -189 Cator Street, this is due to the fact that the existing site is currently vacant and therefore the existing buildings have enjoyed an open aspect for a number of years. The provision of any building on the site would therefore reduce current levels of light and visible sky. The daylight and sunlight report accompanying the application notes three ground floor windows within this block would be affected, although it is noted that one of these is a small window likely to serve a toilet. The impact to the other two windows is considered to be moderate. All of the other windows within the Cator Street block and the building opposite on Commercial Way would be fully BRE compliant both in terms of daylight and sunlight. The impacts resulting are not considered to be of the degree to result in significant harm to the living conditions of these adjacent residents.

32 Education and Resource Centre

The daylight and sunlight assessment for the education and resource centre show a loss to the levels of vertical sky component, to windows opposite the proposed building on the ground floor and first floors. A further assessment of the average daylight factor to the affected windows show that only one room on the ground floor would be slightly below the BRE Guidelines and is not considered to be significant. In terms of sunlight the building maintains good levels of sunlight.

33 Communal Amenity Space

The communal amenity space for the proposed site will not receive more than two hours of sun-on-the-ground on the spring equinox; this is due to its northerly orientation and enclosure of the space by the new building and the existing training facility. Notwithstanding, the individual units are served by private amenity areas the majority of which enjoy a southerly aspect with a small number having an easterly or westerly orientation.

- 34 The daylight and sunlight report accompanying the application demonstrates that the design of the scheme in terms of height, massing and spacing, will be acceptable and that although some of the bedrooms have vertical sky components they would all receive satisfactory levels of light. The proposed building would be similar in height to the residential terraces on the opposite side of Commercial Way (southern side); there would be a distance of between 18 and 20 metres between the buildings which would represent a generous level of separation. There would be a distance of 13 metres between the dwellings along Cator Street (eastern side) and the proposed new building. The site to the west of East Surrey Grove is currently vacant and may be developed in the future. On balance the proposed development would not have a significantly detrimental impact on daylight and sunlight of neighbouring residential properties.

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

- 35 There will be no conflict of use detrimental to amenity. The proposal is for residential development alongside the new day care centre within the ground floor of the resource centre and as such conforms to the character of the area.

Affordable housing

- 36 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.
- 37 With regard to tenure split, saved policy 4.4 of the Southwark Plan 'Affordable housing' requires a split of 30:70 social rented : intermediate; however the Nunhead and Peckham AAP proposes that this should be 50:50.
- 38 The London Plan notes that when negotiating the provision of affordable housing on individual schemes councils should treat each scheme on a site by site basis and have regard to the need to encourage rather than restrain residential development. In applying this policy, consideration has to be given to the individual circumstances of the site. The proposal seeks 100% affordable social rent units to meet the specific housing needs for older people with a specific remit to accommodate those with dementia. The units will allow residents to live independent lives whilst also being able to have the necessary support.
- 39 Notwithstanding, section 4.3.1 of the adopted affordable housing SPD does permit the provision of single-tenure schemes. This will be decided on a site by site basis, taking into account the overall housing need, the location of the site and any site constraints, therefore, in the light of the circumstances of this application providing much needed 'extra care' housing for elderly residents, no objections are raised in relation to an entirely social rented scheme on this site.

Density

- 40 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 is approximately 0.20 hectares and the density has been calculated on this basis. It would equate to 435 habitable rooms per hectare and would therefore comply with strategic policy 5.

Design issues

- 41 This site is a large and prominent site bounded by Commercial Way to the south, Cator Street to the east and East Surrey Grove to the west, and as such it is crucial that this development delivers an exemplary scheme that enhances the character and appearance of the area. The site is currently a vacant plot, which has been used by the Education and Resource Centre. It comprises a grassed area with a number of trees along the periphery; there is an area of hard standing laid out as an oval running

track and a path leading to the Resource Centre. The area is largely residential in character and the dwellings are made up of medium sized blocks of 3 - 5 storey apartments and 2 and 3 storey houses.

