

Item No.	Classification	Decision Level	Date
7	OPEN	PLANNING COMMITTEE	09.11.2004
From Interim Development & Building Control Manager		Title of Report DEVELOPMENT CONTROL	
Proposal (03-AP-1643) Construction of part 6, part 4 and part 3 storey buildings to provide 8 houses, 40 flats and 360sqm of commercial floor space with 26 car parking spaces and bicycle and motorcycle spaces. Vehicle access to the site to be provided from Brayards Road via adjoining development site to the east.		Address 41-75 Consort Road SE15 Ward The Lane	

1. REASONS FOR URGENCY AND LATENESS

- 1.1 In light of the very recent decision by the Secretary of State not to intervene in the determination of this application, this application is urgent in order to ensure that prevailing deadlines are met, and that funding for this Housing Association development is not prejudiced from undue delay. If granted it would allow the contractor to begin work on site by Christmas. Any delay would mean it is unlikely to commence until February, leading to additional security costs. Contract costs are rising at a rate of £60,000 per month.
- 1.2 Having been notified of the Secretary of State's decision on Wednesday November 3, 2004 officers have sought to add this item to the earliest committee to expedite this matter.

2. PURPOSE

- 2.1 That Members reconsider this proposal following the applicant having now provided a general clarification of parking issues for the benefit of Iris Court residents, the applicant's intention to provide electronic entrance gates into the development, the Council's intention to extend the local Controlled Parking Zone to include Brayards Road up to the railway bridge, and the decision by the Government Office for London (GOL) not to intervene in the Council's determination of this application.
- 2.2 **A copy of the original report is attached to this report, within which the relevant planning policies and material considerations for assessment in the determination of this application are included.**

3. RECOMMENDATION

- 3.1 Grant planning permission subject to completion of a Section 106 Agreement to provide a total of £87,000 to fund amendments to the Traffic Management Order, environmental improvements, street lighting and/or footways and/or

pedestrian crossing improvements, additional street tree planting and improvements to Consort Park and Dr. Harold Moody Park, as necessary.

4. BACKGROUND

- 4.1 Members, at the meeting of the Planning Committee on 5th April 2004, considered this application and resolved to defer the application to allow the applicant the opportunity to address the concerns of neighbouring residents regarding parking issues, and for the Government Office for London (GOL) to consider whether to intervene in the determination of this application.
- 4.2 Since this time the applicant has met with both Council officers and local residents in an attempt to resolve the residents' concerns following which certain measures have been put forward in this regard. Further, GOL has now considered the application and is satisfied that the issues raised do not relate to matters of more than local importance. Accordingly, it has been concluded that the application should be determined by Southwark Council.

5 CONSIDERATIONS

- 5.1 Discussions have taken place with local residents from Iris Court and Brayards Road regarding their concerns as to the resultant parking situation should the scheme be approved and implemented. These concerns are centred on three main issues:
- a) The residents consider that inadequate on-site parking provision is proposed;
 - b) The only access to the proposed development is via the existing entrance to Iris Court;
 - c) Attendant lorries due to the additional refuse collection required.
- 5.2 The proposed parking provision remains unchanged. This involves 26 on-site car parking spaces, 39 bicycle spaces and 4 motorcycle spaces. In addition, monies would be made available by way of the legal agreement proposed to provide 5 additional parking spaces on Brayards Road. These would be secured solely for the use by the future residents of the development.
- 5.3 The level of parking provision and cycle storage space satisfies Council standards and also Central Government guidance, and it is not considered appropriate to increase this to a ratio of one space per unit.
- 5.4 The applicant now proposes that electronic gates, accessible to both existing Iris Court residents and those new residents allocated on-site parking spaces, be installed at the entrance off Brayards Road. There will be no loss of existing off-street spaces for the residents of Iris Court.
- 5.5 The newly proposed refuse store for the future residents would be amalgamated with the existing refuse store. The layout, access and turning areas are considered workable in respect of both the on-site parking and the servicing of the development by both refuse collection and emergency vehicles.

