Item No. 8.2	Classification: Open	Date: 7 March 2	2017	Meeting Name: Planning committee	
Report title:	 Development Management planning application: Council's own development Application 16/AP/4124 for: Council's Own Development - Reg. 3 Address: ACORN NEIGHBOURHOOD OFFICE, 95A MEETING HOUSE LANE, LONDON SE15 2TU Proposal: Demolition of existing basement and redevelopment of the site to provide 29 residential units (9 x 1 bed, 14 x 2 bed and 6 x 3 bed)(Class C3) and a community hall (Class D1) in a part 3/part 4 storey block, together with associated amenity space, landscaping and ancillary works 				
Ward(s) or groups affected:	Livesey				
From:	Director of Planning				
Application Start Date 28/10/2016 Application Expiry Date 27/01/2017				n Expiry Date 27/01/2017	
Earliest Decision Date 04/01/2017					

RECOMMENDATIONS

- 1. That planning permission is granted subject to completion of a unilateral undertaking and planning conditions.
- 2. That in the event that the unilateral undertaking is not completed by 30 April 2017, the Director of Planning be authorised to refuse planning permission for the reasons detailed in paragraph 63 of this report.

BACKGROUND INFORMATION

Site location and description

3. The application site is the former Acorn Neighbourhood Housing Office, which has been vacant since 2009. The site is effectively an island site and one that sits at a lower level than the roads that surround it. At present, the site is bounded by a 2m brick wall topped with further wire mesh screens that separates it from Meeting House Lane to the west and an estate road that wraps around it on three sides to serve the Acorn Estate to the immediate south and east. The site of the former Wood Dene Estate is located further south between this site and Queens Road. The Acorn Estate is typically three storeys in height, while the buildings opposite on Meeting House Lane tend to be two to three storeys in height. The area is predominantly residential, though the Acorn Surgery and Nell Gwynn Nursery are located in close proximity to the site on Meeting House Lane.

- 4. The site is located within the:
 - Peckham and Nunhead action area specifically the core action area
 - Peckham Village archaeological priority zone
 - Air quality management area.

Details of proposal

- 5. It is proposed to develop a single part three part four storey linear block containing 29 flats (use class C3) and a 138sqm community hall (use class D1). The development forms part of the council's direct delivery programme and all units would be secured as social rented, council homes. The community facility will comprise a central meeting space with its own private garden, as well as kitchen and toilet facilities.
- 6. The new building will be predominantly brick built with metallic bronze and/or copper detailing. The existing estate road will be transformed to create a landscaped, 'mews style' street that will act as a shared space for new and existing residents. This will incorporate informal planting and a limited amount of car parking, as a replacement of the existing spaces rather than new provision. Photovoltaic panels will be installed at roof level.

7. **Planning history**

10/AP/3781 Application type: Full Planning Application (FUL) The erection of a part two storey with lower ground and three-storey building for use as a community centre (class D1) for the Peckham Settlement, comprising of a hall space, training and meeting areas, nursery with outdoor playspace, community cafe, media facilities with ancillary managed workspace and ancillary facilities.

Decision date: 18/05/2011

Decision: Granted (GRA)

10/EQ/0168 Application type: Pre-Application Enquiry (ENQ) A multi use community centre to replace the current facilities of the Peckham Settlement on Goldsmith Road

Decision date: 17/02/2016 Decision: Pre-application enquiry closed (EQC)

Planning history of adjoining sites

Wood Dene Estate

 13/AP/0876: Demolition of remaining structures and erection of three buildings between two and nine storeys in height to provide 333 residential units and 450sqm (GIA) of flexible retail space (classes A1 - A3)/office (class B1)/non-residential institutions (class D1) space together with the provision of access, car and cycle parking, plant, landscaping and an energy centre. Granted with legal agreement.

KEY ISSUES FOR CONSIDERATION

Summary of main issues

- 9. The main issues to be considered in respect of this application are:
 - a. The principle of development and conformity with strategic land use policies
 - b. Affordable housing
 - c. Impact on the amenity of existing neighbours and that of the wider area
 - d. Design issues, including urban design impacts and the quality of accommodation
 - e. Transport issues, including construction management
 - f. Environmental sustainability
 - g. Any other material considerations.

Planning policy

National Planning Policy Framework (the Framework)

10. The National Planning Policy Framework (NPPF) sets out the government's strategy for the delivery of sustainable development. While its guidance does not constitute planning policy, all local policies must be in general conformity with the NPPF and it is a material consideration in the determination of planning applications. The following sections are of greatest relevance to this proposal:

Section 6: Delivering a wide choice of high quality homes Section 7: Requiring good design.

