

Item No.	Classification	Decision Level	Date
8	OPEN	PLANNING COMMITTEE	07/12/2004
<b>From</b> Development & Building Control Manager		<b>Title of Report</b> DEVELOPMENT CONTROL	
<b>Proposal</b> (04-AP-1601 ) Demolition of existing workshops and the erection of part 4 and part 5 storey buildings containing 110 flats with parking at semi-basement level.		<b>Address</b> 69A Peckham Grove SE15 <b>Ward</b> Peckham	

## PURPOSE

1. To consider the above application. This application requires committee consideration because it is a significant development and because it is a departure to the Adopted Unitary Development Plan.

## RECOMMENDATION

2. To grant planning permission subject to a legal agreement to secure affordable housing provision and a financial contribution towards public transport provision and additional tree planting in the vicinity of the site.
3. That the Development and Building Control Manager be authorised to issue planning permission should the Secretary of State decide not to call the application in for his own determination as it is a departure from the adopted UDP.

## BACKGROUND

4. The application premises comprise a single storey industrial building which is part occupied by Embankment Engineering a cabinet manufacturer and part vacant. The site is bounded by four storey flats at Granville Square to the north, a converted industrial building at South City Court now in residential use, to the west, a low rise industrial estate to the south and a new development, currently under construction as part of the Peckham Programme to the east, comprising two storey houses and four storey flats.
5. On 3rd November 2003 a resolution to grant outline planning permission was made by the Council (ref 03-AP-0640) for the demolition of existing workshops and erection of part five and part six storey buildings comprising workshops and offices (Class B1), 6 work & live units and 50 residential flats with courtyard parking. This application was referred to the Secretary of State as a departure who declined to call it in.
6. On 18th March 2004 a planning application for the demolition of existing workshops and erection of a part 3, part 5 and part 6 storey building comprising workshops, B1 offices, 87 flats and 34 semi-basement car parking

spaces was submitted (ref 04-AP-0480). This application was subsequently withdrawn by the applicant in September 2004.

7. Planning permission is now being sought for the redevelopment of the entire site for residential purposes to provide 110 flats with 58 car parking spaces in part four and part five storey buildings. The development will provide 1 studio flat, 52 one bedroom flats, 49 two bedroom flats and 8 three bedroom flats. The vehicular entrance to the car park will be via an undercroft on Peckham Grove.

## **FACTORS FOR CONSIDERATION**

### **Main Issues**

- 8 The main issues in this case are the principle of introducing a residential use into an employment area, the size, siting and design of the development and the impact on neighbours.

### **Planning Policy**

- 9 Southwark Unitary Development Plan 1995 [UDP]:  
The site is located within a defined Employment Area on the Proposals Map  
Policy R.2.2 [Planning Agreements] - complies  
Policy E.1.1 [Safety and Security in the Environment] - complies, proposal will increase overlooking of street  
Policy E.2.1 [Layout and Building Line] - considered to comply, siting of buildings is appropriate to street context.  
Policy E.2.3 [Aesthetic Control] - complies, the massing is considered appropriate. The external appearance of the building is a reserved matter.  
Policy E.3.1 [Protection of Amenity] - considered to comply, impact on neighbours in terms of loss of light or overlooking is considered to be within acceptable tolerances.  
Policy E.3.5 [Vacant Sites and Buildings] - complies, part of site is vacant and will be brought back into beneficial use.  
Policy H.1.3 [New Housing] - complies, the site is suitable for housing.  
Policy H.1.4 [Affordable Housing] - complies with legal agreement.  
Policy H.1.8 [Standards for New Housing] - part complies, parking provision of 38% does not fully meet policy.  
Policy B.1.1 [Protection of Employment Areas and Identified Sites] - does not comply, proposal provides residential accommodation as well as employment uses.  
Policy T.1.3 [Design of Development & Conformity with Council Standards & Controls] - part complies, parking provision of 38% does not meet policy.  
Policy T.4.1 [Measures for Cyclists] - complies, parking space for bicycles is provided.  
SPG 5 [Standards, Controls and Guidelines for Residential Development] - generally complies with aims of guidance.
- 10 The Southwark Plan [Revised Deposit Unitary Development Plan] March 2004  
Policy 3.2 [Protection of Amenity] - considered to comply, impact on neighbours in terms of loss of light or overlooking is considered to be within acceptable tolerances.  
Policy 3.10 [Efficient Use of Land] - complies

Policy 3.11 [Quality in Design] - considered to comply, the external appearance and massing is considered appropriate.

