Development Management planning application: Application 10-AP-2915 for: Full Planning Permission

Address:
166-176 CAMBERWELL ROAD AND 16 WYNDHAM ROAD, LONDON SE5 0EE

Proposal:
Construction of a residential mixed use development comprising; PHASE 1 - part 3, part 4 and part 8 storey building containing 765m² floorspace in office and artist studios (B1 use) and 523m² floorspace in retail (A1 use) in addition to 5 disabled car parking spaces and 90 cycle storage spaces at ground floor level, with a first floor outdoor amenity space and 52 residential units (comprising 8 x 1 bed, 36 x 2 bed and 8 x 3 bed) on the upper levels. PHASE 2 - part 4 and part 5 storey building containing 297m² floorspace in retail (A1 use) at ground floor and 11 residential units (comprising 3 x 1 bed, 4 x 2 bed and 4 x 3 bed) units on the upper levels.

Ward(s) or groups affected: Camberwell Green

From: Head of Development Management

Application Start Date 14/12/2010  Application Expiry Date 15/03/2011

RECOMMENDATION

1 Grant Planning Permission Subject to conditions and Legal Agreement as set out in paragraphs 172 and 173 of the report

2 i) Subject to the applicant (or their successors in title) first entering into an appropriate legal agreement (at no cost to the Council) by no later than 14 March 2011, planning permission be granted subject to the S106 and conditions.

3 ii) In the event that the requirements of Recommendation (i) are not met by 14 March 2011, the head of development management be authorised to refuse planning permission for the reasons set out under paragraph 175.

BACKGROUND INFORMATION

Site location and description

4 The subject site is located at the north-western side of the intersection with Camberwell and Wyndham Roads. The site fronts Camberwell Road to the east and Wyndham Road to the south.

5 The area of the site is 0.28ha and is comprised of an amalgamation of a number of smaller sites in different ownerships.

6 The main bulk of the phase 1 site is comprised of the former National Builders Merchants to the rear of 166-170 Camberwell Road, which is presently occupied by a
car wash and artist studios, accessed from Wyndham Road. This part of the site is occupied by a large steel framed storage canopy over the main, and a two storey building housing the artist studios to the northern part of the site.

7 To the frontage of 166-170 Camberwell Road is a mix of two and three storey terrace buildings with projecting ground floors extending to the street. The ground floor units appear to have been converted into a place of worship (166-170) without the benefit of planning permission. The upper floors appear either vacant or in residential use.

8 The phase 2 site is comprised of a smaller plot (174-176) on the corner which is presently occupied by a retail unit with frontages to both Camberwell and Wyndham Roads and is comprised of a three storey building with the ground floor set back from the adjoining building line on the Camberwell Road frontage. The ground floor unit adjoining (172) appears vacant. Again, there appears to be a combination of vacant and residential use on the upper floors.

9 The existing buildings within the area offer a varied mix of styles, heights and massing. Along Camberwell Road to the north of the intersection the building are generally two to four storey in height with commercial activity at ground floor level. To the south of the intersection along Camberwell Road the building line is set back from the road and there are several large housing blocks, including the eighteen storey Castlemead Block which dominates the skyline within this vicinity.

10 Railway lines border the site to the west, running north to south intersecting Wyndham Road. The properties further to the west of this railway line are generally comprised of large housing blocks, including a twelve storey residential building known as Wyndham Garages.

11 The Policy designations are Urban Density Zone, Public Transport Accessibility Zone (PTAZ) - although it should be noted that this designation is not carried over in the Core Strategy, Air Quality Management Area, Flood Risk Area and West Camberwell Action Area. The site is also located within a high Public Transport Accessibility Level (PTAL 6a) and a Controlled Parking Zone (CPZ).

12 The site is not located within a conservation area, although the Addington Square conservation area is located approximately 80m to the north of the site, as are the grade II listed buildings at 131-155 Camberwell Road (at closest).

Details of proposal

13 Planning permission is sought for the demolition of the existing buildings at the site, and for the redevelopment in two phases.

14 Phase 1 would be comprised of the construction of a part 3, part 4 and part 8 storey building containing 765m² floorspace in office and artist studios (B1 use) and 523m² floorspace in retail (A1 use) in addition to 5 disabled car parking spaces and 90 cycle storage spaces at ground floor level, with a first floor outdoor amenity space and 52 residential units (comprising 8 x 1 bed, 36 x 2 bed and 8 x 3 bed) on the upper levels.

15 Phase 2 involves the redevelopment of the smaller corner site (known as 172-176 Camberwell Road) which would be comprised of the construction of a part 4 and part 5 storey building containing 297m² floorspace in retail (A1 use) at ground floor and 11 residential units (comprising 3 x 1 bed, 4 x 2 bed and 4 x 3 bed) units on the upper levels.

16 The development overall will provide a total of 63 residential units comprising:
- 11 x 1 bedroom units (ranging between 47m² and 50m² in area)
- 40 x 2 bedroom units (ranging between 63m² and 93m² in area)
- 12 x 3 bedroom units (ranging between 86m² and 123m² in area)

Of these residential units a total of 48 habitable rooms / 16 units (comprised of 4 x 1 bed, 8 x 2 bed and 4 x 3 bed) will be intermediate affordable housing, being 25.3% of the total accommodation. Two of these units are also wheelchair accessible.

The vast majority of the residential units will have access to private amenity spaces, in addition to the communal amenity space (approximately 450m² in area) within the development at first floor level.

The proposed dwellings will achieve Level 3 Code for Sustainable Homes and a total reduction of carbon dioxide emissions of 22% at Phase 1 and 23.5% at Phase 2 with the incorporation of Combined Heat and Power (CHP) and photovoltaics. In addition, it is proposed to incorporate sedum roofs on all flat roof areas.

As mentioned, the development will also provide a total of 765m² floorspace in office and artist studios (B1 use) which will be comprised of:
- 11 x artist studio units (ranging between 20m² and 42m² in area)
- 4 x office units (ranging between 56m² and 93m² in area)

The development will also provide a total of 820m² floorspace in retail use (A1 use), comprised of:
- 2 x retail units (being 297m² and 523m² in area)

Vehicular access to the site remains from Wyndham Road which also provides access to the artist studio units to the rear, the cycle storage areas, refuse storage areas, a loading area and 5 x disabled access car parking spaces.

The development will provide a total of 95 secure cycle parking spaces, comprised of 70 for the residential units, with a further 6 for visitors and 14 spaces associated with the commercial units.

Compared to the previous application (10-AP-1311) the applicant has provided an updated viability assessment and proposed 25.3% affordable housing and full planning contributions.

**Planning history**

Planning permission (827/80, 87/81) was granted in 1981 for a single storey warehouse building at 2-16 Wyndham Road.

Planning permission (93/00627) was granted in 1993 for the change of use of the ground floor from office to retail (A1 use) at 170 Camberwell Road.

Planning permission (9801103) was granted in 1998 for the retention of a single storey building to be used for bakery purposes in connection with the ground floor retail units at 172 Camberwell Road.

There is other planning history at the site, however this is not considered directly relevant to this application.

A number of pre-application (08-EQ-0202) discussions were had with various incarnations of the scheme, however the most recent is also the most relevant to this
Written feedback was provided in December 2009 on a scheme which was broadly similar in terms of bulk, massing, layout and density to this current application. The principle of development was considered to be broadly accepted with the mix of uses.

The bulk and density of the development was considered to be challenging however if the scheme could prove that the design was exemplary, the principle was acceptable. However it was recommended that the massing of the larger blocks was relieved by a clear separation of the upper floors.

In terms of design, it was recommended that the detailing was of the highest standard and the massing improved to justify such a large development.

The indicative floor plans only provided the basic envelope and further information was required to illustrate that the residential units would have a good standard of accommodation for further occupiers, also many had single aspect.

Other issues related to transportation, waste, sustainability and planning contributions.

Subsequent to this pre-application advice, the scheme was amended and submitted (10-AP-1311). The application was for the construction of a mixed use development comprising; PHASE 1 - part 3, part 4 and part 8 storey building containing 765m² floorspace in office and artist studios (B1 use) and 523m² floorspace in retail (A1 use) in addition to 5 disabled car parking spaces and 90 cycle storage spaces at ground floor level, with a first floor outdoor amenity space and 52 residential units (comprising 8 x 1 bed, 36 x 2 bed and 8 x 3 bed) on the upper levels. PHASE 2 - part 4 and part 5 storey building containing 297m² floorspace in retail (A1 use) at ground floor and 11 residential units (comprising 3 x 1 bed, 4 x 2 bed and 4 x 3 bed) units on the upper levels.