11. On 19 March 2013, the council's cabinet considered whether Southwark's planning policies were consistent with guidance in the NPPF, as required by NPPF paragraph 215. All policies and proposals were reviewed and the council satisfied itself that those in use were in general conformity with the NPPF. The resolution was that with the exception of Southwark Plan policy 1.8 (location of retail outside town centres) all policies would be saved. Therefore due weight should be given to relevant policies in existing plans in accordance to their degree of consistency with the NPPF.

12. The London Plan 2016

- 2.9 Inner London
- 3.1 Equal life chances for all
- 3.2 Improving health and assessing health opportunities for all
- 3.3 Increasing housing supply
- 3.4 Optimising housing potential
- 3.5 Quality and design of housing developments
- 3.6 Children and young peoples play and informal recreation facilities
- 3.8 Housing choice
- 3.9 Mixed and balanced communities

- 3.10 Definition of affordable housing
- 3.11 Affordable housing targets
- 3.13 Affordable housing thresholds
- 5.2 Minimising carbon dioxide emission
- 5.3 Sustainable design and construction
- 5.7 Renewable energy
- 5.10 Urban greening
- 5.11 Green roofs and development site environs
- 5.13 Sustainable drainage
- 5.14 Water quality and waste water infrastructure
- 5.15 Water use and supplies
- 6.3 Assessing effects of development on transport capacity
- 6.9 Cycling
- 6.10 Walking
- 6.13 Parking
- 7.1 Building London's neighbourhoods and communities
- 7.2 An inclusive environment
- 7.3 Designing out crime
- 7.4 Local Character
- 7.5 Public Realm
- 7.6 Architecture
- 7.14 Improving air quality
- 7.15 Reducing noise and enhancing soundscapes
- 8.2 Planning obligations
- 8.3 Community Infrastructure Levy.
- 13. Core Strategy 2011

Strategic policy 2 - Sustainable transport Strategic policy 4 - Places for learning and enjoyment Strategic policy 5 - New homes Strategic policy 6 – Homes for people on different incomes Strategic policy 7 - Family homes Strategic policy 12 - Design and conservation Strategic policy 13 - High environmental standards Strategic policy 14 - Implementation and delivery.

14. Southwark Plan 2007 (July) - saved policies

Policy 2.2 - Provision of new community facilities Policy 3.2 - Protection of amenity Policy 3.3 - Sustainability assessment Policy 3.6 - Air quality Policy 3.7 - Waste reduction 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 4.2 - Quality of residential accommodation

- Policy 4.3 Mix of dwellings
- Policy 4.4 Affordable housing
- Policy 5.1 Locating developments
- Policy 5.2 Transport impacts

Policy 5.3 - Walking and cycling Policy 5.6 - Car parking.

15. Peckham and Nunhead Area Action Plan 2014

Policy 16 - New homes Policy 17 - Affordable and private homes Policy 18 - Mix and design of new homes Policy 21 - Energy Policy 22 - Waste, water and flooding Policy 23 - Public realm Policy 25 - Built form Policy 27 - Land use (core action area) Policy 28 - Transport and movement (core action area) Policy 29 - Built environment (core action area).

16. Supplementary Planning Documents

2015 Technical Update to the council's Residential Design Standards SPD 2011 Sustainable design and construction SPD 2009.

Summary of consultation responses

- 17. 6 responses were received through the public consultation. The key points raised were:
 - Impacts on daylight/sunlight of neighbouring properties
 - Perceived failure to adequately replace community facilities lost on the former Wood Dene Estate
 - Impacts of construction activities on the operation of the local nursery
 - More housing contributing to overcrowding of the area
 - Lack of car parking
 - Potential for increases in public nuisance and anti-social behaviour.
- 18. These issues are considered below in the relevant sections of the report.

Principle of development

19. The proposed development would bring a redundant brownfield site back into active use, introducing new homes to a predominantly residential area, as well as a new community facility. This is consistent with Peckham and Nunhead area action plan (PNAAP) policy 16, which sets out an ambition to provide a minimum of 2000 new homes across the action area between 2011 and 2026, 1500 of which are expected to be delivered in the core action area. Similarly, PNAAP policy 7 states that new community facilities will be provided in the core action area where they are most accessible to those groups in need of space. The central space is designed such that it is flexible to accommodate the particular needs of different user groups, which is consistent with the requirement of Southwark Plan policy 2.2. The principle of

development is consistent with the ambitions and policies of the development plan and guidance in the NPPF and is consequently supported.

Environmental impact assessment

20. The scale of development proposed here does not reach the minimum thresholds established in the Town and Country Planning (Environmental Impact Assessment) Regulations 2011 (as amended) that would otherwise trigger the need for an environmental impact assessment.

