

Item No: 2	Classification: OPEN	Date: 05.04.2004	Meeting Name: PLANNING COMMITTEE
Report Title:		DEVELOPMENT CONTROL	
Proposal: (03-AP-2417) Construction of a part-4, part-5 & part-6 storey building for provision of 32 flats with 12 car parking spaces, 20 cycle spaces at ground floor and associated amenity space, including roof terraces (private & communal)		Address: 82-86 Queens Road SE15	
Ward(s) or Group affected:		Ward: Nunhead	
From:		Interim Development and Building Control Manager	

RECOMMENDATION

1. Grant conditional permission subject to a legal agreement to secure the affordable housing, highway/landscaping works around the site (including best endeavours to include the disputed land immediately to the north of the site) and a financial contribution towards public transport improvements and/or environmental improvements to the area around Queen's Road Station.

BACKGROUND INFORMATION

2. The above proposal requires Committee consideration since it would have a material impact on the area of one or more neighbouring community councils.
3. The site is located at the western end of Queen's Road (where it continues into Peckham High Street) and is on the south side at the junction with Burchell Road. It is a rectangular piece of land approximately 0.1 hectares in size. It currently comprises a vacant single storey car showroom with ancillary yard to the rear (accessed from Burchell Road). The site is bordered directly to the east and south by part of the Cossall estate. The immediate locality is predominantly residential, though Peckham town centre is only 500m away. A similar application for the redevelopment of the site was withdrawn in December 2003 following officer advice about the unacceptability of the proposals. There is no other relevant planning history.
4. The proposal is for the redevelopment of the site with the erection of a new building comprising ground and part-3, part-4 and part-5 storeys for the provision of 32 residential flats (all to be affordable), with 12 car parking spaces and associated amenity space. (There is a parallel proposal by the same applicant for the site across the road, 101-113 Queen's Road, which is also due for consideration by this Committee.)

FACTORS FOR CONSIDERATION

5. **Main Issues**

The main issues in this case are the replacement of the existing use with residential, design, parking and amenity.

Planning Policy

6. Southwark Unitary Development Plan 1995 [UDP]: (Site has no policy designation)

Policy B.1.2 Protection Outside Employment Areas and Sites: partially complies in that the site is vacant and the existing use is a car showroom and not technically a Class B employment use; the small loss of employment associated with the site is considered acceptable given the benefits of the proposal.

Policy E.1.1: Safety and Security in the Environment: Complies. The applicants have worked with the Metropolitan Police with a view to obtaining Secured by Design certification.

Policy E.2.1: Layout and Building Line: Complies, the buildings will sit well within the established urban grain, and public and private spaces are clearly differentiated.

Policy E.2.2 'Height of buildings': Complies. The building will sit comfortably within its context and the height is appropriate to the site.

Policy E.2.3 'Aesthetic Control' – Complies, the design and materials are considered appropriate in the context of the area and in relation to nearby buildings.

Policy E.3.1 'Protection of Amenity' – Complies, The development will not result in a nuisance to neighbouring occupiers or other users of the area.

Policy H.1.4: Affordable Housing: Complies as the proposed accommodation is 100% affordable.

Policy H.1.5: Dwelling Mix of New Housing: Complies. A majority of the accommodation is 2/3 bedroom units, and provision has been made for larger flats with gardens, which would be suitable for families.

Policy H.1.7: Density of New Residential Development: Partially complies. Although the density exceeds the densities stated in the UDP, the height and mass of the new building is considered to be appropriate whilst providing new accommodation of an acceptable standard.

Policy H.1.8: Standards for New Housing: Complies.

Policy H.1.10: Provision of Housing to Mobility and Wheelchair Standards: Complies, all new flats having disabled access.

Policy T.1.2 'Location of Development in Relation to the Transport Network' – Complies, the proposal has direct access to a main road and is located on a number of regular bus routes and close to mainline and underground stations.

Policy T.1.3: Design of Development and Conformity with Council's Standards and Controls: Complies with emerging Council policy.

Policy T.4.1: Measures for Cyclists: Complies as sufficient provision has been made for the secure storage of cycles.

Supplementary Planning Guidance (SPG)1 Design and Layout of Development:

Complies as care has been taken to ensure the buildings sit well within the existing environment.

SPG No 3 Crime and Security – Complies, standards are met.