The application was withdrawn in September 2010 as it was likely to be refused as there was not agreement on aspects of the viability statement, and the application proposed only 50% of the planning contributions sought within the S106 toolkit, where 100% should be provided. The affordable housing level was also slightly below 35%.

Planning history of adjoining sites

Planning permission (04-AP-1467) was granted at 1-3 Comber Grove in September 2005 for the demolition of the existing single and three storey building and construction of two new residential buildings of five and six storeys, incorporating 6 x 1 bedroom flats, 5 x 2 bedroom flats and 1 x 3 bedroom flat (12 in total). The scheme includes a central courtyard, a day centre/offices on the ground and first floors for the use of the Greenhouse Trust and the retention of the parking space at the front.

Planning permission (04-AP-0116) was granted at Wyndham Garage, Wyndham Road in September 2005 for the erection of part 5 and part 12 storey building for mixed use to provide 56 flats [29 x one bedroom, 23 x two bedroom and 4 x three bedroom] on part of the ground floor and the upper floors and 214m2 of retail [Use Class A1 - retail] or office use [Use Class B1 - business use] on the ground floor together with associated external landscaping.

Further planning permission (05-AP-1957) in at Wyndham Garage in June 2007 for the erection of part 5 and part 12 storey building for mixed use to provide 56 flats [29 x one bedroom, 23 x two bedroom and 4 x three bedroom flats] and retail and office use on the ground floor submitted as an amendment to planning permission dated 2/9/2005 (04-AP-0116) for the erection of part 5 and part 12 storey building for mixed use.
use to provide 56 flats [29 x one bedroom, 23 x two bedroom and 4 x three bedroom] on part of the ground floor and the upper floors and 214m² of retail [Use Class A1 - retail] or office use [Use Class B1 - business use] on the ground floor together with associated external landscaping.

40 Planning permission (09-AP-2077) was approved in November 2009 at 188 Camberwell Road (known as The Castle Public House) for the change of use from Public House (A4 use) to a Place of Worship (D1 use).

KEY ISSUES FOR CONSIDERATION

Summary of main issues

41 The main issues to be considered in respect of this application are:

a] the principle of the development in terms of land use and conformity with strategic policies.

b] the impact of the bulk, scale and design of the building on the streetscape.

c] the impact of the building on the amenity of neighbouring occupiers.

d] the quality of residential accommodation for future occupiers.

e] the impact of the building and use on the wider community.

f] the impact of the development on the transport network.

Planning policy

42 Saved Policies Southwark Plan 2007 (July)

1.4 'Employment Sites outside the Preferred Office Locations and Preferred Industrial Locations'
2.5 'Planning Obligations'
3.1 'Environmental Effects'
3.2 'Protection of Amenity'
3.3 'Sustainability Assessment'
3.4 'Energy Efficiency'
3.6 'Air Quality'
3.7 'Waste Reduction'
3.9 'Water'
3.11 'Efficient Use of Land'
3.12 'Quality in Design'
3.13 'Urban Design'
3.14 'Designing out Crime'
3.31 'Flood Defences'
4.1 'Density of Residential Development'
4.2 'Quality of Residential Accommodation'
4.3 'Mix of Dwellings'
4.4 'Affordable Housing'
5.1 'Locating Development'
5.2 'Transport Impacts'
5.3 'Walking and Cycling'
5.4: Public transport improvements'
5.6 'Car Parking'
5.7 'Parking Standards for Disabled People and the Mobility Impaired'
Southwark’s Core Strategy was considered by an independent Inspector during an Examination in Public held in July 2010. The Inspector has issued his binding report and deemed the Core Strategy to be sound. His report was received on 28 January 2011 and it is likely that the Southwark will adopt the Core Strategy.
Now the Inspector’s binding report has been received, the Core Strategy, together with the suggested changes by the Inspector carries considerable weight. In the period before the Core Strategy is formally adopted, whilst the Southwark Plan remains the relevant statutory development plan, where the Core Strategy suggests a different approach when determining a planning application, the Core Strategy is a significant material consideration that should be taken into account.

Strategic Policy 1 – Sustainable development
Strategic Policy 2 – Sustainable transport
Strategic Policy 3 – Shopping, leisure and entertainment
Strategic Policy 4 – Places to learn and enjoy
Strategic Policy 5 – Providing new homes
Strategic Policy 6 – Homes for people on different incomes
Strategic Policy 7 – Family homes
Strategic Policy 10 – Jobs and businesses
Strategic Policy 12 – Design and conservation
Strategic Policy 13 – High environmental standards

Planning Policy Guidance (PPG) and Planning Policy Statements (PPS)

PPS 1: Planning for Sustainable Communities
PPS 3: Housing
PPS 5: Planning for the Historic Environment
PPG 13: Transport
PPS 22: Renewable Energy
PPS 23: Planning and Pollution Control
PPG 24: Planning and Noise
PPS 25: Development and Flood Risk
SPG: Sustainable Design and Construction

Residential Design Standards SPD (2008)
Sustainable Transport Planning SPD (2008)
Affordable Housing SPD (September 2008)
Sustainable Design and Construction SPD (2009)
Sustainability Assessment SPD (2009)
Section 106 Planning Obligations SPD (2007)

Principle of development

The property is located within a Public Transport Accessibility Zone (PTAZ) and on a classified road, although it is located outside a town or local centre.

The main bulk of the site is comprised of a former builders merchant's yard, classified as Sui Generis, where there is no obvious primary function (in this instance it appears the use was a combination of storage, retail and office use).

The existing ground floor shops facing Camberwell Road are either still in use as retail (A1 use) or vacant with assumed existing authorised retail use also.

The upper floors of the terrace facing Camberwell Road are in use as residential (C3 use) on the upper floors.

The proposed redevelopment of the site will result in an increase in retail (A1 use), office / artist studios (B1 use), and residential (C3 use) floorspaces. The loss of the sui generis builder's merchants and replacement with B1 commercial space is considered to be acceptable in land use terms as the sui generis use does not enjoy any particular protection in policy terms and the proposed B1 space will likely provide
enhanced employment opportunities which will more easily co-exist with neighbours' amenities. Whilst additional A1 floorspace is being provided here outside of a designated town centre location, it is to some extent replacing existing A1 commercial floorspace and is within an existing commercial frontage in this part of Camberwell Road. Furthermore the quantum of retail floorspace proposed is not considered to undermine the viability and vitality of the retail offer in local town centres, and is therefore considered to be acceptable. The provision of residential accommodation on the upper floors is supported in policy terms, subject to an acceptable level of amenity being provided for future residents, and this is discussed below.

**Density**

51 The subject site is located within the Urban Density Zone (Medium) and therefore development would generally be expected to fall within the density range of between 200-700 ha/hr.

52 The subject site is 0.288ha in area, and the proposed development would provide a total of 190 habitable rooms associated with the residential use, and the equivalent of 61 habitable rooms associated with the retail and office use. The total habitable rooms associated with the development totals 215, and therefore the density of the development is 747 hr/ha.

53 Whilst the proposed development slightly exceeds the recommended threshold of The Southwark Plan, the density figure is only one consideration of the intensity of development. It is also important to consider the scale and massing of the development and how this relates to the surrounding context, together with the quality of the resultant accommodation and the degree to which the scheme achieves high environmental standards, together with the other main planning considerations. As is set out in the paragraphs below, when looking at all these factors it is considered that the density of the proposed development, modestly above the normal density range, is acceptable.

**Mix of Dwellings**

54 Policy 4.3 'Mix of dwellings' of the Southwark Plan [UDP] requires a mix of dwellings sizes and types to be provided within major new developments in order to cater for a range of housing needs. There is a particular need for family units in the borough and therefore policy requires that the majority of units should have two or more bedrooms and at least 10% three or more bedrooms with direct access to private outdoor amenity space. The number of studio flats should not exceed 5% and at least 10% of the units should be suitable for wheelchair users. Strategic Policy 7 of the emerging Core Strategy requires at least 20% of new schemes in the urban density zone, as here, to be of 3 or more bedrooms.

55 The proposed development comprises 11 x one bedroom (17%), 40 x two bedroom (64%) and 12 x three bedroom (19%). The proposed mix therefore meets the requirement for the vast majority of units to have two or more bedrooms (83% provision). The scheme will provide a good proportion of three bedroom units with a provision of 19% family sized units which is in excess of the minimum 10% requirement of the Southwark Plan, and is broadly compliant with the emerging Core Strategy in this respect, and is a positive element of the scheme.