Affordable housing

- 21. The proposed development forms part of the council's direct delivery programme, one part of the council's ambition to deliver 11,000 new council homes over the period up to 2043, with 1,500 by 2018. As such, all of the units will be provided as affordable, social rented homes.
- 22. The proposal therefore introduces a conflict with PNAAP policy 17, which as well as requiring a minimum 35% affordable housing would also require 35% private housing to be delivered on this site. The application is made in the knowledge that the council's strategic housing market assessment (SHMA) identifies a net affordable housing requirement of 1,472-1,824 units per year between 2013 and 2031. The SHMA states that affordable housing represents 48% of Southwark's total annual housing need.
- 23. Recent planning changes, such as the change in threshold for sites to deliver affordable housing from 10 to 11 and the permitted change of use of B class sites to residential has meant that some schemes which would previously have delivered affordable housing are no longer required to do so. In delivering an entirely affordable scheme, the proposal directly responds to the identified housing need and is in accordance with the Council Plan commitment to deliver quality affordable homes.
- 24. A brief viability report has been provided to address the requirements of the council's development viability SPD 2016. While not constituting a full financial appraisal, the statement demonstrates that the necessary funding is in place to deliver a fully affordable scheme.

Accommodation mix

- 25. The proposal comprises 9x 1 bed units, 14x 2 bed units and 6x 3 bedroom units. PNAAP Policy 18 states that 20% of all units within the core action area should be family homes with 3 or more bedrooms, while Core Strategy policy 6 requires that 60% of units should have 2 or more bedrooms. At 21% 3 bed and 69% 2 bed+, this split is policy compliant in both respects.
- 26. Southwark Plan policy 4.4 states that 10% of homes should be provided as wheelchair accessible dwellings. The proposal includes 3 wheelchair accessible units: 2x 2 bedroom and 1x 1 bedroom, which satisfies this requirement. All wheelchair accessible units are located at ground floor level. It is noted that the units will be designed to achieve the South East London Housing Partnership wheelchair housing design guidelines, a standard advocated in the council's residential design standards SPD and one that is superior to the requirements of building regulations.

Quality of accommodation

Space standards and aspect

27. The overall unit sizes achieve the nationally described space standards. In addition, room sizes are compliant with the individual rooms sizes set out in the council's residential design standards SPD.

Layouts

28. Ground floor units all have their own front doors leading on to private front gardens adjacent to the new shared space. As well as improving the arrival to these units, this helps to provide some animation and natural surveillance of this space. Upper floors are accessed via four separate access cores, with no more than 3 flats on any floor accessed from the same core. This ratio of flats to cores makes the development more secure and helps create a more private, personal setting. All units are designed to incorporate bulk storage, as specified in the council's residential design standards SPD as one aspect of exemplary design. All units achieve either dual or triple aspect, contributing to improved outlook and daylighting conditions for these units.

Internal daylight

29. Baily Garner LLP have assessed the internal daylight conditions for the new flats. Their assessment concludes that almost all rooms in the scheme will comfortably exceed the minimum levels of daylight recommended by the Building Research Establishment (BRE). There is a single exception for a living/kitchen diner that falls short of the level expected for a kitchen, but still exceeds that recommended for a living room. These results are impressive given the proximity of the site to existing properties and are likely attributable to the narrow plot widths and generous aspect for the units.

Amenity space and children's play

- 30. Ground floor units have access to front and rear terraces, while first and second floor flats have balconies that are generally in excess of 9sqm. The uppermost storey is set back from Meeting House Lane and the space this creates is used to form much larger terraces for the 5 flats at this level. All 3 bedroom flats have access to more than 10sqm of private amenity space. The overall provision of private amenity space is a strength of the scheme. The new landscaped 'mews' street acts as the communal amenity space for the development, and represents a significant improvement in the landscape and has an amenity value for future and existing residents.
- 31. The limited site footprint and fact that the roof is dedicated to PV panels (see below) means that it is impractical to provide a dedicated children's play facility. This development would generate a requirement to provide 280sqm of children's playspace and so, in accordance with the council's section 106 and CIL SPD, a financial contribution of £42,280 should be required to invest in local play facilities so that they are better able to absorb the additional demand created by this proposal.
- 32. Overall, the accommodation can be considered to be of a high quality having regard to Southwark Plan policy 4.2 and the detailed guidance in the council's residential design standards SPD.

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

Overlooking and privacy

- 33. The residential design standards SPD states that a 12m separation distance should be achieved between buildings on opposite sides of a highway and a 21m separation distance to the rear of new buildings.
- 34. The proposed block is atypical in that it is effectively an island site; bound on all sides by roads and without a natural back. The new block would be separated by approximately 17m from properties on the opposite side of Meeting House Lane and from the primary frontage of the existing residential block to the east, reducing to just over 12m relative to a handful of bedrooms that project forwards from the main building line. As above, all units are dual aspect and the main living accommodation typically has an outlook away from the Acorn Estate. Officers are satisfied that the separation distances achieved, coupled with the layouts of the new units, will ensure that the privacy of existing neighbours will not be unduly affected.