- 42 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.
- 43 Paragraph 57 of the NPPF 2012 requires that Local planning authorities to plan positively for the achievement of high quality and inclusive design for all development, including individual buildings, public and private spaces and wider area development schemes. The particular significance of this area lies within its residential nature, and in the general consistency of the terraces which form the urban grain. The character of the new building should pay close reference to the surrounding buildings, while still employing a contemporary architectural style, and the use of complementary materials.
- 44 The main element is conceived as an 'U' shape around the existing education and resource centre. The majority of the building is four storey in height with the elevation fronting Cator Street reduced to three storey opposite the existing two storey buildings.
- 45 The surrounding buildings are mainly residential blocks of two to five storeys. To the north of the site are commercial buildings of two and three storeys. The buildings fronting Commercial Way opposite the site are marked as three storey; however the tall mono-pitched roofs give them the height of a four storey building.
- 46 Given the height, scale and massing of the proposed development in relation with neighbouring residential buildings on Commercial Way and Cator Street, and its design which allows active frontages, it is considered to be acceptable and will not have an adverse effect on the surrounding area or the streetscape. This is subject to a condition requiring the approval of detailed materials.
- 47 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.
- 48 Notwithstanding the material specification as set out within the design and access statement, the choice of materials will be absolutely crucial for all elements of this application, to ensure an adequate contextual response. The use of materials is well chosen with brick for the majority of the building and a glazed brick to the recessed areas around the balconies. The bricks themselves should be carefully chosen and a statement of their intended finish (pointing, bond and module) should be included in the application. Furthermore detailed drawings giving sections at 1:2 or 1:5 of windows, doors, balconies, parapets etc. are required to ensure that the scheme enhances the character and appearance of the area. The brick will 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.

- 49 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 avoid recessed entrances and limited sightlines which can be problematic.
- 50 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.
- 51 In design terms, the scale, height and massing of the proposed development is considered acceptable. Furthermore the proposed materials are considered to be acceptable and will not have an adverse effect on the surrounding area or the streetscape particularly in so far as visual amenity is concerned. The proposed development will be of a good quality, high density which integrates and respects the existing townscape, and in compliance with the NPPF, The London Plan, Core Strategy and The Southwark Plan.
- 52 On 16 September the proposals were presented to the Design Review Panel who commented that the garden / courtyard should be on the southern side of the development, and with the balconies facing each other to encourage social interaction between residents and create more of a 'community' feel. Furthermore, it was suggested to break the block in two with a central garden between the two blocks.
- 53 Given that this scheme has been designed providing care for those with high care needs it is considered that the exposure of the resident's garden onto the street would be a concern given the age group of the residents and the expected higher number of residents with dementia. Noise from the road and people passing could become disturbing for many residents and security would also be a concern.

Mix of dwellings, unit size and quality of accommodation

- 54 The proposed development will provide
- 39 x 1 bedroom units
 - 3 x 2 bedroom units
- 55 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 6 - Homes for people on different incomes encourages the provision of affordable housing to meet the different needs. This is developed further within the affordable housing SPD (Draft 2011), which recognises that this type of specialist housing needs to be available at a cost that is affordable for those people that it is intended to house.
- 56 In view of the specialist type of 'extra care' accommodation being provided the residential mix and the unit size requirements are designed to reflect the needs of the end user. Consequently there is a predominance of 39 x one bedroom units with 3 x two bedroom units. The units would only be in single person or two person occupancy.
- 57 Further guidance on residential design is contained within the residential development

standards SPD which states that 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 six units (14%) will be suitable for wheelchair users and (100%) will be dual aspect with cross ventilation.

- 58 Due to the provision of communal dining and separate laundry facilities to be provided on site the size of these units would not be fully compliant with the SE London wheelchair guidance which requires a 1-bed size of 65m², reflecting the need for a larger kitchen. The proposal is anticipated to house those who would require more assistance for general household tasks, such as cooking and washing. In all other respects the ground floor units would be policy compliant. The remaining units are designed to meet the best principles of the design guidance. Taking in account that Southwark Council's residential design standards (October 2011) require a minimum of 50m² for a 1 bed / 2 person unit the proposed unit sizes exceed the standards required by the SPD and the small decrease from the SE London Guidance is not considered to be significant.
- 59 The SE London Housing Partnership 'wheelchair homes design guidelines' has been devised to ensure that new affordable homes for wheelchair users are provided to the necessary standards. The guidelines mean that property 'footprints' shall be larger than those of Lifetime Homes and relevant dwellings shall not exceed two storeys. Furthermore it is recommended that the unit's footprint measures 65m². The units proposed in this development measures 51.98m², 54.87m², 58.02m² and 58.95m². Even though these are smaller than the required 65m² this is mitigated by the fact that communal facilities are provided such as laundry and dining facilities. This reflect in the design and layout of the units.
- 60 The units are generally compliant with the minimum ` 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).

