

Item No. 7.1	Classification: Open	Date: 5 July 2017	Meeting Name: Planning Sub-Committee B
Report title:	Development Management planning application: Application 17/AP/1298 for: Full Planning Application Address: PECKHAM RYE PARK CAFE, STRAKERS ROAD, PECKHAM RYE COMMON, LONDON SE15 3UA Proposal: Construction of a single storey ground floor extension to the rear of the existing cafe including the installation of a timber decked walkway around the north and western elevations		
Ward(s) or groups affected:	Peckham Rye		
From:	Director of Planning		
Application Start Date 04/04/2017		Application Expiry Date 30/05/2017	
Earliest Decision Date 09/06/2017			

RECOMMENDATION

1. That Members of Planning Sub-Committee B consider this application for development on Metropolitan Open Land (MOL).
2. That planning permission be granted subject to conditions.

BACKGROUND INFORMATION

Site location and description

3. The site is a single storey building comprising cafe and changing rooms and is located in Peckham Rye Common to the north of Strakers Road. The cafe is a fully glazed circular building overlooking the common with the changing rooms and kitchen/stores housed in a wing extending behind. There is outside seating located to the north (front), north east and west of the cafe with a mixture of permanent benches and removable tables and chairs being set of both hard and soft landscaping.
4. To the east of the site is the car park which serves the common and the park; to the south are four large containers that are used as changing rooms for sports teams and storage of their equipment; to the west is an area of grass used for seating.
5. The site sits north of the Grade II listed Peckham Rye Park but is located within Metropolitan Open Land (MOL), a site of importance for nature conservation (SINC), air quality management area, Green Chain Park and the Peckham and Nunhead action area.
6. The area forms part of the Revitalisation of Peckham Rye and Common project.

Details of proposal

7. Planning consent is sought for enlargement of the cafe by way of a single storey ground floor extension to the south. The main part of the building (containing changing rooms, bathrooms and cafe kitchen) would be extended by 7.7m with an increase in width of 2.7m.
8. A new timber decked walkway would be installed along the perimeter of the building facing west.
9. A roof terrace for the cafe was originally proposed and was the subject of a number of objections; it has now been removed from the application.
10. **Planning history**

<p>99/AP/0954 Application type: Full Planning Application (FUL) Construction of a single storey building to be used as a cafe Decision date 16/03/2000 Decision: Grant (GRA)</p>
<p>10/AP/2633 Application type: Council's own development - Reg. 3 (REG3) The enlargement of an existing play area with partial closure of Strakers Road, relocation of lamp posts, new railings and gate and new play equipment including water feature. Decision date 03/03/2011 Decision: Granted (GRA)</p>
<p>12/AP/1635 Application type: Council's Own Development - Reg. 3 (REG3) Relocation of existing portacabin buildings comprising 3 changing units and 1 storage unit to permanent location within the maintenance yard in Peckham Rye Park. Decision date 14/09/2012 Decision: Granted (GRA)</p>
<p>15/AP/4297 Application type: Council's Own Development - Reg. 3 (REG3) Construction of a new car-park facility on the South side of Strakers Road. Decision date 12/02/2016 Decision: Granted (GRA)</p>
<p>16/AP/4014 Application type: Council's Own Development - Reg. 3 (REG3) The proposal seeks to revitalise Peckham Rye through a phased set of interventions: Phase 1: Establishment of a new car park (Previous application 15/AP/4297). Phase 2: Creation of new playground and associated landscape works on the site of the existing car park. Phase 3: Construction of new changing rooms, store, plant, public toilets and play room facilities with associated landscape works. Phase 4: Demolition of existing portacabins, PoW hut and tarmaced playgrounds and landscape works to return area to the common. Decision date 26/01/2017 Decision: Granted (GRA)</p>
<p>17/AP/0871 Application type: Variation: non-material changes (VNMC) Non-material amendment to planning permission 16-AP-4014 for 'The proposal seeks to revitalise Peckham Rye through a phased set of interventions: Phase 1: Establishment of a new car park (Previous application 15/AP/4297). Phase 2: Creation of new playground and associated landscape works on the site of the existing car park. Phase 3: Construction of new changing rooms, store, plant, public toilets and play room facilities with associated landscape works. Phase 4: Demolition of existing portacabins, PoW hut and tarmaced playgrounds and landscape works to return area to the common.' consisting of: Change the cladding to the pavilion building from decorated acetylation modified timber to black (anthra) coloured zinc cladding. Large rooflight replaced with two</p>

smaller rooflights.
Decision date 05/05/2017 Decision: Agreed - for app types VLA & VNMC (AGR)

Summary of main issues

11. The main issues to be considered in respect of this application are:
 - a. The principle of the development and its impact on Metropolitan Open Land;
 - b. The impact of the development on the Grade II registered Peckham Rye Park;
 - c. Impact on the park and common users;
 - d. Environmental impacts.