Daylight impacts

35. A daylight and sunlight assessment has been prepared to consider the impacts on neighbours around the perimeter of the site. Primarily, the assessment relies on the vertical sky component (VSC) test; the amount of skylight falling on the plane of the window. The guidance states that where the reduction in VSC is less than 20% or where the remaining VSC exceeds 27% the occupier is unlikely to notice any change in lighting conditions.

Vertical sky component

- 36. The assessment was carried out for 15 windows at the Acorn Surgery, 2 windows at 74 Goldsmith Road, 117 windows at 94 112 Meeting House Lane and 12 windows at 131 147 Meeting House Lane; in every case the impacts were consistent with the guidance recommended by the Building Research Establishment (BRE).
- 37. 56 windows were tested at 91 129 Meeting House Lane, the three storey block immediately east of the development site. These windows serve 8 maisonettes at ground and first floor and 12 flats, mostly at third floor level. Of these windows, the reductions are beyond the parameters advised by the BRE in 17 cases. In the majority of instances, the reductions are between 20 and 30%, only 7 windows exceed this reduction. Objectors draw attention to the fact that for two units, the reductions in daylight exceed that recommended by the BRE for every window. While this is correct, some of the bedrooms still achieve VSC levels in the region of 25%, a very good absolute level for an urban location. It should be noted that this assessment only indicates the amount of skylight falling on a window. It does not give an accurate picture of the quality of light within a space. Further, the BRE emphasise that these results need to be considered in context; that the values recommended should be applied sensibly and flexibly. While some reductions in VSC would be noticeable, the resultant absolute levels would remain good.
- 38. An indicative layout plan has been provided for the affected maisonettes, which shows that these units are dual aspect with relatively narrow floor plans. Any reductions in VSC on one window will not negate the benefits of having a second aspect that will

contribute daylight and sunlight to a room.

39. Reductions in daylight would be acceptable given the scale of development proposed, the isolated incidents where there are deviations from the BRE's recommended daylight levels and the magnitude of the impacts in these cases.

Sunlight impact

40. As noted above, adequate separation distances are maintained between the new development and existing neighbours and the building height proposed is comparable to existing buildings. The buildings immediately to the east within the Acorn Estate have a relatively narrow floorplan and are dual aspect, so it is anticipated that the levels of sunlight received by neighbours will not be unduly affected by this development. Further assessment is being undertaken to address this point and this will be reported in an addendum to this report.

Noise

41. A noise impact assessment has been prepared that determines the prevailing background noise level and recommends a scheme of mitigation that will ensure a satisfactory noise environment for future residents. A standard condition specifying the internal noise parameters during the day and night is recommended. In addition, there is potential for noise outbreak from the proposed community facility to affect the amenity of residents immediately above. A further compliance condition is recommended to address vertical noise transfer and to limit the maximum noise permissible within the community facility.

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

42. As an 'island' development, this building doesn't have a natural rear. While the residential design standards SPD states that a separation distance of 21m should be achieved from the rear of properties, in this case the nature of the site is such that only the lower 12m distance (which applies across a highway) is satisfied. All flats are dual aspect and bedrooms, which are perhaps most sensitive to the reduced separation distance, tend to be focussed towards the Meeting House Lane frontage.

Density

43. The development comprises 84 residential habitable rooms and the equivalent of 5 habitable rooms as part of the community space. Given the site area of 0.15 hectares, this equates to 593 habitable rooms per hectare. This is within the range of 200 - 700 habitable rooms per hectare that the Core Strategy states as appropriate for the urban zone. This is acceptable in principle, subject to detailed design as discussed below.

Design

44. The Peckham and Nunhead AAP sets out an expectation for high quality design and architecture that makes a positive contribution to the character and distinctiveness of the area. Policies 25 ('Built form') and 26 ('Building heights') state that this should be achieved through respecting prevailing building heights and the rhythm and proportions in the built environment, by improving the relationship between new buildings and the public realm, by ensuring that materials reflect local identity and by

applying inclusive design principles.