Amenity Space

- 61 The scheme provides private and communal amenity areas. The amenity areas include:
- A communal garden space within the courtyard setting to the rear of the proposed new block, this would measure approximately 430m²
 - Private balconies to all units measuring at least 5m²
- 62 The residential design standards SPD (2011) suggests that developments should provide a minimum of 50m² communal amenity space. The proposal would provide a mix of both private and communal space for this development. The landscaping of the communal space will be developed to meet the specific needs of residents and will be subject to a condition requiring further details for approval, including new tree planting. The level of private and communal space is considered to satisfy the relevant guidance.

Transport and car parking issues

- 63 The development will be car free, it is envisaged that staff and visitor trips can be accommodated by public transport and other sustainable modes. A study of parking occupancy on Cator Street demonstrates that there is a low parking demand and there would be sufficient levels of on street parking to absorb any increase in demand. The proposed development benefits from good levels of public transport accessibility, pedestrian and cycling provision.

- 64 There is currently no disabled parking provided for the scheme. Residents within the scheme are unlikely to drive or have access to a vehicle. It is more likely that residents will use mobility scooters and a storage area is allocated for this purpose. It is noted within the Transport Statement that the proposed adjoining new day care centre will have a separate parking area and maybe able to accommodate some of the future parking needs within the site.
- 65 In terms of access the service vehicular access to the development is proposed from Cator Street. The location of the access provides suitable visibility when entering and exiting the vehicular access, and the location of the access will not compromise highway operation or safety. The existing crossover is thought to be 2.5m in width, however pedestrian foot fall along this section of footway is low and as such they will not adversely impact on pedestrian safety. The development is not considered to result in an increase in traffic that would result in either local highway safety or capacity issues.
- 66 This proposal is located in an area with a medium TfL PTAL rating (4) reflecting the areas good level of access to all forms of public transport. The site is not within a Controlled Parking Zone and there is on street parking on all three surrounding roads. The development will be car free, it is envisaged that staff and visitor trips can be accommodated by public transport and other sustainable modes.
- 67 It is anticipated that there is sufficient on street parking available to absorb increase demand; however provision will be made for the staff, particularly night staff, in providing parking in the north east car park associated with the proposed centre of excellence.
- 68 On-street parking permits will be withheld from all residents of the site and their visitors in order to mitigate against the possibility of overspill parking on the surrounding highway network.

Disabled parking

- 69 A percentage of visitors to the site will have a blue badge and to accommodate this, a contribution of £5,000 will be made for the provision of a disabled parking bay on either Cator Street, or Commercial Way, close to the entrance.

Cycle Parking

- 70 Cycle parking storage is to be located in the car park of the educational resource centre accessed from Cator Street. It is proposed to provide 36 covered and secured spaces.
- 71 Visitor's cycle space will be provided outside the front entrance of the Extra Care facility allowing parking of 6 bikes and 6 Sheffield stands. Surveillance from the adjacent reception office will discourage theft or vandalism.
- 72 It is not envisaged that residents will have their own cycles due to the dependency and care levels of the proposed age group.
- 73 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.

Servicing and refuse

- 74 The bin store and kitchen is located in the north east of the site and deliveries and servicing will be performed on this site from Cator Street.
- 75 The plant and additional bin stores are located in the north west of the site and servicing will be conducted from East Surrey Grove.
- 76 Servicing vehicles have been proposed to stop on East Surrey Grove. This will be facilitated by a dropped curb and yellow markings which is considered acceptable in this instance.
- 77 Given the predominant residential nature of the surrounding area and that of the proposal site, 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 be requested. This statement should address the management of associated servicing vehicles.
- 78 Refuse stores are provided to the east and west of the site.
- 79 The kitchen refuse store is located externally to the north-east of the building. Collection will be from Cator Street.
- 80 The general waste for residents is located to the west of the development away from any communal facilities. The refuse storage is lobbied to reduce the possibility of smells within the corridors and a separate cupboard for clinical waste is provided. Collection will be from East Surrey Grove adjacent to the existing collection point for the Education Resource Centre.