**Environmental impact assessment**

56 A Screening Opinion was not requested prior to the submission of the application as the scheme is not Schedule 1 development. It does fall within Schedule 2, being an urban development project, although the development site does not exceed 0.5ha in
area. In this context it is considered that the development is unlikely to have a
significant effect upon the environment by virtue of its nature, size or location based
upon a review of the Schedule 3 selection criteria for screening Schedule 2
Development. The site is a brownfield site in an inner London location, and is located
outside of a sensitive area as per Regulation 2(1) and the development is unlikely to
generate any significant environmental effects. Therefore an Environmental Impact
Assessment is not required.

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

NEIGHBOURING OCCUPIERS

Daylight and Sunlight

A Daylight and Sunlight Report was submitted with the application, prepared by Right
of Light Consulting (dated 17 May 2010). It assessed the impact of the proposed
development on the daylight and sunlight of adjoining residential occupiers and future
occupiers against the guidance provided in the BRE Report 209 "Site Layout Planning
Residential Design Standards SPD emphasises the need to maximise daylight and
sunlight, both within new developments as well as neighbouring properties and that
developments should seek to minimise overshadowing or blocking of light to adjoining
properties. The properties located in proximity to the application site that may be
affected and included in the assessment are:

- 160-164 Camberwell Road located to the north of the site.
- 1-5 Wessonmead located opposite Wyndham Road to the south of the site.
- Livingstone House located beyond the railway lines to the west of the site.
- Kenyon House located to the east of the site opposite Camberwell Road.

In terms of the daylight assessment three tests were undertaken for the above
properties. Vertical Sky Component (VSC) assesses the level of daylight entering
existing rooms by considering the amount of available daylight from the sky reaching a
window and is measured on the outside of that window, with the BRE recommending
that 27% is a good level of daylight, recommended for habitable rooms with windows
on principal elevations. The BRE have determined that daylight and sunlight can be
reduced by about 20% of their original value before the loss is noticeable.

No Sky Line (NSL) or Daylight Distribution (DD) considers the change in the visible
sky line from existing and proposed situations i.e. the impact on the daylight
distribution within a room and the guidelines state that where the area of a room
getting light is reduced by more than 20%, there could be a noticeable loss of light.

For the proposed development, an assessment has also been made of the Average
Daylight Factor (ADF) which determines the natural internal light or daylit appearance
of a room, taking account of interior dimensions and surface reflectance, with the BRE
recommending 2% for kitchens, 1.5% for living rooms and 1% for bedrooms. In terms
of sunlight, an assessment need only consider the annual probable sunlight hours
(APSH) for windows facing within 90° of due south.

Two windows fall slightly short of the recommended Vertical Sky Component test,
these being windows 21 and 22 located to the rear of 164 Camberwell Road. No
access was gained to this neighbouring property so it is unclear if these are habitable
rooms, and secondly these windows only just face 90° of due south.

However, where a window does not satisfy the Vertical Sky Component test it does
not automatically follow that daylighting will be of a poor standard, and this can be checked by applying the Average Daylight Factor test, which accounts for variables (such as types of room and size of windows).

64 In the case of this development, the results of the Average Daylight Factor test indicate that the impact of the development will be relatively low.

65 All windows passed the BRE No Sky Line test (measuring the distribution of daylight within each room).

66 The proposed development will also pass the BRE overshadowing to gardens and open spaces test.

67 Whilst it is certainly the case that in dense urban environments there will inevitably be some adverse impacts from a new development of this scale, in this instance the impacts on the daylight and sunlight to adjoining properties is acceptable.

Outlook and Privacy

68 The Residential Design Standards [SPD] advises that in order to prevent overlooking and loss of privacy a minimum distance of 12m should be maintained from the front of a building or any elevation that fronts a highway and a minimum distance of 21m should be achieved from rear facing habitable windows. There are no specific guidelines for setbacks between flank elevations and windows of adjoining properties with each case dealt with on its own merits.

69 The proposed development has been configured to ensure that there will be no mutual overlooking between windows within the development or overlooking towards adjoining properties.

70 There is a minimum of 31m between the front windows of the proposed development fronting Camberwell Road and the windows opposite. There is also a minimum distance of approximately 28m between the windows of the development facing Wyndham Road and those opposite.

71 In terms of Block A there are no windows on the northern elevation, and whilst there are some windows on the eastern elevation, these are angled away from the rear of the adjoining buildings on Camberwell Road, and therefore not allowing any material overlooking or resulting loss of privacy. There are also windows located on the western elevation however these overlook the railway lines and not any adjoining property.

72 On this basis all setbacks meet minimum standards and it is considered there should be no significant overlooking impacts from the proposed development into windows of adjoining residential properties.

73 In terms of the potential for internal overlooking, the setbacks between the north facing windows of Block C and the southern facing windows of Block A are generally 21m, however there are two windows, one located at first and the other located at second floor level which will be 19m apart.

74 Overall it is considered that these distances will provide for sufficient separation between the units within the development, which will secure adequate levels of outlook and privacy.

75 Overall the proposed development is considered to adequately protect the amenity of adjoining and future occupiers consistent with the outcomes sought by policies 3.2
'Protection of amenity' and 4.2 'Quality of residential accommodation' of the Southwark Plan [UDP] and the Residential Design Standards [SPD].

Construction

There is also potential for construction effects impacting on the surrounding area, and in particular the amenity of neighbouring occupiers. Any construction effects of the proposed development will be temporary in nature, and demolition and construction is already controlled by requirements to adhere to numerous other legislative standards, such as Building Act 1984, Environmental Protection Act (EPA) 1990, Environment Act 1995 and Air Quality Regulations 2000 and Health and Safety at Work Act 1974.

However, in order to have some control on adverse effects, should consent be granted a condition should be imposed requiring the submission of a Construction Management Plan [CMP] to be submitted for approval in writing prior to works commencing. This CMP should include hours of operation, type and number of vehicles, crane locations, number of workers, location of facility cabins etc.

Quality of Accommodation

Unit Sizes and Layout

The Residential Design Standards [SPD] sets out the minimum internal floor area for different sized dwellings. One bedroom flats should achieve 45m², two bedroom 60m², three bedroom 75m² and four bedrooms 90m². It is expected that if a scheme is to demonstrate an 'exemplary standard' of accommodation then these minimum standards should be exceeded.

In addition, emerging spaces standards within the Mayor’s Housing Design Guide 2010 suggest greater rooms sizes should be achieved, one bedroom flats a minimum 50m², two bedroom 70m², three bedroom 86m² and four bedrooms 95m². The application site includes a range of units sizes as follows, all of which exceed the current standards and a majority of units exceeding emerging standards as well:

- 11 x 1 bedroom units (ranging between 47m² and 50m² in area)
- 40 x 2 bedroom units (ranging between 63m² and 93m² in area)
- 12 x 3 bedroom units (ranging between 86m² and 123m² in area)

The applicant has provided the unit layouts and individual room sizes within the following plans; P1-GA-T-01; P1-GA-T-02; P1-GA-T-03; P1-GA-T-04; P1-GA-T-05.

The vast majority of the individual rooms meet the space standards within the Residential Design Standards [SPD]. However, there are several which just fall short of these standards, these being:

- Block C - units C.06 and C.14 have an open plan living dining and kitchen space which measures 23.8m² in area, where 24.0m² is sought for a 1 bed unit.
- Block C - units C.01, C.07 and C.13 have an open plan living dining and kitchen space which measures 23.5m² in area, where 24.0m² is sought for a 1 bed unit.
- Block C - units C.21, C.28, C.33 and C.38 have an open plan living dining and kitchen space which measures 26.1m² in area, where 27.0m² is sought for a 2 bed unit.
- Block C - units C.24, C.29, C.34 and C.39 have an open plan living dining and kitchen space which measures 26.8m² in area, where 27.0m² is sought for a 2 bed unit.
- Block C - units C.09 and C.16 have an open plan living dining and kitchen space which measures 26.2m² in area, where 27.0m² is sought for a 2 bed unit.
• Block C - units C.23, C.26, C.31 and C.36 have an open plan living dining and kitchen space which measures 26.8m² in area, where 27.0m² is sought for a 2 bed unit.

The areas of shortfall are considered minor for these open plan living, dining and kitchen areas and are all less than 1.0m² in area. It is considered that these modest shortfalls will not materially impact future occupiers.

The internal layouts of the flats generally achieve an excellent level of residential amenity with the vast majority of units exceeding minimum standards in terms of room sizes, with generous spaces provided throughout bedrooms, kitchens and living spaces. All have regular shaped layouts to ensure the rooms are useable, the flats contain in built storage and generous private amenity space.

The stacking of the units above each other is also good, with similar uses being located above / below each other. There is also sufficient storage available within the units.

All the three bed units and the four bedroom houses have separate kitchens/diners from the main living areas which allows for separation and flexibility of use. The development incorporates over 65% dual or triple aspect flats (only 22 of the 63 are single aspect, with many of these being partially dual aspect) which will maximise the opportunities for cross ventilation and provide for a good outlook from within the units. There are no full single aspect units facing directly north, as these include inset terraces off the main living room such that an element of dual aspect is achieved and it is considered that there will be an acceptable standard of accommodation within these dwellings.