Policy 3.13 [Urban Design] - complies, the height, scale and massing of the proposed buildings is acceptable.

Policy 3.14 [Designing Out Crime] - complies, proposal will increase overlooking of street.

Policy 4.2 [Quality of Residential Accommodation] - complies, internal room sizes are acceptable.

Policy 4.3 [Mix of Dwellings] - complies, an appropriate mix of one, two and three beds is provided.

Policy 4.4 [Affordable Housing Provision] - complies, 35% affordable housing is provided.

Policy 5.1 [Locating Developments] - complies

Policy 5.6 [Parking] - complies, maximum parking standards are not exceeded.

Policy 5.7 [Parking Standards for the Mobility Impaired] - does not fully comply, only 7% disabled parking is provided.

Draft SPG 15 [Design] - complies, the massing is considered appropriate.

Draft SPG 27 [Affordable Housing] - complies, 35% affordable housing provision will be secured with legal agreement.

London Plan (adopted February 2004)

Policy 3A.1: Increasing London's supply of housing – complies with the aims of this policy by providing a high density housing scheme

Policy 3A.4; Housing choice – generally complies, development will provide a mix of one, two and three bed units

Policy 4B.3: Maximising the potential of sites – does not comply with the residential density ranges, proposed development has density of 608hrh which exceeds that of 450hrh in the Plan

PPG13 Transport: complies as the development does not provide 100% car parking and aims to promote walking and cycling as alternative means of transport.

PPS3 [Housing] - complies with aim of the draft guidance which seeks to maximise housing densities and to promote the efficient re-use of brownfield and surplus employment land.

## **Consultations**

11 Site Notice: 29/09/2004

Press Notice: 21/10/2004

12 Consultees:

1-24 (incl) Granville Square; 48/52 Peckham Grove; Units 1-31 (consec) Samuel Jones Industrial Estate, Peckham Grove; Flats 1-5, 101-120, 210-220, 301-323, 401-418 South City Court, Peckham Grove, SE15; The Planning Manager, Copthorn Homes, Countryside House, The Drive, Brentwood Essex, CM13 3AT.1-21 (consec) and 53 & 55 Blakes Road, SE15; 201 Southampton Way, SE1

13 Replies from:

Flat 5 South City Court - proposed development will be too high and will block light to South City Court.

Flat 418, South City Court - asks whether there will be any leisure activities, whether London Transport will improve to take the load of more people and will

security improve?

Flat 313 South City Court - in full support.

Flat 414 South City Court - would urge the Council to negotiate a more generous S106 contribution from the developer to enable tree planting, enhancement of lighting and street furniture of the streetscape.

Traffic Group - concerned that there is insufficient on site parking provision proposed. Local public transport is already heavily used. If the proposal is approved funds should be secured for improvements to public transport. Refuse and cycle storage must be provided as shown.

Public Protection - requests that a PPG24 noise survey will be carried out.

Borough Crime Prevention Design Officer - subject to correct window and door specifications being used the development could achieve Secured by Design approval. Recommend these details be conditioned.