SPG No 5 Standards, Controls and Guidelines for Residential Development –

Complies, standards are met and a high standard of accommodation is presented.

SPG: Affordable Housing: Complies.

Draft Southwark Plan [agreed for Deposit November 2002]: (Site has no policy designation)

Policy 1.5 - Mixed Use Developments: Partially complies in that alternative redevelopment of a secondary commercial site gives priority to the provision of affordable housing.

Policy 3.2 - Protection of Amenity: Complies as the development ensures the

protection of neighbouring amenity.

Policies 3.5 - Heritage Conservation, 3.14 - Quality in Design, 3.15 - Urban Design, 3.16 - Safety in Design and 4.2 - Residential Design Standards: Complies. Following revisions the development is now considered to be of a height, massing and design which is appropriate to its context and will have an overall beneficial impact on the area. Furthermore, the applicants have discussed their proposals with the Metropolitan Police with a view to obtaining Secured by Design Certification.

Policies 4.1 Housing Density (including Appendix 4 Residential Density Standards) and 5.5 - Density: Partially complies: although the density exceeds the densities stated in the UDP, the height and mass of the new building is considered to be appropriate whilst providing new accommodation of an acceptable standard.

Policy 4.4 - Affordable Housing: Complies. The proposal exceeds Council requirements.

Policy 5.3 - Pedestrians and Cyclists: Complies. Appropriate consideration has been made for safe pedestrian access within the site, and there is sufficient cycle storage for at least one cycle per house/flat.

Policy 5.6 - Parking: Complies, given the maximum definition of the policy, with sufficient parking provision to meet the policies for this zone.

SPG's - Design, Heritage Conservation and Designing our Crime: Meets guidance in these document which give greater detail of the Council's expectations and aspirations in achieving excellence in design, which creates a safe and pleasant environment, respecting historical resources.

SPG - Residential Design Standards: Meets guidance and will provide good quality accommodation.

SPG - Affordable Housing: Exceeds Councils requirements which is welcomed.

SPG - Parking: Meets Council's standards and guidance.

Consultations

7. Site Notice: 26.1.04

Press Notice: 22.1.04

Consultees:

Transport for London
Traffic Group
Housing Department
Crime Prevention Officer
Archaeological Officer

76, 78, 78A, 80A, 80B, 80C, 80D, 101-113, 115A, 115B, 115-117, 117, 119, 119A, 121, 123, 123A, 123B, 123C, 123D, 123E 125, 125A, 127, 127A, 129, 129A, 131, 131A Queens Road, SE15

Flats A-D (inclus), 115 Queen's Road, SE15;

Flats 1-12 (inclus), 123 Queens Road, SE15

Flats 1 - 24 (inclus), 90 Queens Road, SE15

1A, 1 - 57 (odds) and 2 - 44 (evens) Burchell Road, SE15

2a, 2b, 2c Kings Grove, SE17; 1 - 32 (inclus) Cossall Walk, SE15

Southeast Motors, 101-113 Queen's Road, SE15

Queen's Oak Care Centre, 64-72 Queen's Road, SE15

Occupier, Front Flat, 2C Kings Grove, London, SE15

Replies from:

8. Transport for London (TfL): Comment that Queen's Road is a TfL highway and that they have no objections to the proposals. Note that the ownership of the the adjoining open land [fronting Queen's Road] is unclear: if it is determined that it is to be used as public footway, would wish to see the area paved to a suitable standard as part of, and at the expense of, the redevelopment, with if necessary a delineation marking to indicate the boundary of the public highway. Alternatively landscaping may be an option but maintenance responsibility would need to be determined.
9. Traffic Group: acknowledge the arguments put forward by the applicant addressing the issues of off-street parking and proximity to public transport. A case has been made and information supplied by a prospective Housing Association [who may manage the accommodation] on car ownership in social housing developments, which is lower than private residential schemes. Has some concern about potential generation of on-street parking but does not object to the proposal. Concurs with the developer's suggestion that funds be secured towards local public transport improvements, such as improving Queen's Road station. Confirms that following revisions to the scheme, all other highways and refuse storage aspects are acceptable, subject to conditions/informatives.
10. Housing Department: Unit mix, standards and level of amenity on this site are supported and welcome revision from previous [withdrawn] proposals. Scheme is considered to be suitable for 100% mixed tenure affordable housing and Housing officers will work with the developer to bring in a suitable housing association partner.
11. Crime Prevention Officer: confirms the architects have consulted him and that subject to the correct use of materials (referred to on the drawings) being used, the proposal would achieve Secured by Design approval. Therefore no issues.
12. Archaeological Officer: the site is not located within an archaeological priority zone, but very close to Asylum Road, which is likely to be on the line of a Roman Road to Sussex and where numerous Roman find spots have been found in the past. Buildings and burials are associated with Roman roads and there may be archaeological implications for the proposed development, which would require new foundations and other groundworks. Requests relevant safeguarding conditions be attached to any approval.
13. Occupier, 80B Queen's Road: supports the principle of a residential housing development in the area. However, believes the development is too tall for the area and should be as high as the other buildings on Burchell Road. Comments that the design does not match the Victorian properties in the immediate area and that the issue of increased demand for street parking needs to be addressed.