- 5.6 Taking into account the existing heavy kerbside parking problem in the vicinity of the development site, and to allay the concerns of existing residents it is proposed to extend the Controlled Parking Zone to include Brayards Road up to the railway bridge. The financial contributions pursuant to completion of the legal agreement would provide funding for alterations to the existing Traffic Order.
- 5.7 To summarise, the applicant has proposed the following measures:
- the two existing parking spaces demarked on the accessway into the existing courtyard are to be removed in order to improve ease of vehicle access thereto;
 - all parking spaces within the existing courtyard area shall be designated in numbered bays with locking bollards for use by the existing residents. All proposed parking spaces for the new dwelling units shall have designated parking bays with spaces allocated for specific units in order to reduce speculative driving into the courtyard by persons looking to park their vehicles;
 - the existing gate shall be converted/replaced to provide automatic controllable access for both existing residents and the occupiers of selected new units;
 - the refuse and new recycling area shall be sited so as to improve amenity and minimise any disturbance or nuisance to existing residents;
 - a total of 4 new designated bays are to be provided within the existing courtyard. Three of these shall be located on the former crown land adjoining the railway line, and one located in the space vacated by the existing refuse compound.
- 5.8 In view of the original decision by Members, the above measures proposed and the direction from GOL it is recommended that planning permission now be granted subject to the completion of an appropriate legal agreement to fund both highway and environmental improvements.

6. EQUAL OPPORTUNITY IMPLICATIONS

- 6.1 The accommodation is accessible for those with mobility difficulties.

7. LOCAL AGENDA 21 [Sustainable Development] IMPLICATIONS

- 7.1 The development would feature winter gardens which increase the thermal performance of the units if accommodation, photo voltaic cells on the blocks A and B roof planes, solar water heating as well as the potential for water recycling below block C.

LEAD OFFICER	James Sherry	Interim Development and Building Control Manager
REPORT AUTHOR	Tim King	Planning Officer [tel. 020 7525 5419]
CASE FILE	TP/2465-43	
Papers held at:	Council Offices, Chiltern, Portland Street SE17 2ES [tel. 020 7525 5402]	

Item No.	Classification	Decision Level	Date
	OPEN	PLANNING COMMITTEE	05.04.2004
From		Title of Report	
DEVELOPMENT BUILDING CONTROL MANAGER		DEVELOPMENT CONTROL	
Proposal (03-AP-1643)		Address	
Construction of part 6, part 4 and part 3 storey buildings to provide 8 houses, 40 flats and 360sqm of commercial floor space with 26 car parking spaces and bicycle and motorcycle spaces. Vehicle access to the site to be provided from Brayards Road via adjoining development site to the east.		41-75 Consort Road SE15 Ward The Lane	

1. PURPOSE

- 1.1 To consider the above application which is for decision by the Planning Committee due to the principle being a divergence from the current Southwark Unitary Development Plan and also due to the number of objections received.

2. RECOMMENDATION

- 2.1 Grant planning permission subject to a section 106 agreement for a total of £87,000 to fund amendments to the traffic management order, environmental improvements, street lighting and/or foot ways and/or pedestrian crossing improvements, additional street tree planting and improvements to Consort Park.

3. BACKGROUND

- 3.1 The application site comprises a 2,622 sq.m area of land on which is currently located three vacant buildings formerly providing 360 sq.m of employment generating floor space. The site is bounded to the north by a railway viaduct, to the east by a residential development of 8 houses and 14 flats managed by the applicants granted permission 22/10/01 (LBS Reg. 01-AP-1232), to the west by Consort Road on the other side of which is located a garage depot and a builders yard and to the south Brayards Road on the other side of which is located 'Greenhive House' an elderly persons care home.
- 3.2 The site is identified in the current Southwark Unitary Development Plan (adopted in 1995) as 'Proposal Number 126' for General Industrial. The site is not identified as anything specific in the emerging Southwark Plan.
- 3.3 The proposed development would be built for Presentation Housing Association. The form of the proposed development comprises a part 6 storey and part 4 storey 'L' shaped block located at the north end of the site, a row of three storey terraced houses running southwards facing onto Consort Road and a four storey block located at the south end of the site at the junction of Consort Road and Brayards Road. The proposal comprises 26 x 2 bedroom flats, 13 x 1 bedroom flats, 1 x 3 bedroom flat, 8 x 4 bedroom houses and 360

sq. ms of commercial / retail floor space.

- 3.4 The application has been amended following advice from this department to increase the number of car parking spaces, amend the layout of the refuse and recycling storage and to deal with issues of overlooking. This has led to a small amount of unit size reconfiguration.

4. FACTORS FOR CONSIDERATION

4.1 Main Issues

The main considerations in the determination of this application are: the principle of the mixed use scheme at this location, the impact of the proposal upon the amenity of neighbouring occupiers in terms of overlooking, overshadowing and nuisance from use, the ability of the commercial and residential units to meet the standards and criteria set by this Council and the appropriateness of the design of the development within the context of the neighbourhood streetscape.