## **14 PLANNING CONSIDERATIONS**

### Principle of Development

- 15 The proposed development is contrary to Policy B.1.1 [Protection of Employment Areas and Sites] of the adopted Unitary Development Plan, 1995. However, in the emerging Revised Unitary Development Plan (March 2004) the application site and the adjoining Samuel Jones Industrial Estate have been designated for residential purposes. In assessing the level of weight given to this residential designation it is necessary to look at two recent planning decisions made by the Council and to contemporary government policy guidance in PPG3: Housing.
- 16 Firstly, planning permission was granted for the conversion of an industrial building at 48-52 Peckham Grove (now known as South City Court located opposite the current application site) to 60% residential use and 40 % commercial use. Although this was contrary to adopted policy as the site was located within a designated employment area, the site had been vacant for 20 months and it was considered that there were mitigating circumstances to justify granting permission.
- 17 Secondly, the Council resolved to grant planning permission at 60a Peckham Grove for a residential led mixed use development of 50 flats, 6 live and work units and B1 (office) space in November 2003.
- 18 The redesignation of the application site from employment use to residential use is in accordance with PPG3: Housing which seeks to maximise housing densities and to promote the efficient re-use of brownfield and surplus employment land.
- 19 In view of these recent planning decisions and the advice contained within PPG3 it is considered that a high degree of weight should be given to the emerging Unitary Development Plan. As the proposal is in conformity with the emerging plan the principle of residential development is accepted.

### Size, Siting and Design.

- 20 Following negotiations with Council officers and discussions with the local

community the applicants are proposing a development that will integrate well into the existing townscape.

- 21 The development will be positioned around communal amenity space and will comprise of a five storey block on Peckham Grove, a four storey block on Blakes Road and a five storey block facing the internal courtyard. The use of varying heights, slightly lower than South City Court and slightly higher than the new houses and flats along Blakes Road, acts as an effective transition between the varying scales and heights of surrounding buildings. Overall the development is considered acceptable in terms of its height, bulk and massing in relation to the scale of neighbouring properties.
- 22 The siting of the Peckham Grove building has been revised from the previously approved outline scheme. The building line has now been set back from the pavement edge by 2.8m. so as to improve the relationship of the proposed building with South City Court and to reduce the overall bulk of the building when viewed from Peckham Grove. A front to front distance of 18m will now be achieved between South City Court and the proposed building.
- 23 The building will have a contemporary design with a flat metal roof and metal windows. In keeping with the design of the new houses and flats along Blakes Grove the building will have a vertical emphasis in terms of window proportions. It is proposed to use a red or brown brick type as the main cladding material which will be in keeping with the character of the immediate townscape. White render panels will be used as feature panels. A condition has been attached requiring a sample to be provided to the planning authority. Overall the design is acceptable and it is considered that the design will enhance the overall character of the street.

#### Density

- 24 The density for the development is 747 habitable rooms per hectare (hrh). The site is located within an 'urban zone', as designated in the revised UDP, which allows densities in the range of 300 to 700 hrh subject to appropriate scale and massing considerations. In this instance the density slightly exceeds the recommended upper limit, the scale and massing proposed is considered acceptable in the site's contextual setting. The development will provide units of satisfactory accommodation with sufficient communal amenity space and 35% affordable housing provision is proposed. On this basis it is considered that notwithstanding the density, the development is of an acceptable form.

#### Impact on Neighbouring Properties

- 25 The front to front distances between the proposed buildings and the neighbouring buildings along Peckham Grove and South City Court exceeds the Council's adopted standard of 12m. In the case of South City Court 18m has been achieved and for Blakes Road it is 16m. This will ensure that there is no undue loss of privacy from the development.
- 26 A daylight report has been provided by the applicant to assess the implications of the proposed building in terms of daylight and sunlight impact to South City Court. Following a detailed assessment of the proposal the report concludes

that there will be no breach of the British Research Establishment's (BRE) Guidelines (Daylight and Sunlight: A Guide for Good Practice). The daylight implications to South City Court were assessed against both the Vertical Sky Component (VSC) method and the more detailed Average Daylight Factor (ADF) method. The report concludes that with the ADF analysis, which uses detailed room layouts and plans of the property, rooms which face the site across Peckham Grove at first floor level and above will enjoy good daylight and significantly exceed the minimum requirements given in the BRE guidelines. The report did not assess the implications of daylight to the ground floor windows to South City Court as this floor is used for commercial purposes (work/live units).