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

- 81 None envisaged as the site is not within a conservation area nor is it listed.

Impact on trees

- 82 The proposed development requires the removal of all 16 small to large sized trees on site, including 11 category A trees, with 5 small replacements within the limited area of proposed landscaping. Discounting trees other than the best quality category A, this results in an overall loss of 939cm girth, which equates to more than 40 extra heavy size young trees. New tree planting and landscaping are proposed to seek to replace trees lost as a consequence of the development. The proposed use of the ground floor of the Education and Resource Centre to provide a new day care centre for the elderly will offer further opportunity for this as the car park area to the rear is reduced to facilitate the provision of a new landscaped garden. Given the constraints of the existing site a total of 13 new trees will be replanted.
- 83 Whilst the loss of 16 small to large sized trees would have an impact on the general amenity of the area, the application proposes replacement tree planting that would be subject to a condition of approval and any limited harm resulting from the loss of existing trees would be outweighed by the benefit of 42 social rented residential apartments. Furthermore there are a number of green spaces with a large number of mature trees along Commercial Way which would be retained.
- 84 Detailed plans showing a soft and hard landscaping scheme, including green and brown roofs, will also be secured via condition in order to secure adequate tree replacement and to mitigate any adverse impact on the streetscape.

Ecology

- 85 The application is accompanied by an ecological assessment which has been reviewed by the council's ecology officer. The ecology officer has advised that the appraisal is consistent with best practice and that no further survey work is required.
- 86 A condition is recommended requiring details of the biodiversity brown roof in accordance with the recommendations in the ecological report. This is to ensure that the development provides the maximum possible provision towards creation of habitats and valuable areas for biodiversity

Planning obligations (S.106 undertaking or agreement)

- 87 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.
- 88 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.
- 89 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; 100% provided on site - Social Housing will be secured in perpetuity by a planning condition.
 - Strategic transport contribution (£15,974);
 - Health (£48,978);and
 - Contribution of £5,000 will be made for the provision of a disabled parking bay on either Cator Street, or Commercial Way, close to the entrance
- 90 The application will be conditioned to secure that the developer place a minimum of 9 workless Southwark residents into sustainable construction jobs; train a minimum of 4 workless resident per annum using short courses; and provide a minimum of 9 Construction Skills Certification Skills training opportunities per annum; and to provide a minimum of 2 NVQ-level Qualifications.
- 91 The housing provided by the proposed development is aimed at elderly residents with limited mobility but who are still capable of semi independent living. As a consequence certain standard elements associated within the Section 106 would not be applicable to this scheme and as such contributions are not being sought in respect of education, sport etc.

Sustainable development implications

- 92 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.

- 93 Due to the mix of communal and private space the scheme would be designed to meet BREEAM standards rather than code for sustainable homes. The BREEAM Assessment for the development indicates that the development will achieve 'BREEAM Excellent' which is considered to be policy compliant.

Other matters

- 94 Mayoral Community Infrastructure Levy (CIL)
S143 of the Localism Act 2011 states that any financial sum that an authority has received, will, or could receive in the payment of CIL as a material 'local financial consideration' in planning decisions. The requirement for Mayoral CIL is a material consideration. However, the weight to be attached to a local finance consideration remains a matter for the decision-maker. Mayoral CIL is to be used for strategic transport improvements in London, primarily Crossrail.
- 95 The proposed development would create 3,271.89m² of new floorspace therefore a CIL payment of £118,552 is due (288 x £35).