On the basis of the above, the quality of the proposed accommodation is considered to be of a good standard across the development and is therefore in accordance with policy 4.2 'Quality of accommodation' of The Southwark Plan [UDP] and the Residential Design Standards [SPD].

Amenity Space

The Residential Design Standards [SPD] sets out amenity space standards and advises it is particularly important for family housing in order to provide a safe outdoor area for children to play in. It can take the form of private gardens, balconies, terraces and roof gardens and the scheme includes all of these elements. There should be 50m² of communal amenity space per development, plus 10m² per unit, though for smaller flats a reduced amount (minimum 3m² balconies) is acceptable where the shortfall is added to the overall communal provision. The SPD emphasises the need for family housing to have adequately sized and useable amenity space.

Overall, the scheme will provide a communal amenity space at first floor level, to the north of Block C, of approximately 450m² in area. This area will be landscaped with seating, paving and planting.

In addition to this communal amenity space 57 of the 63 residential units will include private amenity spaces, ranging from 4m² to 89m² in area. In several cases the units have front and rear terraces and 19 of the units exceed the minimum 10m² requirement.

These private amenity spaces will generally be in the form of terrace areas. The first floor units will be provided with private gardens or terraces. All the private amenity spaces are located off main living areas and are of a regular shape in order to maximise their usability. The proposed development therefore exceeds the required
provision for private amenity space and provides for a high quality of usable private outdoor space.

Overall, the provision of both private outdoor amenity space, provided by terraces, and the larger communal amenity space at first floor level, is considered to meet the requirements of policy 4.2 'Quality of residential accommodation' of The Southwark Plan [SPD] and the Residential Design Standards [SPD] 2008.

**Noise and Air Quality**

Planning permission for development will not be granted where it would cause loss of amenity, including disturbance from noise, to present and future residents and occupiers in the surrounding area or the present or future occupiers on the application site.

Policy 3.6 'Air Quality' of the Southwark Plan states that permission will not be granted for a development that would lead to a reduction in air quality. The site falls within an Air Quality Management Area (AQMA) due to the high levels of nitrogen dioxide and particulate matter attributable to road traffic emissions.

The development has been accompanied by an Air Quality Assessment (prepared by Accorn UK Environmental Consultants) and an Environmental Noise Assessment (prepared by Hoare Lea Acoustics).

The Environmental Protection Team (EPT) has assessed the application and has raised concerns that the Air Quality Assessment is underpredicting contaminant levels. This issue has arisen from new guidance issued by Department for the Environment, Food and Rural Affairs (DEFRA) in connection with the lack of reduction of Nitrogen Dioxide levels within the London area. It has been requested from the applicant that an updated Air Quality Assessment is prepared in light of this new guidance, which would also allow for the design of likely mitigation measures, such as mechanical ventilation if required.

There was also a concern raised regarding the Environmental Noise Assessment and an obstructed measurement relating to the railway lines, which in the opinion of the EPT Officer appears relatively low.

Given the limited time available to the applicant to provide an updated Air Quality Assessment within the scope of this application, it is considered appropriate to impose a condition, should consent be granted, which would secure an updated Air Quality Assessment prior to the commencement of the development. A further condition is proposed to be installed which would require the development to provide a scheme of ventilation for those residential units required to be mechanically ventilated, this approach has subsequently been agreed with EPT officers.

The applicant has also provided further information since submission of the application on ventilation and acoustic strategy (file note dated 9 February 2011). Within this note it reiterates that the results of the current (as submitted) Air Quality Assessment suggest that Positive Input Ventilation (effectively a low velocity continuous mechanical ventilation system) with air intake at roof level will be necessary to mitigate pollutant levels within Block D (facing Wyndham Road).

In addition to taking cleaner air from roof level, the system would also incorporate filters to remove pollen and other particulate matter.

It is the Applicants assumption that once the updated Air Quality Assessment (secured by way of condition) is made, similar levels of mitigation will be required to Block B
The Applicant has provided initial proposals for such a ventilation system which can be integrated with high-performance glazing systems required to meet acoustic criteria. It is not proposed that these glazing systems are sealed, and future occupiers will still have the option of opening their windows should they wish.

It is also noted that the majority of the residential units facing the roads are dual aspect, and it would be possible to open windows within these units for natural ventilation that do not face onto the road.

With regard to the obstructed noise measurement, should consent be granted, it is recommended that a condition is imposed requiring an updated Noise Assessment be provided prior to the commencement of the development which would show compliance with suitable internal ambient noise levels within the residential units.

Regarding the potential issue of acoustic buffering of the private units from the affordable housing units, this is not considered to be an issue as whilst some affordable units are provided within Blocks B and D facing Camberwell Road, there are a number of private units also facing Camberwell Road, in addition to Wyndham Road and the railway lines. The quietest part of the site is likely to be located at Block A, which is also affordable housing.

On balance, it is considered that on the evidence provided by the applicant, the scheme has been designed to achieve the required 'good' standard and have shown that they recognise that pre-occupation testing may be required to demonstrate that these levels would be attained. It is not considered that refusal on the grounds of harm by reason of noise could be justified, given that conditions can be imposed to overcome this matter.

With regard to potential land contamination, it is considered that the historic land uses and demolition of the existing buildings at the site warrant the need for environmental site investigation which may lead to a remediation scheme. As such, should consent be granted it is recommended that conditions are imposed requiring further investigation.

Overall, it is considered that subject to the imposition of appropriate conditions that the development would be in accordance with policies 3.2 'Protection of amenity' and 4.2 'Quality of residential accommodation' of the Southwark Plan 2007; and policies 3A.20 Health objectives; 3A.23 Health impacts and 4A.19 Improving air quality of the London Plan; and PPS 23 Planning and Pollution Control.

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

As discussed above it is considered that with the imposition and adherence to appropriately worded conditions of consent relating to noise and air quality, that the development would be adequately mitigated against noise from neighbouring uses such that existing and proposed uses could co-exist.

Traffic issues

Car Parking

This proposal is located in an area with a high PTAL rating (6a) reflecting the high level of access to all forms of public transport within the area. Developments in areas with this PTAL rating are required to be car free in order to promote more sustainable
transport choices, reduce congestion and pollution within Southwark. This application is proposed as car free (excluding disabled bays) and as such is in accordance with The Southwark Plan [UDP].

111 The proposal site is situated in a CPZ. In order to prevent possible overspill parking from the development, the applicant has agreed to enter into a legal agreement to prevent future occupiers of the development being eligible for on-street parking permits. In order that the TMO can be changed, a sum of £2,750 must be secured from the applicant for the costs associated with amending the TMO, through a S.106 legal agreement.

112 With regard to the disabled car parking spaces, the applicant has designed these spaces so they adhere to the dimensions that are stated by the DfT in Parking for Disabled People.

113 The applicant has also agreed to provide contribution towards providing car club membership for the residents of this development for two years.

114 The reasoning behind a two year membership request from a developer is explained by a number of factors. The point behind any car club incentive is to get people out of private vehicles and into shared cars, the more enticing this incentive is the more likely a resident is going to take this up in the first place. A two year membership period ensures some real longevity, it makes it more likely that residents will continue to use a car club after the initial two year period instead of looking at private vehicle options. Finally, in developments where no or very little parking is being offered it is crucial that the impact the development may have on surrounding traffic and parking pressures is minimised, offering a two year membership helps ensure a car club has the most succinct impact possible without over-burdening the developer.

Cycles

115 The Southwark Plan states that the secure parking standard for cycles is 1 per 250m² of commercial (A & B1) floor space (minimum of 2) and 1 per 500m² of commercial (B2 and B8) floor space (minimum of 2). The retail and studio space would require a minimum of 5 cycles, and the applicant has provided 14 spaces which is acceptable.

116 With regard to the residential component, The Southwark Plan [UDP] states that the secure parking standard for cycles is 1.1 per residential unit, with separate visitor storage at 1 per 10 units. The development provides storage for 70 cycles plus an additional 6 visitor spaces, which is considered to be acceptable.

117 However, should consent be granted, a condition will be imposed requiring the applicant to provide details of the type of cycle storage.

118 The cycle storage is also convenient, secure and weatherproof, and therefore in accordance with policy 5.3 'Walking and cycling' of The Southwark Plan [UDP].

Travel Plans

119 A Framework Travel Plan has been submitted with the application which covers both the residential and the commercial/retail uses for the development. The Framework Travel Plan is acceptable at this stage as it is proposed that full travel plans will be developed and submitted for each of the uses on the site, when they have been let to the Registered Social Landlords or occupiers.