4.2 Planning Policy

Southwark Unitary Development Plan 1995 [UDP]:

Policy B.1.1 [Protection of Employment Areas and Identified Sites] - Satisfied

Policy B.2.3 [Class B1 Business Proposals] - Complies

Policy E.1.1 [Safety and Security in the Environment] - Complies

Policy E.2.1 [Layout and Building Line] - Complies

Policy E.2.3 [Aesthetic Control] - Complies

Policy E.2.4 [Access and Facilities for People with Disabilities] - Complies

Policy E.3.1 [Protection of Amenity] - Complies

Policy E.3.4 [Upgrading the Environment] - Complies

Policy E.3.5 [Vacant Sites and Buildings] - Complies

Policy H.1.5 [Dwelling Mix of New Housing] - Complies

Policy H.1.8 [Standards for New Housing] - Complies

Policy R.2.2 [Planning Agreements] - Complies

Policy S.2.1 [New Retail Outlets Under 2000sq.m] - Complies

Policy T.1.3 [Design of Development and Conformity with Council Standards and Controls] - Complies

Policy T.6.3 [Parking Space in New Developments] - Complies

SPG No.1 Design and Layout of Development - Complies

SPG No.3 Crime and Security - Complies

SPG No.5 Standards, Controls and Guidelines for Residential Development - Complies

Draft Southwark Plan [agreed for Deposit November 2002]:

Policy 1.1 [Access to Employment Opportunities] - Complies

Policy 1.5 [Mixed-Use Developments] - Satisfied

Policy 2.5 [Planning Obligations] - Complies

Policy 3.2 [Protection of Amenity] - Complies

Policy 3.14 [Quality in Design] - Complies

Policy 3.16 [Safety in Design] - Complies

Policy 4.2 [Residential Design Standards] - Complies

Policy 4.6 [Mix of Dwellings] - Complies

Policy 5.6 [Parking] - Complies
Residential Standards SPG - Complies
Design SPG - Complies
Preferred Industrial and Office Locations and Mixed Use Development SPG - Satisfied
Designing out Crime SPG - Complies

Central Government Guidance:

PPG 1 - General Policy and Principles
PPG 3 - Housing
PPG 13 - Transport

4.3 Consultations

Site Notice: x 6 posted on 28/10/2003

Press Notice: 09/09/2003

Consultees:

Peckham Bus Garage, Abbey Rose Builders Yard, St Mary Magdalene School, Greenhive House, 39 - 55 (odd) Brayards Road, Flats 1 - 14 (inc) Iris Court, 831 - 842 Railway Arches Consort Road, 1 - 19 (inc) Cross Close, 1 - 33, 20 Gordon Road, 33 - 42 (inc) Nazareth Close.

Replies from:

18 representations, 17 of which are objections, see appendix A. The main objections of neighbouring occupiers have been focused around the amount of parking provision for the proposed development and the access to the off street parking and refuse collection through the existing Brayards Road entrance.

LBS Traffic: Satisfied with proposal if section 106 is agreed for amendments to Brayards Road to allow the creation of five off-site parking spaces as well as environmental improvements for pedestrians.

LBS Arboriculturalist: Satisfied with proposal if section 106 for a tree planting scheme is agreed.

LBS Design and Conservation: Satisfied with appearance of development.

LBS Noise Control: Satisfied with report.

Secure By Design: Satisfied with design.

5 PLANNING CONSIDERATIONS

Principle

- 5.1 Although the site is designated under the current Unitary Development Plan as an employment site there are strong reasons to allow a change to a mixed-use scheme incorporating residential but still maintaining the existing amount of (long term vacant) commercial floor space. The undesirable nature of the former scrap yard and vacant buildings on this site has long had the effect of blighting the area. There seems to have been difficulty in obtaining a beneficial use of the buildings and land, a problem that has been evident on neighbouring sites most specifically at 39-41 & 43-55 Brayards Road which led to permission being granted in October of 2001 for an entirely residential scheme comprising 8 houses and 14 flats.

- 5.2 There seems to be little or no prospect of obtaining an entirely employment use on this site, other than possibly 'bad neighbour activities' like car breaking or repairs (as in the railway arches). With a care home located across the road, a school on the opposite (south west) corner of Brayards Road and Consort Road, and the adjoining residential scheme on Brayards Road to the east, a mixed use scheme incorporating residential would be a preferable alternative use of the site. As such the site is not designated as an employment site in the emerging Southwark Plan. Given the nature of the surrounding area it is considered that a mixed use scheme which is predominately residential in character but that replicates the existing amount of employment generating floor space is considered appropriate at this location.