- 27 For the newly constructed houses and flats along Blakes Road the proposed development marginally fails the 25 degree angle BRE daylight test. This means that the potential for good interior diffuse daylighting to the ground floor front window may be compromised. More sophisticated daylight assessments have not been carried out to these properties because planning permission has previously been granted for a five storey building along Blakes Road. This was on the basis that the development will help establish a coherent and appropriate streetscape along this part of Peckham Grove. The reduction in height proposed from the approved five storeys to four storeys will therefore improve the relationship in terms of daylight.

#### Standard of Accommodation

- 28 The proposed development will provide a mix of units in the form of one studio unit, 52 one bedroom units, 49 two bedroom units and 8 three bedroom units. This represents an acceptable percentage of three bed units although to accord with the emerging Plan the number of two-bed units should exceed those of the one-bed type. The imbalance is, however, extremely marginal and the proposed mix is deemed acceptable. The overall floor areas for the flats complies with the Council's adopted standards. The majority of flats are provided with balconies together with two areas of communal gardens. The development will therefore provide an adequate standard of accommodation.

#### Affordable Housing

- 29 The applicant has agreed the principle of providing 35% affordable housing (measured in terms of overall floor area) and has started negotiations with a number of registered social landlords. The Council will require 70% of the affordable housing units to be for general needs and 30% for intermediate. The applicant has not indicated on the plans which units are affordable, however, the affordable housing will be secured through a legal agreement which will detail the exact number of units provided and their type.

#### Parking

- 30 The development will have a total of 58 car parking spaces for the 110 flats which will equate to a parking provision of 52%. The Revised Unitary Development Plan (March 2004) has a maximum parking standard for this urban area of 1 space per dwelling. The Traffic Group are concerned that as the parking provision is not 100%, the development will place additional

pressure on local public transport which is already heavily used. Under the adopted and emerging Unitary Development Plans, Policies R.2.2 [Planning Agreements] and 5.1 [Locating Developments] allow the Council to enter into planning agreements where 'development increases pressure on public transport..'. In this instance a contribution of £50,000 has been negotiated by the Traffic Group from the developer to contribute towards improvements to public transport and cycle facilities in the vicinity of the site. It is understood that negotiations are currently afoot with TFL regarding the possibilities of funding an additional bus service along Southampton Way, additional to that already provided by the no.343.

- 31 The access to the basement car parking will be from Peckham Grove and is acceptable on highway grounds. The basement car parking will also provide 112 bicycle spaces which equates to over a 100% provision and 7% of the car spaces will be designated as disabled spaces.

#### Other

- 32 The applicant has agreed to contribute £7,500 towards tree planting along Peckham Grove and Blakes Road. This will allow approximately 25 new trees to be planted which should help the transform the area from largely industrial to largely residential.

#### Conclusion

- 33 This is considered to be an imaginative development that will result in the intensification of brown field land for residential purposes. The bulk and massing of the building should enhance the street scene along this part of Peckham Grove and Blake's Road and further the physical regeneration of this part of Peckham from an industrial to a residential neighbourhood.

### **EQUAL OPPORTUNITY IMPLICATIONS**

- 34 The building will have a number of lifts which will allow full access to all units of the building.

### **LOCAL AGENDA 21 [Sustainable Development] IMPLICATIONS**

- 35 The proposal will intensify the use of this brownfield site and provide additional private sector and affordable housing for the borough.

LEAD OFFICER	Seamus Lalor	Interim Development and Building Control Manager
REPORT AUTHOR	Matthew Mason	[tel. 020 7525 5470]
CASE FILE	TP/2247-69A	
Papers held at:	Council Offices, Chiltern, Portland Street SE17 2ES	
	[tel. 020 7525 5402]	