Conclusion on planning issues

- 96 The proposed development is considered to be a well designed, sustainable development that will bring vacant land into use to provide a new affordable homes contributing towards the Council's strategic housing objectives. The loss of the area of landscaped open space is not considered to result in significant harm to the overall character of the area, any limited harm resulting would be outweighed by the benefits of the development and new tree planting will replace those lost through the development. The development will have no significant adverse impacts on the amenity of any adjoining occupiers or the surrounding area generally and will provide high quality accommodation. The scheme complies with the relevant 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

- 97 In line with the council's community impact statement the impact of this application has been assessed as part of the application process with regard to local people in respect of their age, disability, faith/religion, gender, race and ethnicity and sexual orientation. Consultation with the community has been undertaken as part of the application process.
- a) The impact on local people is set out above.
- b) The following issues relevant to particular communities/groups likely to be affected by the proposal have been identified as: none
- c) The likely adverse or less good implications for any particular communities/groups have been also been discussed above.

Consultations

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

Consultation replies

- 99 Details of consultation responses received are set out in Appendix 2.
- 100 Summary of consultation responses
All comments received in response to the proposed development have been summarised and addressed below;
- 101 **Design and Conservation** - No objections subject to condition surrounding materials.
Response - Noted and agreed, the relevant condition will be attached to any consent issued.
- 102 **Ecology Officer** - No objections subject to conditions in terms of brown/green roofs.
Response - Noted and agreed, the relevant condition will be attached to any consent issued.
- 103 **Urban Forester** - 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.
- 104 **Planning Policy** - No objections.
Response - Noted.
- 105 **Environment Agency** - No objections. Site outside of flood risk zone.
Response - Noted.
- 106 **Metropolitan Police** - No objections.
Response - Noted.
- 107 **Transport** - No objections; however it is recommended that the staff cycle storage is relocated.
Response - Noted. As a result of site constraints it is not possible to relocate the cycle storage.
- 108 **Housing Regeneration Initiatives** - No objections.
Response - Noted.
- 109 **Environmental Protection Team** - No objections.
Response - Noted.
- 110 Following neighbour consultation, 1 letter of objection has been received, the main points of which have been summarised and addressed below;
- 111 Objections -
- The development of the site would result in the removal of all the trees having a negative impact on the site.
 - The height of the proposed development would block out sunlight to the properties on Cator Street.
 - The new development dwarfs existing buildings. The design is not in keeping with

that of the area.

112 Response - Noted.

- Trees would be replaced / replanted.
- The separation between the proposed site and that of existing house would mitigate any impact that the site might have on daylight and sunlight.
- The design of site is considered to be acceptable in scale and massing
- The contemporary design of the site is considered to be appropriate for this area.

Human rights implications

113 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.

114 This application has the legitimate aim of providing 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

115 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/2386-L Application file: 13/AP/2901 Southwark Local Development Framework and Development Plan Documents	Chief executive's department 160 Tooley Street London SE1 2QH	Planning enquiries telephone: 020 7525 5403 Planning enquiries email: planning.enquiries@southwark.gov.uk Case officer telephone: 020 7525 5451 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	Neil Loubser, Senior Planning Officer	
Version	Final	
Dated	19 March 2014	
Key Decision	No	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments included
Strategic Director, Finance & Corporate Services	No	No
Strategic Director, Environment and Leisure	No	No
Strategic Director, Housing and Community Services	No	No
Director of Regeneration	No	No
Date final report sent to Constitutional Team	21 March 2014	

APPENDIX 1

Consultation undertaken

Site notice date: 29/11/2013

Press notice date: 21/11/2013

Case officer site visit date: 29/11/2013

Neighbour consultation letters sent: 29/11/2013

Internal services consulted:

Design and Conservation Team
Ecology Officer
Environmental Protection Team
Housing Regeneration Initiatives
Urban Forester
Health & Safety Executive
Access Officer
Planning Policy
Waste Management
Transport Planning Team

Statutory and non-statutory organisations consulted:

Metropolitan Police Service
Environment Agency
Design Revue Panel

Neighbours and local groups consulted:

64 EAST SURREY GROVE LONDON SE15 6EB
65 EAST SURREY GROVE LONDON SE15 6EB
66 EAST SURREY GROVE LONDON SE15 6EB
63 EAST SURREY GROVE LONDON SE15 6EB
60 EAST SURREY GROVE LONDON SE15 6EB
61 EAST SURREY GROVE LONDON SE15 6EB
62 EAST SURREY GROVE LONDON SE15 6EB
67 EAST SURREY GROVE LONDON SE15 6EB
183 CATOR STREET LONDON SE15 6AA
185 CATOR STREET LONDON SE15 6AA
187 CATOR STREET LONDON SE15 6AA
181 CATOR STREET LONDON SE15 6AA
68 EAST SURREY GROVE LONDON SE15 6EB
173 CATOR STREET LONDON SE15 6AA
179 CATOR STREET LONDON SE15 6AA
59 EAST SURREY GROVE LONDON SE15 6EB
48 EAST SURREY GROVE LONDON SE15 6EB
49 EAST SURREY GROVE LONDON SE15 6EB
50 EAST SURREY GROVE LONDON SE15 6EB
47 EAST SURREY GROVE LONDON SE15 6EB
44 EAST SURREY GROVE LONDON SE15 6EB
45 EAST SURREY GROVE LONDON SE15 6EB
46 EAST SURREY GROVE LONDON SE15 6EB
51 EAST SURREY GROVE LONDON SE15 6EB
56 EAST SURREY GROVE LONDON SE15 6EB
57 EAST SURREY GROVE LONDON SE15 6EB
58 EAST SURREY GROVE LONDON SE15 6EB
55 EAST SURREY GROVE LONDON SE15 6EB
52 EAST SURREY GROVE LONDON SE15 6EB
53 EAST SURREY GROVE LONDON SE15 6EB

54 EAST SURREY GROVE LONDON SE15 6EB
189 CATOR STREET LONDON SE15 6AA
157 CATOR STREET LONDON SE15 6AA
159 CATOR STREET LONDON SE15 6AA
161 CATOR STREET LONDON SE15 6AA
155 CATOR STREET LONDON SE15 6AA
149 CATOR STREET LONDON SE15 6AA
151 CATOR STREET LONDON SE15 6AA
153 CATOR STREET LONDON SE15 6AA
163 CATOR STREET LONDON SE15 6AA
GROUND FLOOR AND FIRST FLOOR FLAT 177 CATOR
STREET LONDON SE15 6AA
SOUTHWARK EDUCATION AND RESOURCE CENTRE
CATOR STREET LONDON SE15 6AA
BASEMENT FLAT 177 CATOR STREET LONDON SE15 6AA
165 CATOR STREET LONDON SE15 6AA
167 CATOR STREET LONDON SE15 6AA
169 CATOR STREET LONDON SE15 6AA
147 CATOR STREET LONDON SE15 6AA
79 COMMERCIAL WAY LONDON SE15 6DB
81A COMMERCIAL WAY LONDON SE15 6DB
81B COMMERCIAL WAY LONDON SE15 6DB
77B COMMERCIAL WAY LONDON SE15 6DB
83 COMMERCIAL WAY LONDON SE15 6DB
75 COMMERCIAL WAY LONDON SE15 6DB
77A COMMERCIAL WAY LONDON SE15 6DB
81C COMMERCIAL WAY LONDON SE15 6DB
141 CATOR STREET LONDON SE15 6AA
143 CATOR STREET LONDON SE15 6AA
145 CATOR STREET LONDON SE15 6AA
139 CATOR STREET LONDON SE15 6AA
81D COMMERCIAL WAY LONDON SE15 6DB
135 CATOR STREET LONDON SE15 6AA
137 CATOR STREET LONDON SE15 6AA
84B COMMERCIAL WAY LONDON SE15 5GH
3 KELLY AVENUE LONDON SE15 5GL
FLAT 1 1 KELLY AVENUE LONDON SE15 5GL
84A COMMERCIAL WAY LONDON SE15 5GH
82 COMMERCIAL WAY LONDON SE15 5GH
84 COMMERCIAL WAY LONDON SE15 5GH
60A COMMERCIAL WAY LONDON SE15 5GH
FLAT 2 1 KELLY AVENUE LONDON SE15 5GL
FLAT 7 1 KELLY AVENUE LONDON SE15 5GL
FLAT 8 1 KELLY AVENUE LONDON SE15 5GL
FLAT 9 1 KELLY AVENUE LONDON SE15 5GL
FLAT 6 1 KELLY AVENUE LONDON SE15 5GL
FLAT 3 1 KELLY AVENUE LONDON SE15 5GL
FLAT 4 1 KELLY AVENUE LONDON SE15 5GL
FLAT 5 1 KELLY AVENUE LONDON SE15 5GL
80 COMMERCIAL WAY LONDON SE15 5GH
90 COMMERCIAL WAY LONDON SE15 5GG
92 COMMERCIAL WAY LONDON SE15 5GG
94 COMMERCIAL WAY LONDON SE15 5GG
88 COMMERCIAL WAY LONDON SE15 5GG
197 CATOR STREET LONDON SE15 5GF
86 COMMERCIAL WAY LONDON SE15 5GG
64 COMMERCIAL WAY LONDON SE15 5GH
74 COMMERCIAL WAY LONDON SE15 5GH
76 COMMERCIAL WAY LONDON SE15 5GH
78 COMMERCIAL WAY LONDON SE15 5GH
72 COMMERCIAL WAY LONDON SE15 5GH
66 COMMERCIAL WAY LONDON SE15 5GH
68 COMMERCIAL WAY LONDON SE15 5GH
70 COMMERCIAL WAY LONDON SE15 5GH
60 COMMERCIAL WAY LONDON SE15 5GH
36 EAST SURREY GROVE LONDON SE15 6EX
37 EAST SURREY GROVE LONDON SE15 6EX
38 EAST SURREY GROVE LONDON SE15 6EX
35 EAST SURREY GROVE LONDON SE15 6EX
32 EAST SURREY GROVE LONDON SE15 6EX
33 EAST SURREY GROVE LONDON SE15 6EX
34 EAST SURREY GROVE LONDON SE15 6EX
19 EAST SURREY GROVE LONDON SE15 6EX
41 EAST SURREY GROVE LONDON SE15 6EB
42 EAST SURREY GROVE LONDON SE15 6EB
43 EAST SURREY GROVE LONDON SE15 6EB
40 EAST SURREY GROVE LONDON SE15 6EB
NORTH PECKHAM BAPTIST CHURCH EAST SURREY
GROVE LONDON SE15 6DR