- 45. The building takes up almost the entirety of the site, forming an elongated wedge of development that rises to four storeys in height. The fourth storey is set back so as not to overwhelm the adjacent estate buildings. The building height reflects the three and four storey elements of the Acorn Estate to the east and south respectively.
- 46. The arrangement of the new block, along with the detailing of the scheme, produces a feeling of horizontality. This is not inappropriate given the similar feel of the adjacent estate blocks. The narrowing of the building towards the apex of this triangular site is quite dramatic. The community hall is situated on the ground floor of this end 'prow' to form a focal point. The mass of the hall projects beyond the storeys above to add further emphasis to this community/civic use in this location. On the east elevation fronting the new shared space, the building features projections to the ground floor flats. These set up a rhythm akin to that of the first floor bay windows of the Acorn Estate buildings opposite and also define small gardens for the ground floor flats of the scheme.
- 47. The existing estate road that surrounds the site is to be landscaped with high quality paving and a series of new street trees. The underlying concept is of a shared space that is characterised by this landscaping, though there will remain a delineated footpath around the perimeter. The space terminates into small public squares at either end of the 'lane' with more pronounced planting and street furniture. This will encourage pedestrians to use and enjoy this space. This represents a dramatic improvement to the current landscape and general amenity for existing, and future, residents. This space will remain accessible to cars and a series of parking spaces will be included to reflect the current parking provision. Conceptually, the paving design and planting will be effective in calming any traffic, though as the detailed landscape design emerges, care will be required to ensure that conflict between various users can be avoided and to ensure that ad-hoc parking doesn't hinder the use of the space.
- 48. Overall, the height, massing and layout of the scheme is well thought through and will produce a building of an appropriate scale, well related in form to adjacent estate buildings, along with a much improved space between the site and the adjoining estate.
- 49. The architecture of the building is largely defined by its confident form and a relatively simple materials palette is proposed. The building will be predominantly a buff/stock brick, with horizontal banding and projecting brick courses at ground floor level to reinforce the linear form of the building. An anodised bronze will be used for detailing on balcony rails and screens, external doors, entrance canopies and as a stall riser around the community facility, while a pre-patinated copper roof is proposed for the at first floor level on the eastern elevation. The metallic detailing will provide a decorative richness to the predominantly brick building and echo some of the red tones of the wider Acorn Estate. The importance of the brick and metal detailing in contributing to a successful design is reflected by the imposition of a design based condition requiring 1:5/1:10 section details at the appropriate time in the construction programme.

Archaeology

50. The application site is within the 'Peckham Village' archaeological priority zone (APZ). The site was previously occupied by terraced housing, as shown on the historic map series, and has additionally been densely occupied by the Acorn Estate; it is evident

that these impacts will have removed any potential buried archaeological resource. Appraisal of this planning application using the greater London historic environment record (GLHER) and information submitted with the application, including an archaeological desk based assessment (DBA) by CgMs (dated June 2016), indicates that, in this instance, it can be concluded that the historic environment will not be compromised by the redevelopment proposal. No further archaeological assessment, fieldwork or conditions are required in consideration of this application.

Transport issues

51. The site is located in an area of high public transport accessibility, with a PTAL rating of 6a. The site is not located in a controlled parking zone (CPZ) and so kerbside parking does not require a permit.

Car parking

- 52. Policy 15 of the Peckham and Nunhead AAP states that we will encourage developments in the core action area to be car free with the exception on disabled parking bays and car club spaces, but that up to 0.3 spaces per unit might be acceptable where justified through a transport assessment. 13 car parking spaces are proposed: 9 of which are general needs parking and 4 of which are disabled blue badge bays.
- 53. The submitted parking survey identified between 13 and 16 private cars parking on the area that will become a landscaped shared space at different times, so this parking provision is a response to the existing condition rather than being additional parking space for future residents. It does however represent a small reduction in general needs parking. Only one existing space is denoted as being a disabled parking space, so this represents an uplift of 3 disabled parking spaces to reflect the 3 wheelchair accessible units provided.
- 54. The survey suggests that Meeting House Lane has capacity for 128 kerbside parking spaces, with a maximum of 90 spaces occupied during the survey times. Some very limited availability was identified immediately west of the site on Meeting House Lane. In addition, spare capacity of approximately 14 spaces was identified on the adjoining Pennethrone Road.
- 55. The development is presented as being car-free, which is consistent with policy. Parking surveys indicate that there is some limited kerbside parking available in surrounding streets to accommodate additional parking demand, if required. However, to limit any contribution to parking stress, and notwithstanding the public transport options available locally, it is proposed that 3 years' free car club membership will be made available to new residents in order to further reduce the need for private car use.

Cycle parking

56. London Plan policy 5.2 requires 1 cycle parking space for 1 bedroom flats and 2 cycle spaces for each larger flat. It also sets a requirement of 1 space per 100m for visitors to community facilities. This leads to a total requirement of 51 cycle parking spaces. Southwark Plan policy 5.3 stipulates that all cycle parking should be secure, convenient and weatherproof.

57. The six ground floor residential units each have cycle storage within their front gardens, while a further four ground floor cycle stores are provided. The total number of cycle spaces provided is 50. Provision for a single bike can easily be made within the demise of the community facility or its associated private garden. Storage is via a combination of Sheffield stands and double-height stackers in the communal stores, with cycle lockers in private gardens. This arrangement is consistent with the London Plan and Southwark Plan requirements and is supported.