Block A

- 5.3 This block would be 6 storeys fronting onto Consort Road with a 4 storey arm projecting to the rear. On the ground floor would be located 225 sq.metres of commercial floor space which could be subdivided or combined as required. Such a use is considered desirable at ground floor level as it would encourage employment opportunities and, given the proximity of the road single aspect residential accommodation units, would not be appropriate.
- 5.4 On the upper floors of block A would be located 13 x 1 bedroom flats and 13 x 2 bedroom flats accessed from two vertical circulation cores with lifts and staircases. All meet the minimum standards set for accommodation of this type. At first floor level in the residual triangle of the site to the rear would be located 140 sq metres of outdoor terrace space under which would sit car, cycle and refuse storage, all of which would be accessed from the Brayards Road entrance. There would also be 100 sq. metres of terrace amenity space located at 4th floor level on top of the 4 storey section of the block; all the flats would have access to these spaces as well as their own individual balcony/winter garden areas.

Block B

- 5.5 This row of terraced properties comprises 8 x 4 bedroom houses with rear gardens and 1 x 3 bedroom maisonette and 1 x 2 bedroom located at either end. The maisonettes have been created in order to allow more space for parking, refuse storage and commercial floor space as well as a way to deal with overlooking of private amenity area from the adjoining blocks. All the units meet the standards for the creation of dwellings of these types and the street frontage access is appropriate for dwellings of this nature.

Block C

- 5.6 This four storey corner block would provide a link between the proposed terrace accommodation and the existing terraced houses on Brayards Road. The ground floor would comprise of 135 sq.m of commercial floor space, ideally suited for a small corner shop or similar use. To the rear of the commercial space is located refuse and storage as well as bike and car parking space. On each of the three floors above ground level is located 4 x 2 bedroom flats each with their own balcony/winter garden areas. All the units meet the standards for the creation of dwellings of these types and are appropriately accessed. However there is a short fall in amenity space provided for each of these flats. In order to compensate for this the applicants have agreed to contribute £24,000 in the form of a section 106 Agreement to a

project to improve Cossal Park, the nearest public green space.

Parking and Refuse

- 5.7 The on site parking and refuse collection would be accessed from the existing vehicle access off Brayards Road. Many neighbours have expressed concern regarding the increased traffic flow, especially in relation to Iris Court. However the size and shape of the area and provision for pedestrian movement is considered sufficient by the Traffic Team to allow safe movement for all.
- 5.8 The on site car parking provision has been increased from 24 to 26 spaces, there is also provision for 39 bicycle spaces and 4 motorcycle parking spaces. In addition to this, section 106 money would be secured in order to provide 5 additional spaces upon Brayards Road. These spaces could not be secured solely for the use of the residents of the proposed development. However given the location of the site the likelihood of non residents utilising them is low.
- 5.9 Many of the issues raised by the residents appear to be more a problem of management of the existing spaces and proposed spaces as opposed to the actual number to be provided. In any event the amount of parking provision and cycle storage space meets the standards set by this Council and adhere to central government guidance for a development such as this. The layout, access and turning areas are considered appropriate for both the parking and the refuse collection. In addition to this, £50,000 of section 106 money would be secured in order to enhance the urban environment surrounding the site enabling it to become more pedestrian accessible and friendly.

Scale, Massing and Design

- 5.10 The high quality and innovative architectural design is considered to be exciting and visually pleasing. The scale and massing of the development is appropriate within the context of its surroundings and there would be no loss of amenity to neighbouring and future occupiers from either over shadowing or overlooking.

Trees

- 5.11 The submitted scheme provides for landscaping that goes some way to ameliorate the effect of the development and the loss of eight trees on site is accounted for by replacement planting. However, given the development's size, the density of surrounding light-industrial units and general dearth of green amenity in the area, additional street tree planting has been agreed to in the form of a section 106 for £8,000 for an additional 16 trees within the immediate vicinity.

Conclusion

- 5.12 This development would create 40 homes managed by a Housing Association which are much needed within the Borough of Southwark, at the same time it utilises a site that has long been a blight on the local neighbourhood. The design is innovative and exciting, and the standards for the units of accommodation, parking and access have been met both in terms of central government guidance and the Council's own criteria. As such a recommendation is made to approve the scheme.

6. EQUAL OPPORTUNITY IMPLICATIONS

6.1 The accommodation is accessible for those with mobility difficulties.

7. LOCAL AGENDA 21 [Sustainable Development] IMPLICATIONS

7.1 The development would feature winter gardens which increase the thermal performance of the units if accommodation, photo voltaic cells on the blocks A and B roof planes, solar water heating as well as the potential for water recycling below block C.

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