120 Should consent be granted, full Travel Plans for each of the land uses must be submitted to and approved by the Local Authority following baseline user surveys at
75% occupation of the residential development and within 3 months of occupation of the other uses. The full Travel Plans should incorporate the contents specified within the framework Travel Plans as well as those requirements below.

121 The following areas must be addressed within the full Travel Plans, to be of acceptable quality to the Local Authority:

- Travel Plan Coordinators must be named for each land use.
- Action Plans must be included to show how and when the travel plan will be implemented, and whose responsibility it is.
- Funding must be identified for; implementation of measures, travel plan coordinator, measures, and remedial measures if travel plan targets are not met.

122 The full Travel Plans must conform to Transport for London’s ‘Guidance for Residential Travel Planning in London’ and ‘Guidance for Workplace Travel Planning for Development’ documents as well as the ATTrBuTE tool.

123 Should planning permission be granted it is recommended that full travel plans for both the residential and commercial/retail elements are secured by Section 106 agreement and through this; commitment to surveying residents at 75% occupation (residential) and within 3 months of occupation of the development (other uses) and at 1, 3 and 5 years, commitment to updating the travel plan following each of the surveys and incorporating comments within this advice, and commitment to measures identified within the travel plan, should be sought.

124 Should planning permission be granted, it is recommended that a sum of £3,000 is secured for monitoring of the Travel Plan through the Section 106 agreement.

Servicing and Other

125 The proposed servicing of the site will be from a combination of a new loading bay on Wyndham Road and from within the site for vans and smaller trucks. Refuse collection will be from the kerbside.

126 The proposed loading bay is considered to be acceptable and there is sufficient space for appropriately sized delivery vehicles to manoeuvre and exit in a forward gear.

127 The proposed layout now provides a separate dedicated pedestrian access to the rear of the site for occupiers of the artist studio units to the rear.

128 The application has also been assessed by Transport for London who raise no objections to the proposed development although have requested a Construction Logistics Plan is secured by way of condition.

129 A third party has raised concern that the development would remove vehicle access to the adjoining railway arch which should be a right of way. The applicant has amended the plans to show the retention of this existing access.

130 Overall, it is considered that the proposed development, subject to the imposition of conditions, and obligations within the S106, will meet the relevant policies of The Southwark Plan [UDP] and should be granted on this basis.

Design

131 Policies 3A.6 and 4B.1 of the London Plan set out the design principles and requirements for new residential developments which include maximising the potential
of sites and provide developments that are attractive to look at whilst respecting the context and character of the locality. Policy 3.12 'Quality in design' of the Southwark Plan seeks to ensure that a high standard of architecture and design are achieved in order to enhance the quality of the built environment in order to create attractive, high amenity environments. Policy 3.13 'Urban Design' requires that principles of good design are taken into account in all developments in terms of height, scale, massing, layout, streetscape and landscaping.

132 Proposals should have regard to the existing urban grain, development patterns and density in the layout of development sites.

133 The existing urban grain is varied and without a specific established pattern, and within this varied context it is considered appropriate that the proposal seeks to define a new typology for high density housing and not follow the examples that surround it, with a design that sets the residents amenity as one of its core goals and the key design rationale. Proposals should also be designed with regard to their local context, making a positive contribution to the character of the area and providing active frontages.

**Bulk and Scale**

134 Height, scale and massing of buildings are key aspects of designing a building that is appropriate to the local context and which does not dominate its surroundings inappropriately.

135 The site layout is based around a central communal amenity space at first floor level, which is defined by the four building blocks.

136 The height, scale and massing of the proposal is generally greater than the rest of the immediate local context on the junction of Camberwell Road and Wyndham Road, in particular the larger 8 storey Block C adjoining the railway lines on Wyndham Road.

137 However, there are several buildings within close proximity of the site which are as tall as this proposal or taller. One is the 18 storey Castlemead House which is somewhat of an anomaly on Camberwell Road and while it is unlikely to be demolished in the near future, it is not considered to act as a precedent for new development. Another taller building is the more recent 12 storey block on the opposite side of the railway viaduct on Wyndham Road which is included in the planning history of adjoining sites section above (05-AP-1957). Other tall buildings in the area include Masterman and Crossmount Houses, which are both taller than the proposed development also.

138 The majority of other buildings within the area are generally between 2 and 5 storey in height. Notwithstanding the height of Block C at 8 storeys, the other parts of the scheme more closely adhere to these prevailing heights.

139 As mentioned, the density of the development is 747 hr/ha which requires a very high quality of design, both of internal quality of accommodation but also externally with a level of architectural excellence.

140 The principle of a building of this bulk and scale is acceptable if the design is of a sufficiently high quality. The scheme has been amended since pre-application stage in an attempt to reduce the perceived bulk of the 8 storey part of the development, Block C. This reduction in the perceived bulk has been achieved by including a separation of the upper floors with a recessed division between the third and fourth floor levels. This has also coincided with a change in the character of the architectural language and a change in materials.
It is considered that the 8 storey block is concentrated at the least sensitive part of the site, beside the railway lines and away from neighbouring properties. This block is considered to be appropriate to the local context with the taller buildings adjacent to the railway line and would not dominate its surroundings inappropriately.

The main 4 storey bulk of the building along the Camberwell and Wyndham Road frontages is acceptable and is a direct response to the adjoining terrace to the north along Camberwell Road.

At the intersection with Camberwell and Wyndham Roads, part of Phase 2 will have a fifth floor level setback from both road frontages. Given the setback and the change in materials, it is considered that this is acceptable and would not dominate this intersection.

Overall it is considered that the proposed development has an acceptable bulk, scale and massing, which is now considered to be an acceptable response to its context, and in accordance with policies 3.12 'Quality in design' and 3.13 'Urban design' of The Southwark Plan [UDP].

Design and Appearance

The fenestration of the development attempts to reflect the Georgian character of the Camberwell Road frontage and it is laid out to define the different elements of the building. It is desirable that the Camberwell Road section is mostly no more than four storeys and that this section continues to repeat the pattern of urban grain and plot widths that exists with the buildings to the north. The proposed developments will have a regularity within the 4 storey elements on both Camberwell and Wyndham Roads which reflect the grain of the street.

Consideration has been given to the phasing of the development, and in particular it is considered that should Phase 2 not come to fruition, that Phase 1 would have a design and appearance which would suitable to its context and not unduly dominant or detract from the character and appearance of the retained buildings at the corner. The design of Phase 1 is robust and of a sufficiently high quality to overcome this potential problem should it arise.

The development will be largely constructed in buff coloured brick, with the upper floors of Block D and the fifth floor and part Block C to have reconstituted stone, painted aluminium framed windows, metal and glass balconies and sedum roofs.

Some concern remains over the quality of the proposed stone panelling. Whilst the brick proposed for the bulk of the frontages is welcomed and appropriate, questions remain over the quality of the reconstituted stone panelling on the on the upper levels of Block C, in particular the quality of this material, its longevity and its character. The stone panelling will also be present on the fifth floor, and part side element of Block D.

Whilst a brick facade would be preferred, the quality of the material can be a matter reserved by condition and Officers recommend, should consent be granted, a mock-up panel to be prepared prior to commencement on site.

The development also incorporates significant landscaping, mainly relating to the communal amenity space, but also the smaller courtyard at the corner of Camberwell and Wyndham Roads where it is proposed to include paving, seating and a piece of public art. This is encouraged and welcomed, however should consent be granted it is considered that conditions of consent should be imposed to require such details to be approved prior to commencement.
Overall, it is considered that the design is of sufficiently high quality to justify the bulk, scale and massing of this development. Over time it is anticipated that the scheme will develop both a sense of place as well as a sense of space. This development should make a good contribution to its context and enhancing the quality of the building environment of this area.

As such, it is considered that the development is in accordance with policies 3.12 'Quality in design' and 3.13 'Urban design' of The Southwark Plan [UDP] and 4B.1, 4B.2 and 4B.3 of The London Plan.

**Impact on character and setting of a listed building and/or conservation area**

Along Camberwell Road between Albany Road and Wyndham Road the consistent fine grain development is mostly late Georgian and early Victorian.

The proposal is also located within the setting of designated heritage assets to the north including the Addington Square Conservation Area and the many nineteenth century terraced houses of good quality, including the listed 131-155 Camberwell Road.

This environment consists of fine grain nineteenth century houses which are mostly converted to retail on the ground floor. This townscape has evolved over more than three centuries with the plot widths going back to the C18 still determining much of this streetscape and the building heights vary according to the status of the building and the period in which they were building. This evolution is an essential element of this heritage asset. This is reflected in Annexe 2 of PPS 5 which states that heritage assets "can arise from conscious design or fortuitously from the way the heritage asset has evolved." This varied C19 character is typified in the frontage from 166-172 which this proposal would demolish.