Refuse storage and servicing

- 58. Refuse stores are adequately sized to accommodate recycling and general waste arising from the development. A separate and secure store is provided for the new community facility. A loading bay is identified as part of the landscape design to the east of the new block.
- 59. Vehicle tracking diagrams have been provided to demonstrate that the new mews street can accommodate a refuse freighter and other servicing vehicles. While the diagrams demonstrate that there is sufficient manoeuvring space for these vehicles, the alignments presented show a conflict with the footpath immediately in front of the existing Acorn Estate properties. Colleagues in the highways team are comfortable that the principle is acceptable, but subtle changes to the landscaping treatment or precise location of car parking spaces may be required to better accommodate larger vehicles. It is recommended that revised tracking diagrams are prepared as part of the detailed landscape design of this space, which will be secured by condition.

Trees and ecology

60. London Plan policy 5.10 states that all major developments should incorporate sufficient green infrastructure to improve their environmental credentials and biodiversity value. No trees are to be removed during redevelopment and the proposal includes a substantial increase in the amount of soft landscaping. Details have been reviewed by the council's urban forester and ecologist, who recommend planning conditions to address the protection of trees on the perimeter of the site during construction and the submission of further detail of the planting and ecological features to be incorporated within the development.

Planning obligations (section 106 undertaking or agreement)

- 61. A unilateral undertaking will be required to secure the affordable housing units, to identify the relevant highways improvement works and to secure payments for off-site children's play space and to the council's carbon offset fund, as described in the relevant sections of the report.
- 62. In the absence of a unilateral undertaking to secure the above, the proposal would be contrary to saved policies 2.5 'Planning obligations', 4.2 'Quality of accommodation' and 4.4 'Affordable housing' of the saved Southwark Plan 2007; strategic policies 7 'Family homes' and 13 'High environmental standards' of the Core Strategy 2011; Policies 17 'Affordable and private homes' and 21 'Energy' of the Peckham and Nunhead Area Action Plan 2014; London Plan policies 3.12 'Negotiating affordable housing on individual private residential and mixed use schemes', 5.2 'Minimising carbon dioxide emissions' and 8.2 'Planning obligations'; and section 6: 'Delivering a wide choice of high quality homes' of the NPPF 2012.

63. In the event that the unilateral agreement is not in place by 30 April 2017, it is recommended that the Director of Planning refuses planning permission, if appropriate, for the following reason:

'The proposal, by failing to provide an appropriate mechanism for securing affordable housing delivery, indicative highways works and financial contributions towards children's play space and carbon offset, fails to demonstrate conformity with strategic planning policies and fails to adequately mitigate the particular impacts associated with the development in accordance with saved policy 2.5 'Planning obligations' of the Southwark Plan (2007), Strategic Policy 14 'Delivery and implementation' of the Core Strategy (2011), Policy 49 'Planning obligations and community infrastructure levy' of the Peckham and Nunhead Area Action Plan (2014) and London Plan Policy 8.2 'Planning obligations', as well as guidance in the council's s106 planning obligations and Community Infrastructure Levy SPD (2015).'

Sustainable development implications

Air quality

64. An air quality assessment has been prepared to address the potential impacts on air quality arising during demolition, construction and on occupation. The assessment asserts that background levels of nitrogen dioxide and particular matter are both below the respective objective levels at this location. The assessment indicates that some small impacts might arise during demolition and construction, but that the scale of works means that this can be adequately addressed via routine mitigation. On completion, the development is anticipated to result in a low level of trip generation. The assessment concludes that the characteristics of this development would lead it to be considered 'air quality neutral', as required by the London Plan.

Contamination

65. The desk based contamination assessment prepared by Terragen concludes that the risk of contamination at the site is low. Through the development, the basement will be infilled and the site level risen to meet the surrounding streets. Colleagues in the Environmental Protection Team note that this will provide a considerable barrier between any unforeseen, isolated contamination, and any sensitive receptors, to the extent that no further investigation or remediation is required.

Energy

- 66. London Plan policy 5.2 sets out that through a combination of building design measures, clean energy supply and the use of renewable technologies, all major residential developments are required to reduce their regulated carbon dioxide emissions. As of October 2016, the policy sets a target of a 100% reduction relative to Building Regulations 2013.
- 67. An energy assessment is provided to demonstrate that through fabric efficiency measures and the installation of 371sqm of photovoltaic panels at roof level, an annual saving of 35.2% of regulated carbon emissions can be achieved. In accordance with Mayoral guidance and the council's section 106 and CIL SPD 2015, the shortfall in carbon reduction can be bridged via a payment to the council's carbon offset fund. A fee of £79,506 will be secured by way of a unilateral undertaking.