Planning policy

12. National Planning Policy Framework (the Framework)

Section 8 - Promoting healthy communities

Section 9 - Protecting green belt land

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

13. The London Plan 2016

Policy 3.19 - Sports facilities

Policy 5.3 - Sustainable design and construction

Policy 5.12 - Flood risk management

Policy 7.4 - Local character

Policy 7.5 - Public realm

Policy 7.6 - Architecture

Policy 7.8 - Heritage assets and archaeology

Policy 7.17 - Metropolitan open land

Policy 7.19 - Biodiversity and access to nature

Policy 7.21 - Trees and woodlands

14. Core Strategy 2011

Strategic Policy 2 - Sustainable Transport

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 para 215 of the National Planning Policy Framework (NPPF), considered the issue of compliance of Southwark Planning Policy with the NPPF. 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.

Saved Policy 3.1 - Environmental effects

Saved Policy 3.2 - Protection of Amenity

Saved Policy 3.12 - Quality in Design

Saved Policy 3.15 - Conservation of the Historic Environment

Saved Policy 3.25 - Metropolitan Open land
Saved Policy 3.28 - Biodiversity
Saved Policy 5.2 - Transport Impacts
Saved Policy 5.6 - Car parking

16. Peckham and Nunhead Area Action Plan 2014

Policy 19 - Open space and sites of importance for nature conservation (SINC)
Policy 34 - Natural environment (Peckham Rye, Nunhead and Honor Oak)

Summary of consultation responses

17. Thirteen objections have been received in response to the proposal. The main concerns are:
1. Addition of a roof terrace would be visually intrusive;
 2. Enlargement of cafe on Metropolitan Open Land would reduce its openness;
 3. Unnecessary provision of changing rooms;
 4. No information regarding deliveries and waste collection;
 5. The dark painted timber cladding would be intrusive and less sensitive than current cladding;
 6. Cafe should not be extended as poor service is provided.
18. Two comments supporting the application have been submitted, alluding to the fact that the cafe can get busy and enlargement would be welcome.
19. *Assessment:* Issues regarding impact on amenity of park users and appearance of the area are discussed below. Comments regarding the cafe provider and their quality of service are not material planning considerations. It is also noted that the proposal for a roof terrace has been removed from the application.

Principle of development

20. Peckham Rye Common and Park are afforded a significant degree of protection, being Metropolitan Open Land (MOL). Paragraph 7.56 of the London Plan states that paragraphs 79-92 of the NPPF on Green Belts apply equally to MOL. Paragraph 89 of the NPPF, in reference to buildings, states that certain forms of development are not inappropriate on Green Belt as long as they preserve the openness of it. The list includes appropriate facilities for outdoor sport and recreation as provided it does not conflict with the purpose of including land within the Green Belt.
21. Policy 7.17 'Metropolitan Open Land' of the London Plan states that the strongest possible protection should be given to London's MOL, the same level of protection as is given to Green Belt, and further that inappropriate development should be refused except in very special circumstances. The supporting text states that appropriate development should be limited to small scale structures to support open space uses and minimise any adverse impact on the openness of MOL.
22. Strategic Policy 11 Open spaces and wildlife of the core strategy commits the council to protect open spaces against inappropriate development. It refers to Southwark Plan policies 3.25-3.27 for further information on how such spaces would be protected.
23. Saved policy 3.25 of the Southwark Plan states that there is a general presumption against development on MOL and that planning permission will only be permitted for appropriate development for a number of purposes including essential facilities for outdoor sport and recreation and importantly, for other uses that preserve the

openness of MOL.

24. Though the existing building would be enlarged to the rear and its footprint would increase, the extension would not affect the openness of the MOL, because of its modest size with a footprint of just over 20sqm. The extension is essentially for an improvement of facilities for the cafe, a use that is an appropriate facility for outdoor recreation.
25. A part of the building would remain in use as changing rooms. The changing rooms are important for outdoor sport and appropriate development on MOL. Some objectors refer to the fact that new changing facilities would be created as part of the wider regeneration project at Peckham Rye Park and Common. These new facilities would replace the changing rooms and storage space currently housed within the storage containers to the south of the cafe. The changing rooms that would be provided within the extension are facilities already on the site; facilities that are appropriate on MOL. The timber deck, set against the backdrop of the cafe would have no impact on the openness of the MOL.
26. As referred to above, the proposals would preserve the openness of the common and park and would retain some outdoor recreation equipment and sports facilities. The proposal is appropriate development on MOL and the principle of the development acceptable in accordance with the policies in London Plan 2016; Core Strategy 2011; Peckham and Nunhead Area Action Plan 2014 and the saved Southwark Plan 2007, as well as guidance in the NPPF.