It is considered that the proposed Camberwell Road frontage would sufficiently respect the historic character of the buildings that make up his environment.

Whilst the proposed development is stridently modern in character the townscape is robust enough to take a confident and high quality scheme. The reference to Georgian architecture is appropriate here and the scale of the 4 storey base will connect this scheme to its historic townscape.

The development is therefore in accordance with PPG 5: Planning for the Historic Environment, and should be granted on this basis.

**Impact on trees**

There are no trees on the subject site.

**Flood Risk**

The development is located within Flood Zone 3a on the Environment Agency flood risk map, and as such the application has been accompanied with a Flood Risk Assessment prepared by SPD Consulting Engineers (dated April 2010).

The Environment Agency (EA) have confirmed that they have no objection to the proposed development.

**Network Rail**

The application has been assessed by Network Rail who have no objections to the
development, although recommend a number of informatives to be placed on any
permission. As such, an informative has been included, should consent be granted,
requesting the Applicant contact Network Rail prior to works commencing.

Archaeological

163 The site is located just outside an Archaeological Priority Zone (to the immediate
south of the site) however the Archaeological Officer does not consider there to be
any potential undesignated heritage asset which could be disturbed by the
development.

Waste

164 The proposed development will provide several refuse and waste storage areas,
separated for residential, artist studio, office and retail uses.

165 The residential refuse and recycling storage associated with Phase 1 will be provided
within the main vehicular entrance and will accommodate storage for 6630L refuse per
week, and will provide storage for 6 x 1100L bins. In addition, a separate storage
space will provide 4 x 1100L bins to accommodate the likely volume of recycling of
4420L per week. These spaces are sufficient to accommodate these bins.

166 The residential refuse and recycling storage associated with Phase 1 will be provided
beside the residential entrance to this block. The weekly waste generation is 1455L
and recycling is 970L per week each. This will require 2 x 1100L refuse bins and 2 x
660L recycling bins. These spaces are sufficient to accommodate these bins.

167 For commercial use for each 5000m² of floorspace at a total of 3300L of storage
should be provided. Therefore for the commercial floorspace proposed, a total of
1050L refuse storage should be provided weekly.

168 The commercial and retail refuse and recycling storage is provided within three areas;
to the rear of the retail units; adjoining the artist studios; and the other being located
adjoining the residential waste storage area within the vehicular entrance.

169 The retail refuse and recycling storage space would provide for 2 x 1100L bin for
refuse and another 2 x 1100L for recycling. The storage space located beside the
artist studios would allow storage for 1 x 1100L bin for refuse and another 1 x 1100L
for recycling.

170 It is proposed that these two storage spaces will be used on a daily basis, then on
collection days these bins will be moved to the communal bin storage space closer to
the vehicular entrance.

171 It is considered that the refuse and recycling storage would be suitable in size to meet
the likely weekly waste generation of the development, and would be accessible for
the future occupiers.

Planning obligations (S.106 undertaking or agreement)

172 The applicant has agreed Heads of Terms based around the S.106 Planning
Obligations SPD and the associated toolkit. The following sets out the offer:

- Education contribution - £66,210
- Employment in the development - £23,199
- Employment during construction - £68,930
- Employment during construction management fee - £5,314
• Open space contribution - £34,127
• Children's play equipment - £9,524
• Sports development - £83,279
• Transport strategic - £52,517
• Transport site specific - £56,700
• Public realm - £72,450
• Health facilities contribution - £64,600
• Community facilities contribution - £13,461
• Administration fee - £11,006

The subtotal being £561,317

In addition, the legal agreement will secure the following:

• 24 months of car club membership for future occupiers
• A Travel Plan monitoring fee of £3,000
• Exemption of future occupiers from obtaining car parking permits requiring
  payment of £2,750
• Exemption of the Applicant to apply for Housing Grant
• A review mechanism to review the viability of the scheme

Should the legal agreement be completed on or prior to 14 March 2011 the proposed
development would be in accordance with policy 2.5 'Planning contributions' of The
Southwark Plan [UDP] 2007 and the S.106 Planning Obligations SPD.

However, in the absence of a legal agreement being completed by 14 March 2011 the applicant
will have failed to adequately mitigate against the impacts of the
development and, in accordance with Article 22 of the Town and Country Planning (General Development Procedure) (England) (Amendment) Order 2003, it is
recommended that the application be refused for the following reasons:

1] The development fails to adequately mitigate against the adverse impacts of the development in accordance with London Plan policies 6A.4 Priorities in Planning Contributions and 6A.5 Planning Contributions and Southwark Plan 2007 policies 2.5 Planning Obligations, SP10 Development Impacts and Supplementary Planning Document 'Section 106 Planning Obligations' 2007.

2] The development fails to contribute towards increasing the availability of school places or improving accessibility to high quality education in schools and other channels in accordance with London Plan policies 3A.18 Protection and enhancement of social infrastructure, 3A.24 Education Facilities and Southwark Plan 2007 policies 2.1 Enhancement of Community Facilities, 2.3 Enhancement of Educational Establishments and 2.4 Educational Deficiency, SP 9 Meeting Community Needs;

3] The development fails to contribute towards increasing accessibility to employment through training and other schemes in accordance with London Plan policy 3B.11 Improving the Skills and Employment Opportunities for Londoner's and Southwark Plan 2007 policy 1.1 Access to Employment Opportunities, SP5 Regeneration and Employment Opportunities;

4] The development fails to contribute towards increasing the quality and quantity of open spaces and associated facilities in accordance with London Plan policies 3D.8 Realising the Value of Open Space, 3D.11 Open Space Provision in UDPs, 3D.12 Open Space Strategies and Southwark Plan 2007 policies 3.1 Environmental Effects, 3.2 Protection of Amenity, 3.11 Efficient
Use of Land, 3.13 Urban Design, SP15 Open Space and Biodiversity;

5] The development fails to contribute towards increasing the capacity of public transport provision and improving accessibility to the development in accordance with London Plan policies 3C.1 Integrating Transport and Development, 3C.3 Sustainable Transport in London, 3C.17 Tackling Congestion and Reducing Traffic, 3C.18 Allocation of Street Space, 3C.21 Improving Conditions for Walking 3C.22 Improving Conditions for Cycling and Southwark Plan 2007 policies 5.1 Locating Developments, 5.2 Transport Impacts, 5.3 Walking and Cycling, 5.4 Public Transport Improvements, 5.5 Transport Development Areas, 5.6 Car Parking, SP6 Accessible Services, SP18 Sustainable Transport


7] The development fails to contribute towards increasing the quantity of health facilities in accordance with London Plan policy 3A.18 Protection and Enhancement of Social Infrastructure and Community Facilities and Southwark Plan 2007 policies 2.1 Enhancement of Community Facilities and 2.2 Provision of new Community Facilities;

Affordable Housing

176 Policy 4.4 'Affordable housing' of The Southwark Plan [UDP] states that the Local Planning Authority will seek to secure 35% affordable housing within this location. Developments should be designed to maximise the levels of affordable housing in the most appropriate way.

177 The development will provide 48 habitable rooms (of 190) being 16 units (comprised of 4 x 1 bed, 8 x 2 bed and 4 x 3 bed) of intermediate affordable housing, being 25.3% of the total residential accommodation within the development.

178 The applicant has provided a Viability Statement which has been assessed by the Council's valuers. Within this Statement it is argued that a combination of high acquisition costs, development costs and reduced private sales values within the current economic environment combine to result in a scheme which would be unviable if it were to provide full affordable housing levels.

179 It is the opinion of the Surveyor that the offer for 25.3% is acceptable and is realistically the maximum level of affordable housing able which can be provided from the development at this time. It is however recommended that should this be acceptable, that a clause is included within the legal agreement requiring an early start to the development with a mechanism to allow for a review of the viability prior to the commencement of the development.

180 The applicant will also be made exempt from being able to apply for Housing Grant, given their desire for acquisition costs to be factored in, which will be another clause included within the legal agreement.
Should these measures be incorporated into legal agreement it is considered that, on balance, the level of affordable housing proposed is sufficient as if the development were to be fully policy compliant, the scheme would not be viable. It is considered that the development has maximised the level of affordable housing able to be provided, whilst fully mitigating the impact of the scheme overall through the other S106 obligations.

Whilst policy normally requires both social rented and shared ownership (intermediate) housing as part of the affordable housing component, in this instance it is considered to be acceptable that the affordable housing component is solely in shared ownership housing. The primary reason for this is that the area already has a predominance of social rented accommodation and a provision of social rented housing in this scheme would further undermine viability.