PLANNING CONSIDERATIONS

14. Loss of existing use and proposed residential accommodation

The proposal will result in the loss of a car showroom, which has been vacant since June 2003. As a car showroom is not classified as a Class B employment use there is no specific policy to protect this use. Furthermore, this is considered to be a limited provider of employment and represents an inefficient and underuse of the site. Therefore there is no objection to the loss of the existing use, especially as it is being replaced by affordable housing.

15. The provision of new residential accommodation is to be welcomed and is in accordance with national policy, the recently adopted London Plan and Council policy. The 32 flats comprise 13 x 1-bedroom, 11 x 2-bedroom and 8 x 3-bedroom units. Of these units, two of the 1-bedroom and two of the 3-bedroom units (13% of the units) are full Disability Discrimination Act specification units, and all other units are accessible by wheelchair. In addition, all of the units have been designed to full Joseph Rowntree Foundation Lifetime Homes standards. This mix is considered to be acceptable, and taking this site with the concurrent development at 101-113 Queen's Road, over half of the units have 2 or more bedrooms in compliance with Council policy. Taking the two sites into account, there is also a significant number of 3-bedroom units (17%), most with small private gardens, which is to be welcomed. The Housing Department have confirmed their support for the proposals, although a registered social landlord has yet to be confirmed who will ultimately manage the accommodation. The size and standard of the new units are all considered to be acceptable, with satisfactory internal arrangements and adequate means of escape, ventilation and glazing. Provision for refuse storage is also considered to be acceptable.
16. The proposal has a relatively high density level of 817 habitable rooms per hectare (hrh), which does exceed the emerging Southwark Plan policy standard for the Urban Zone (in which the site is located) of 300-700 hrh. However, Council policy in general encourages high density schemes in areas of high accessibility, and for this area would typically expect a development of a 4-6 storey block of flats with amenity space, which is the case here. Furthermore density figures are generally considered a poor tool for measuring the acceptability of small schemes such as this, which are better assessed in terms of context within the surrounding townscape, impact on local residential amenity and quality of accommodation.
17. Each of the ground floor units has a private garden; apart from one flat, all of the flats on the upper floors each have their own balcony or terrace, in addition to the use of the communal landscaped amenity space at ground floor level and communal roof terraces at upper floor level. For a scheme such as this the communal space requirement would be 370 sq.m. Although there is a small shortfall of communal space (316 sq.m is proposed), this is offset by the total private amenity space of 416 sq.m and is therefore considered to be acceptable. In addition to the private and communal amenity space provided on the site itself, Cossall Park is situated a short distance to the south, with other larger parks such as Waverly Park and Peckham Rye Common within walking distance. There is also a children's play area directly to the rear of the site.

Parking

18. Vehicular access into the site is via Burchell Road into a gated covered ground floor car parking area comprising 12 car parking spaces (four of these being mobility impaired spaces). Covered and secured cycle storage for 18 bicycles is provided at ground floor level, with sufficient space within the site for additional storage.
19. Although the Adopted Unitary Plan seeks one space per unit, the emerging policy requirement in this location is a maximum of 0.6-0.75 spaces per unit. The current proposal makes provision for 0.36 spaces. The applicant has argued that given changes in Council and national policy to discourage car use, the proximity to public transport and the general acceptance that car ownership in social housing schemes is lower than in private developments, this level of parking should be accepted.
20. The site is highly accessible to public transport, being within 150m of Queens Road (Peckham) railway station and approximately 1200m (approx 15 minute walk) from

New Cross tube and railway station. Peckham Rye and Nunhead stations are also within walking distance. There are a number of frequent bus services (nos. 36, 136, 171 and 177) along Queen's Road and into Peckham town centre, where there is an interchange and a number of other bus services. Government policy encourages the creation of more intensively developed new housing along major routes of public transport to ensure good access to a range of non-car modes of travel. This ensures the most efficient use of land with greater accessibility by a variety of means of transport and should reduce the requirements for travel by private car and hence the need for off-street parking.