Impact on for park and common users

27. The proposal would result in the enlargement and refurbishment of the existing cafe building. The proposed extension would be located to the rear and would retain changing rooms that currently exist on site. The extension, because of its location and size would not affect the recreational opportunities available to park users.

Design issues and impact on character and setting of the listed Peckham Rye Park

28. The application site is located within the Peckham Rye Common part, which is not listed. Peckham Rye Park is located to the south of it across from Strakers Road and it is a Grade II Listed Park.
29. Though the extension would result in the cafe building envelope being closer to the listed park, there is sufficient separation and foliage between the two parts to visually disconnect them and ensure that there is no negative impact on the setting of the listed park.
30. The proposed materials would be similar to existing - the main part of the extension would have painted render to reflect existing treatment, while the circular cafe part of the building would be formed of full-height glazed openings with timber frames painted in dark grey. The appearance of the cafe would therefore not significantly differ from the existing building and would thus be acceptable. The timber deck would relate well to the building and provide a covered area for users to enjoy the park.

Transport issues

31. Amended plans have been provided to include two Sheffield stands, capable of providing cycle parking for 4 bikes. This accords with the cycle parking standards set out in the London Plan (which would require 2 short stay and 1 long stay space). The cycle parking is conveniently located for users of the cafe and, given the number of

stands and their location, would not harm the openness of the MOL.

32. The existing provision for servicing would be acceptable as the cafe would not be enlarged to a significant amount. Dedicated space for storage of refuse bins has been allocated to the rear of the building.

Impact on trees

33. No trees would be removed to give way to proposed development.

Conclusion on planning issues

34. The proposed development would be acceptable in land use terms as it would not significantly reduce the openness of the Peckham Rye Park and Common and it would retain some of the community facilities on site. The proposal would be visually acceptable and would not have a negative impact on the amenity of park users or adjoining occupiers. The application is therefore recommended for approval.

Community impact statement

35. 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.

Consultations

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

Consultation replies

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

Human rights implications

38. 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.
39. This application has the legitimate aim of providing enlarged cafe space. The rights potentially engaged by this application, including the right to a fair trial and the right to respect for private and family life are not considered to be unlawfully interfered with by this proposal.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Site history file: TP/2614-A Application file: 17/AP/1298 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: 0207 525 7708 Council website: www.southwark.gov.uk

APPENDICES

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

AUDIT TRAIL

Lead Officer	Simon Bevan, Director of Planning	
Report Author	Lasma Putrina, Planning Officer	
Version	Final	
Dated	16 June 2017	
Key Decision	No	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments included
Strategic Director of Finance and Governance	No	No
Strategic Director of Environment and Social Regeneration	No	No
Strategic Director of Housing and Modernisation	No	No
Director of Regeneration	No	No
Date final report sent to Constitutional Team		23 June 2017

APPENDIX 1

Consultation undertaken

Site notice date: 25/04/2017

Press notice date: n/a

Case officer site visit date: 26/04/2017

Neighbour consultation letters sent: 17/05/2017

Internal services consulted:

Ecology Officer

Statutory and non-statutory organisations consulted:

n/a

Neighbour and local groups consulted:

SE15 3UA
11a Waveney Ave Peckham Rye se15 3uf
140 Peckham Rye London SE22 9QH
32 Tresco Road London SE15 3PX
176 Choumert Road London SE15 4AB
45 Stuart Road London SE15 3BE
12b Therapia Road London SE220SE

17 Adys Road Peckham Se15 4dx
195 Underhill Road London SE22 0PD
174 Peckham Rye London SE22 9QA
43 Colyton Road London SE22 0NP
By Email
By Email
By Email
66 Forest Hill Road London SE22 0RS

Re-consultation: n/a

APPENDIX 2

Consultation responses received

Internal services

None

Statutory and non-statutory organisations

None

Neighbours and local groups

SE15 3UA

By Email

By Email

By Email

11a Waveney Ave Peckham Rye se15 3uf

12b Therapia Road London SE220SE

140 Peckham Rye London SE22 9QH

17 Adys Road Peckham Se15 4dx

174 Peckham Rye London SE22 9QA

176 Choumert Road London SE15 4AB

195 Underhill Road London SE22 0PD

32 Tresco Road London SE15 3PX

43 Colyton Road London SE22 0NP

45 Stuart Road London SE15 3BE

66 Forest Hill Road London SE22 0RS