**Sustainable development implications**

The proposed development includes an Energy Strategy and Sustainability Statement, incorporating Code for Sustainable Homes checklist.

The development would provide energy reductions over the Target Emissions Rate (TER) for the residential element of Phase 1 at an average of 43.9% for each dwelling, and an average of 33.6% for the residential element of Phase 2. Both phases exceed the 25% energy improvements required for Code Level 3.

A number of different options for renewable energy technologies have been investigated for the development and deemed unsatisfactory, these are as follows:

- Wind Turbines - these are not viable as lower speed and high wind turbulence within the urban environment significantly reduces output, and are not feasible.
- Biomass - the burning of biomass releases particular matter which has health effects, in addition the site is located within an Air Quality Management Area and it is not considered to be appropriate to incorporate biomass into the scheme.
- Biomass CHP - in addition to concerns raised above, the smaller units available on the market are approximately 10 times the size required for the site and are therefore not technically (or financially) viable.
- Solar Thermal - efficiency means that the entire roof would need to incorporate solar thermal technology, replacing the more efficient photovoltaics proposed.
- Ground Source Heat Pumps - there is limited external area on the site and therefore the more costly vertical boreholes would be required. There is also a lower resultant carbon footprint with the proposed CHP and photovoltaic systems.

It is however proposed to incorporate Combined Heat and Power (CHP) and photovoltaic systems into the development which offer the largest possible carbon reduction on the site.

CHP for the residential and commercial units would provide space heating and domestic hot water. Photovoltaic panels (approximately 185m² in area) located on Blocks B, C and D are also to be incorporated to generate electricity for the development.

The incorporation of these systems would reduce the annual carbon dioxide emissions by 22% at Phase 1 and by 23.5% at Phase 2. The development therefore meets policy by providing more than 20% of its future energy needs from renewable energy sources.

In addition, the application includes sedum roofs on all flat roof areas of the development, details of which will be conditioned.
Other matters

190 The planning issues raised by third parties have been discussed above.

Conclusion on planning issues

191 For the reasons explored in detail above, it is considered that the proposed development is of an appropriate scale and bulk for this site, and that the design relates sufficiently to its context. The development does not materially harm the amenities of any neighbouring occupier subject to the imposition of conditions, and will deliver a good standard of amenity within the scheme. The scheme will not be detrimental to conditions of highway safety. Overall the development will serve to regenerate this section of Camberwell Road and will also provide new employment floorspace and is in accordance with the relevant policies of The Southwark Plan [UDP] 2007, the emerging Core Strategy and The London Plan, and should be granted on this basis.

Community impact statement

192 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

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

Consultation replies

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

Summary of consultation responses

Castlemead Tenants and Residents Association

195 Are supportive of the regeneration of the site and approve of the designs and plans, however there is strong objection to the 8 storey height of the building. It is considered too high for the area and will result in a suffocated and boxed in feeling of residents. There are also parking concerns and loss of light to properties to the west of the railway lines.

6 Livingstone House, Crown Street

196 There will be traffic chaos as there is inadequate parking for the existing properties already, and the development will reduce natural light to surrounding properties.

Railway Arch 299, Crown Street

197 Our premises has a fire exit and vehicle access through the proposed development, and it is a right of way which should be retained.
The area needs improvement but the height at 8 storeys will be too intrusive, and the light to Gwen Morris House and Livingstone House will be limited and overshadowed. Also has concerns over limited parking spaces proposed for this building and resultant overspill. Concerns over future vacancy of shop units.

Objects to the development as it is wholly out of proportion to the area, and at 4 storeys the development will have overlooking potential.

Approve of the application and thinks it will be good for the development of the area.

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.

This application has the legitimate aim of providing a mixed use development. 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.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

None
BACKGROUND DOCUMENTS

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<th>Held At</th>
<th>Contact</th>
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<tr>
<td>Site history file: TP/2064-166</td>
<td>Regeneration and Neighbourhoods Department 160 Tooley Street London SE1 2TZ</td>
<td>Planning enquiries telephone: 020 7525 5403</td>
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<td>Application file: 10-AP-2915</td>
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<td>Planning enquiries email: <a href="mailto:planning.enquiries@southwark.gov.uk">planning.enquiries@southwark.gov.uk</a></td>
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<tr>
<td>Southwark Local Development Framework and Development Plan Documents</td>
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<td>Case officer telephone: 020 7525 5470</td>
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<td>Council website: <a href="http://www.southwark.gov.uk">www.southwark.gov.uk</a></td>
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APPENDICES

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<tr>
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<tr>
<td>Appendix 1</td>
<td>Consultation undertaken</td>
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<td>Appendix 2</td>
<td>Consultation responses received</td>
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AUDIT TRAIL

| Lead Officer | Gary Rice  Head of Development Management |
| Report Author | Fennel Mason |
| Version | Final |
| Dated | 17/2/2011 |
| Key Decision | No |

CONSULTATION WITH OTHER OFFICERS / DIRECTORS/ CABINET MEMBER

<table>
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<tr>
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<tr>
<td>Strategic Director of Communities, Law &amp; Governance</td>
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<td>Strategic Director of Regeneration and Neighbourhoods</td>
<td>Yes</td>
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<tr>
<td>Strategic Director of Environment and Housing</td>
<td>Yes</td>
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Date final report sent to Constitutional Team | 18/2/2011 |
APPENDIX 1

Consultation undertaken

Site notice date:
30 December 2010

Press notice date:
30 December 2010

Case officer site visit date:
30 December 2010

Neighbour consultation letters sent:
4 January 2011

Internal services consulted:
Archaeological Officer
Design and Conservation
Environmental Protection Team
Transportation Team
Waste Management

Statutory and non-statutory organisations consulted:
Environment Agency
Network Rail
Transport for London

Neighbours and local groups consulted:

Neighbour Consultee List for Application Reg. No. 10-AP-2915

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04/01/2011 FLAT 167 BETHWIN ROAD LONDON SE5 0NX
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04/01/2011 15 WINNINGTON HOUSE WYNDHAM ESTATE BETHWIN ROAD LONDON SE5 0XR
04/01/2011 16 WINNINGTON HOUSE WYNDHAM ESTATE BETHWIN ROAD LONDON SE5 0XR
04/01/2011 18 WINNINGTON HOUSE WYNDHAM ESTATE BETHWIN ROAD LONDON SE5 0XR
04/01/2011 2 WINNINGTON HOUSE WYNDHAM ESTATE BETHWIN ROAD LONDON SE5 0XR
04/01/2011 20 WINNINGTON HOUSE WYNDHAM ESTATE BETHWIN ROAD LONDON SE5 0XR
04/01/2011 22 WINNINGTON HOUSE WYNDHAM ESTATE BETHWIN ROAD LONDON SE5 0XR
04/01/2011 24 WINNINGTON HOUSE WYNDHAM ESTATE BETHWIN ROAD LONDON SE5 0XR
04/01/2011 26 WINNINGTON HOUSE WYNDHAM ESTATE BETHWIN ROAD LONDON SE5 0XR
04/01/2011 28 WINNINGTON HOUSE WYNDHAM ESTATE BETHWIN ROAD LONDON SE5 0XR
04/01/2011 29 WINNINGTON HOUSE WYNDHAM ESTATE BETHWIN ROAD LONDON SE5 0XR
04/01/2011 30 WINNINGTON HOUSE WYNDHAM ESTATE BETHWIN ROAD LONDON SE5 0XR
04/01/2011 31 WINNINGTON HOUSE WYNDHAM ESTATE BETHWIN ROAD LONDON SE5 0XR
04/01/2011 3 WINNINGTON HOUSE WYNDHAM ESTATE BETHWIN ROAD LONDON SE5 0XR
04/01/2011 30 WINNINGTON HOUSE WYNDHAM ESTATE BETHWIN ROAD LONDON SE5 0XR
04/01/2011 29 WINNINGTON HOUSE WYNDHAM ESTATE BETHWIN ROAD LONDON SE5 0XR
04/01/2011 28 WINNINGTON HOUSE WYNDHAM ESTATE BETHWIN ROAD LONDON SE5 0XR
04/01/2011 27 WINNINGTON HOUSE WYNDHAM ESTATE BETHWIN ROAD LONDON SE5 0XR
04/01/2011 26 WINNINGTON HOUSE WYNDHAM ESTATE BETHWIN ROAD LONDON SE5 0XR
04/01/2011 25 WINNINGTON HOUSE WYNDHAM ESTATE BETHWIN ROAD LONDON SE5 0XR
04/01/2011 24 WINNINGTON HOUSE WYNDHAM ESTATE BETHWIN ROAD LONDON SE5 0XR
04/01/2011 23 WINNINGTON HOUSE WYNDHAM ESTATE BETHWIN ROAD LONDON SE5 0XR
04/01/2011 22 WINNINGTON HOUSE WYNDHAM ESTATE BETHWIN ROAD LONDON SE5 0XR
04/01/2011 21 WINNINGTON HOUSE WYNDHAM ESTATE BETHWIN ROAD LONDON SE5 0XR
04/01/2011 20 WINNINGTON HOUSE WYNDHAM ESTATE BETHWIN ROAD LONDON SE5 0XR
04/01/2011 19 WINNINGTON HOUSE WYNDHAM ESTATE BETHWIN ROAD LONDON SE5 0XR
04/01/2011 18 WINNINGTON HOUSE WYNDHAM ESTATE BETHWIN ROAD LONDON SE5 0XR
04/01/2011 17 WINNINGTON HOUSE WYNDHAM ESTATE BETHWIN ROAD LONDON SE5 0XR
04/01/2011 16 WINNINGTON HOUSE WYNDHAM ESTATE BETHWIN ROAD LONDON SE5 0XR
04/01/2011 15 WINNINGTON HOUSE WYNDHAM ESTATE BETHWIN ROAD LONDON SE5 0XR
04/01/2011 14 WINNINGTON HOUSE WYNDHAM ESTATE BETHWIN ROAD LONDON SE5 0XR
04/01/2011 13 WINNINGTON HOUSE WYNDHAM ESTATE BETHWIN ROAD LONDON SE5 0XR
04/01/2011 12 WINNINGTON HOUSE WYNDHAM ESTATE BETHWIN ROAD LONDON SE5 0XR
04/01/2011 11 WINNINGTON HOUSE WYNDHAM ESTATE BETHWIN ROAD LONDON SE5 0XR
04/01/2011 10 WINNINGTON HOUSE WYNDHAM ESTATE BETHWIN ROAD LONDON SE5 0XR
04/01/2011 9 WINNINGTON HOUSE WYNDHAM ESTATE BETHWIN ROAD LONDON SE5 0XR
04/01/2011 8 WINNINGTON HOUSE WYNDHAM ESTATE BETHWIN ROAD LONDON SE5 0XR
04/01/2011 7 WINNINGTON HOUSE WYNDHAM ESTATE BETHWIN ROAD LONDON SE5 0XR
04/01/2011 6 WINNINGTON HOUSE WYNDHAM ESTATE BETHWIN ROAD LONDON SE5 0XR
04/01/2011 5 WINNINGTON HOUSE WYNDHAM ESTATE BETHWIN ROAD LONDON SE5 0XR
04/01/2011 4 WINNINGTON HOUSE WYNDHAM ESTATE BETHWIN ROAD LONDON SE5 0XR
04/01/2011 3 WINNINGTON HOUSE WYNDHAM ESTATE BETHWIN ROAD LONDON SE5 0XR
04/01/2011 2 WINNINGTON HOUSE WYNDHAM ESTATE BETHWIN ROAD LONDON SE5 0XR
04/01/2011 FLAT 2159-161 CAMBERWELL ROAD LONDON SE5 0HB
04/01/2011 FLAT 145 CAMBERWELL ROAD LONDON SE5 0HB
04/01/2011 FLAT 136 CAMBERWELL ROAD LONDON SE5 0EE
04/01/2011 FLAT 112 CAMBERWELL ROAD LONDON SE5 0EE
04/01/2011 FLAT 114 CAMBERWELL ROAD LONDON SE5 0EE
04/01/2011 FLAT 113 CAMBERWELL ROAD LONDON SE5 0EE
04/01/2011 FLAT 1 118 CAMBERWELL ROAD LONDON SE5 0EE
04/01/2011 GROUND FLOOR FLAT 118 CAMBERWELL ROAD LONDON SE5 0EE
04/01/2011 FIRST FLOOR FLAT 118 CAMBERWELL ROAD LONDON SE5 0EE
04/01/2011 FLAT 2 145 CAMBERWELL ROAD LONDON SE5 0HB
04/01/2011 FLAT 3 136 CAMBERWELL ROAD LONDON SE5 0EE
04/01/2011 FIRST FLOOR AND SECOND FLOOR FLAT CASTLEMEAD 232 CAMBERWELL ROAD LONDON SE5 0RP
04/01/2011 FLAT 9 159-161 CAMBERWELL ROAD LONDON SE5 0HB
04/01/2011 FIRST FLOOR AND SECOND FLOOR FLAT 171 CAMBERWELL ROAD LONDON SE5 0HB
04/01/2011 FLAT 5 116 CAMBERWELL ROAD LONDON SE5 0EE
04/01/2011 FLAT 2 118 CAMBERWELL ROAD LONDON SE5 0EE
04/01/2011 SECOND FLOOR FLAT 118 CAMBERWELL ROAD LONDON SE5 0EE
04/01/2011 PART GROUND FLOOR AND SECOND FLOOR 146-150 CAMBERWELL ROAD LONDON SE5 0EE
04/01/2011 REAR OF 120-132 CAMBERWELL ROAD LONDON SE5 0EE
04/01/2011 1 CROWN BUILDINGS CROWN STREET LONDON SE5 3NG
04/01/2011 FLAT 17 MILTON HOUSE ELMINGTON ESTATE CAMBERWELL ROAD LONDON SE5 7HZ
04/01/2011 FLAT 18 MILTON HOUSE ELMINGTON ESTATE CAMBERWELL ROAD LONDON SE5 7HZ
04/01/2011 FLAT 19 MILTON HOUSE ELMINGTON ESTATE CAMBERWELL ROAD LONDON SE5 7HZ
04/01/2011 FLAT 21 MILTON HOUSE ELMINGTON ESTATE CAMBERWELL ROAD LONDON SE5 7HZ
04/01/2011 FLAT 23 MILTON HOUSE ELMINGTON ESTATE CAMBERWELL ROAD LONDON SE5 7HZ
04/01/2011 FLAT 25 MILTON HOUSE ELMINGTON ESTATE CAMBERWELL ROAD LONDON SE5 7HZ
04/01/2011 FLAT 15 KEATS HOUSE ELMINGTON ESTATE CAMBERWELL ROAD LONDON SE5 7JA
04/01/2011 FLAT 17 KEATS HOUSE ELMINGTON ESTATE CAMBERWELL ROAD LONDON SE5 7JA
04/01/2011 FLAT 19 KEATS HOUSE ELMINGTON ESTATE CAMBERWELL ROAD LONDON SE5 7JA
Re-consultation:
N/A
Consultation responses received

Internal services

Archaeological Officer - no objections to the development

Design and Conservation - comments have been incorporated into the report.

Environmental Protection Team - have raised concern that the noise and air quality reports are not entirely accurate, and in particular the air quality assessment has underpredicted particulate matter which has the potential to impact on the future occupants of the development. However, they are satisfied that subject to the incorporation of appropriately worded conditions requiring further assessment, to be approved, that harm to future occupants would not arise.

Transportation Team - support the limitation of on site car parking to disabled access only provided that future occupants are made exempt from applying for car parking permits. The cycle storage is safe, secure and weatherproof and in accordance with policy, and the servicing of the site is also acceptable. Travel plans are to be provided for approval, and future occupants are to be provided with 24 months membership to a car club, both of which are to be secured by way of legal agreement. Overall support the application subject to conditions of consent.

Waste Management - no response

Statutory and non-statutory organisations

Environment Agency - no objections to the development.

Network Rail - no objections to the development although the applicant is advised to contact network rail prior to works commencing.

Transport for London - no objections to the proposed development although have requested a Construction Logistics Plan is secured by way of condition.

Neighbours and local groups

Castlemead Tenants and Residents Association

Are supportive of the regeneration of the site and approve of the designs and plans, however there is strong objection to the 8 storey height of the building. It is considered too high for the area and will result in a suffocated and boxed in feeling of residents. There are also parking concerns and loss of light to properties to the west of the railway lines.

6 Livingstone House, Crown Street

There will be traffic chaos as there is inadequate parking for the existing properties already, and the development will reduce natural light to surrounding properties.

Railway Arch 299, Crown Street
Our premises has a fire exit and vehicle access through the proposed development, and it is a right of way which should be retained.

No address provided

The area needs improvement but the height at 8 storeys will be too intrusive, and the light to Gwen Morris House and Livingstone House will be limited and overshadowed. Also has concerns over limited parking spaces proposed for this building and resultant overspill. Concerns over future vacancy of shop units.

No address provided

Objects to the development as it is wholly out of proportion to the area, and at 4 storeys the development will have overlooking potential.

24 Gwen Morris House

Approve of the application and thinks it will be good for the development of the area.