21. There is some concern that the lower level of parking proposed could generate some on-street parking, especially as there are no on-street parking controls in the area, but on balance this aspect of the proposal is considered to be acceptable. The developer has offered to provide funds (£30,000 for this site and No.101-113) towards local public transport improvements, such as the area around Queen's Road station, and if permission is granted it is recommended that the legal agreement secures this. Following revisions, vehicular access arrangements into and within the site are now acceptable.

Design

22. The application site is not located within a conservation area or in the vicinity of any listed buildings. This part of the south side of Queen's Road is characterised by four storey buildings with the east side of Burchell Road consisting mainly of three storey buildings.
23. The scheme has been revised to overcome a number of design concerns including scale, height and detailed design. The scale and height of the proposed development are now more in keeping with the terrace (Burchell Road) of which it would form a part. The fifth storey attic has been cut back in order to reduce the scale of the development, particularly in views from Queen's Road. The facing elevation to Queen's Road is relatively narrow with the bulk of the development running along Burchell Road to the south. The new build would read as a four storey building to Queen's Road given the generous setback of the attic stories (4th & 5th floor) away from this elevation. The height and scale of the development to Burchell Road is in keeping with the existing terrace adjacent on the basis that the end bay has been articulated to sit in line with the existing terrace and steps up by one full storey. With this in mind, the scale and height are now considered acceptable.
24. The detailed design is also accepted, following minor revisions. The facing elevation to Queen's Road would not appear as overly garish given the local context and its narrow width. The revised fenestration provides a better balance and will make a positive contribution to this part of Queen's Road. The applicant has confirmed that a facing red brick to match those buildings adjacent is to be used. The use of this brick on Burchell Road ensures an easy transition between the existing terrace and the new build. The use of self-coloured stucco render in white and deep green-blue to enliven the main elevations is considered to be acceptable in this location.
25. Despite the comments from a local resident that the building is too tall and does not match the Victorian buildings in the area, it is considered that the proposed building is of an acceptable height and represents an acceptable modern design which satisfactorily fits into this architecturally diverse area.
26. The street level character and features of this building and that opposite (101-113 Queen's Road) are consistent in that entrance canopies are provided to both pedestrian and vehicular entrances and railings and gates are used as boundaries to defensible spaces, with the building being set back from street level by approximately

700mm by low railings with planting.

Amenity impact

27. By stepping back the elevations at various points, the proposal minimises the potential of overlooking and reduces the impact on the sunlight, daylight and enclosure of adjacent neighbouring buildings. Where necessary the proposal incorporates obscure glazing and screens to roof terraces at the rear to safeguard the amenity of the flats in 90 Queen's Road. The buildings opposite on Burchell Road are considered to be sufficiently set back not to be affected by the proposal. Accordingly it is not considered that the proposal will have a material impact on the amenity of existing residents.

EQUAL OPPORTUNITY IMPLICATIONS

28. Four of the flats are full Disability Discrimination Act specification units, and all other units are accessible by wheelchair. The provision of affordable housing improves housing availability and choice in the area.

LOCAL AGENDA 21 [Sustainable Development] IMPLICATIONS

29. The applicant has submitted a Sustainability Statement demonstrating that the proposal represents an efficient use of brownfield land closely linked to the public transport network and less reliance on private car use. All of the units have been designed to full Joseph Rowntree Foundation Lifetime Homes standards, improving their long term use.

Background Papers	Held at:	Contact
CASE FILE TP/2330-82	Council Offices, Chiltern, Portland Street SE17 2ES	Paul Quayle Planning Officer on 020 7525 5420

Audit Trail

Lead Officer	James F Sherry	Interim Development & Building Control Manager on 020 7525 5437
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