DAMILOLA TAYLOR CENTRE 1 EAST SURREY GROVE
LONDON SE15 6DR
39 EAST SURREY GROVE LONDON SE15 6EB
31 EAST SURREY GROVE LONDON SE15 6EX
20 EAST SURREY GROVE LONDON SE15 6EX
21 EAST SURREY GROVE LONDON SE15 6EX
22 EAST SURREY GROVE LONDON SE15 6EX
62 COMMERCIAL WAY LONDON SE15 5GH
171 CATOR STREET LONDON SE15 6AA
175 CATOR STREET LONDON SE15 6AA
23 EAST SURREY GROVE LONDON SE15 6EX
28 EAST SURREY GROVE LONDON SE15 6EX
29 EAST SURREY GROVE LONDON SE15 6EX
30 EAST SURREY GROVE LONDON SE15 6EX
27 EAST SURREY GROVE LONDON SE15 6EX
24 EAST SURREY GROVE LONDON SE15 6EX
25 EAST SURREY GROVE LONDON SE15 6EX
26 EAST SURREY GROVE LONDON SE15 6EX
177 Cator Street London SE15 6AA

Re-consultation:

None

APPENDIX 2

Consultation responses received

Internal services

Design and Conservation Team - No objection subject to conditions.
Ecology Officer - No objection subject to conditions.
Environmental Protection Team - No objection raised
Housing Regeneration Initiatives - No objection raised
Urban Forester - No objection subject to conditions.
Health & Safety Executive - No objection raised
Access Officer - No objection raised
Planning Policy - No objection raised
Waste Management - No objection raised
Transport Planning Team - No objection subject to conditions.

Statutory and non-statutory organisations

Metropolitan Police Service - No objection raised
Environment Agency - No objection raised
Design Revue Panel - No objections see comments within report

Neighbours and local groups

Objection raised by 177 Cator Street.