68. The feasibility of the development connecting to the wider district heat network on the Acorn Estate is still being investigated. Should connection prove to be feasible, it is likely to result in a further reduction in carbon dioxide savings and a commensurate reduction in the above carbon payment. The unilateral undertaking will cater for such a scenario.

BREEAM

69. A BREEAM pre-assessment has been provided to demonstrate that the new community facility will be designed to achieve BREEAM 'Very good'. This is consistent with the target set out in Core Strategy policy 13 and a report will be required prior to completion of the development to demonstrate that this has been achieved.

Flood risk

70. The site is located in flood zone 1 and so is at low risk of fluvial flooding from the River Thames. However, the submitted flood risk assessment (FRA) identifies that the site is potentially at risk of surface water flooding under extreme weather conditions. The proposed development includes a substantial blue roof and a large expanse of permeable paving in the new landscaped shared space, both of which will slow surface water runoff to the drainage network. Subject to these interventions and other flood resilient construction measures, the FRA concludes that the risk can be adequately mitigated. The council's flood risk and drainage team concur that this is the case.

Other matters

Community infrastructure levy

- 71. The Localism Act 2011 states that 'local financial considerations' are material considerations in the determination of planning applications, though the amount of weight to attach is an issue for the decision maker. The delivery of new homes would normally be liable for both the Mayoral and Southwark CIL.
- 72. The Mayoral CIL is levied in Southwark at £35 per sqm and Southwark CIL at £50 per square metre in this location; both charges are subject to indexation. This would give a notional Mayoral CIL liability of £130,714 and Southwark CIL liability of £153,214. However, affordable housing relief is available and in the event that planning permission is granted an application should be made to secure this prior to the commencement of development.

Conclusion on planning issues

73. The scheme delivers high quality affordable homes in a well-designed building that respects the local context. The massing, height and internal configuration of the new building has been carefully designed to respect the amenity of existing residents and future occupiers, while also attempting to maximise the development potential of the site. In particular, the demolition of existing structures and creation of a high quality landscaped space represents a significant improvement in the outlook and general amenity for existing residents immediately east of the site. Though the scheme does not provide private/market dwellings, the proposal specifically addresses an acute need for affordable homes that is identified in the council's housing market assessment and this is a significant material consideration. It is considered that the

proposal is consistent with the ambitions and policies of the development plan and that planning permission should be granted.

Community impact statement

- 74. 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.

Consultations

- 75. Details of consultation and any re-consultation undertaken in respect of this application are set out in Appendix 1.
- 76. Details of people who replied to the consultation set out in Appendix 2.

Human rights implications

- 77. 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.
- 78. This application has the legitimate aim of providing details of new affordable housing and a new community centre to be developed on the site of the former Acorn Neighbourhood Housing Office. The rights potentially engaged by this application, including the right to a fair trial and the right to respect for private and family life are not considered to be unlawfully interfered with by this proposal.

Background Papers	Held At	Contact
Site history file: TP/2445-A	Chief Executive's	Planning enquiries telephone:
	Department	020 7525 5403
Application file: 16/AP/4124	160 Tooley Street	Planning enquiries email:
	London	planning.enquiries@southwark.gov.uk
Southwark Local	SE1 2QH	Case officer telephone:
Development Framework		020 7525 1249
and Development Plan		Council website:
Documents		www.southwark.gov.uk

BACKGROUND DOCUMENTS

APPENDICES

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

AUDIT TRAIL

Lead Officer	Simon Bevan, Director of Planning					
Report Author	Michael Glasgow, Team Leader					
Version	Final					
Dated	22 February 2017					
Key Decision?	No					
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / EXECUTIVE MEMBER						
Officer Title		Comments sought	Comments included			
Strategic Director of Finance and Governance		No	No			
Strategic Director of	Environment and Leisure	No	No			
Strategic Director of Modernisation	Housing and	No	No			
Director of Regener	ation	No	No			
Date final report se	23 February 2017					

APPENDIX 1

Consultation undertaken

Site notice date: 12/12/2016

Press notice date: 10/11/2016

Case officer site visit date: n/a

Neighbour consultation letters sent: 09/12/2016

Internal services consulted:

Ecology Officer Environmental Protection Team Formal Consultation [Noise / Air Quality / Land Contamination / Ventilation] Flood and Drainage Team Highway Development Management

Statutory and non-statutory organisations consulted:

EDF Energy Environment Agency London Fire and Emergency Planning Authority Metropolitan Police Service (Designing out Crime) Thames Water - Development Planning

Neighbour and local groups consulted:

Flat 6 72 Meeting House Lane SE15 2TX Flat 7 72 Meeting House Lane SE15 2TX Flat 8 72 Meeting House Lane SE15 2TX Flat 3 72 Meeting House Lane SE15 2TX Flat 4 72 Meeting House Lane SE15 2TX Flat 5 72 Meeting House Lane SE15 2TX 84 Meeting House Lane London SE15 2TX 21 Pennethorne Road London SE15 5TH 2 Pennethorne Road London SE15 5TQ 22 Pennethorne Road London SE15 5TQ Tulsi House 61 Carlton Grove SE15 2UD 1 Pennethorne Road London SE15 5TH 19 Pennethorne Road London SE15 5TH 98b Meeting House Lane London SE15 2TT 76a Meeting House Lane London SE15 2TX 76b Meeting House Lane London SE15 2TX 96a Meeting House Lane London SE15 2TT 96b Meeting House Lane London SE15 2TT 98a Meeting House Lane London SE15 2TT Nell Gwynn Nursery School Meeting House Lane SE15 2TT 82 Meeting House Lane London SE15 2TX Flat 1 72 Meeting House Lane SE15 2TX Flat 2 72 Meeting House Lane SE15 2TX 95a Meeting House Lane London SE15 2TU 74 Meeting House Lane London SE15 2TX 80 Meeting House Lane London SE15 2TX

101 Meeting House Lane London SE15 2TU 103 Meeting House Lane London SE15 2TU 111 Meeting House Lane London SE15 2TU 119 Meeting House Lane London SE15 2TU 121 Meeting House Lane London SE15 2TU 123 Meeting House Lane London SE15 2TU 113 Meeting House Lane London SE15 2TU 115 Meeting House Lane London SE15 2TU 117 Meeting House Lane London SE15 2TU 43 Carlton Grove London SE15 2UD 45 Carlton Grove London SE15 2UD 47 Carlton Grove London SE15 2UD 37 Carlton Grove London SE15 2UD 39 Carlton Grove London SE15 2UD 41 Carlton Grove London SE15 2UD 49 Carlton Grove London SE15 2UD 104 Meeting House Lane London SE15 2TT 106 Meeting House Lane London SE15 2TT 108 Meeting House Lane London SE15 2TT 51 Carlton Grove London SE15 2UD 53 Carlton Grove London SE15 2UD 102 Meeting House Lane London SE15 2TT 157 Meeting House Lane London SE15 2TU 53 Meeting House Lane London SE15 2TU 55 Meeting House Lane London SE15 2TU 151 Meeting House Lane London SE15 2TU

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75 Meeting House Lane London SE15 2TU 77 Meeting House Lane London SE15 2TU 85 Meeting House Lane London SE15 2TU 93 Meeting House Lane London SE15 2TU 95 Meeting House Lane London SE15 2TU 97 Meeting House Lane London SE15 2TU 87 Meeting House Lane London SE15 2TU 89 Meeting House Lane London SE15 2TU 91 Meeting House Lane London SE15 2TU Flat 11 Hollydene SE15 2UG Flat 12 Hollydene SE15 2UG Flat 13 Hollydene SE15 2UG Flat 9 Ashdene Acorn Estate SE15 2UB Flat 1 Hollydene SE15 2UG Flat 10 Hollydene SE15 2UG Flat 14 Hollydene SE15 2UG Flat 18 Hollydene SE15 2UG Flat 2 Hollydene SE15 2UG Flat 3 Hollydene SE15 2UG Flat 15 Hollydene SE15 2UG Flat 16 Hollydene SE15 2UG Flat 17 Hollydene SE15 2UG Flat 20 Ashdene Acorn Estate SE15 2UB Flat 21 Ashdene Acorn Estate SE15 2UB Flat 22 Ashdene Acorn Estate SE15 2UB Flat 18 Ashdene Acorn Estate SE15 2UB Flat 19 Ashdene Acorn Estate SE15 2UB Flat 2 Ashdene Acorn Estate SE15 2UB Flat 23 Ashdene Acorn Estate SE15 2UB Flat 6 Ashdene Acorn Estate SE15 2UB Flat 7 Ashdene Acorn Estate SE15 2UB Flat 8 Ashdene Acorn Estate SE15 2UB Flat 3 Ashdene Acorn Estate SE15 2UB Flat 4 Ashdene Acorn Estate SE15 2UB Flat 5 Ashdene Acorn Estate SE15 2UB 47b Goldsmith Road London SE15 5TF 127 Meeting House Lane London SE15 2TU

Re-consultation: n/a

Consultation responses received

Internal services

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

Statutory and non-statutory organisations

Environment Agency Metropolitan Police Service (Designing out Crime) Thames Water - Development Planning

Neighbours and local groups

103 Meeting House Lane London SE15 2TU 119 Meeting House Lane London SE15 2TU 119 Meeting House Lane London SE15 2TU 127 Meeting House Lane London SE15 2TU 127 Meeting House Lane London SE15 2TU 127 Meeting House Lane London SE15 2TU 47b Goldsmith Road London SE15 5TF