

Item No. 6.5	Classification: Open	Date: 21 July 2011	Meeting Name: Camberwell Community Council
Report title:	Development Management planning application: Application 11-AP-0616 for: Full Planning Permission Address: UNIT 2, VALMAR TRADING ESTATE, VALMAR ROAD, LONDON, SE5 9NW Proposal: Erection of two additional floors to building, 2-storey rear extension, extension at basement level to front of building and refurbishment / remodelling of facades of existing office building (Use Class B1a), all to provide additional office floorspace.		
Ward(s) or groups affected:	Camberwell Green		
From:	Head of Development Management		
Application Start Date 22 March 2011		Application Expiry Date 17 March 2011	

RECOMMENDATION

- 1 Grant planning permission, subject to conditions.
- 2 This application is referred to Camberwell Community Council owing to the number of objections received.

BACKGROUND INFORMATION

Site location and description

- 3 The application relates to a 2-storey building plus basement located in Valmar Trading Estate, which is to the north-east of Valmar Road, between Valmar Road and Denmark Hill. Pedestrian and vehicular access is via a gated entrance from Valmar Road. Unit 2 is constructed of red / brown brick, with a corrugated metal roof. The basement is currently used for archive storage for Hepburns Solicitors and storage for TBAC, the ground floor is used by a company called Antic for storage and workshop facilities, and on the first floor there are three artists studios, a design studio for Antic Design and offices for BW foods.
- 4 To the north of the site there are flats forming part of the Samuel Lewis Trust estate, the rear of properties on Denmark Hill and other units within the estate are to the south and east, and the rear of residential properties on Valmar Road are to the south-west.
- 5 The site forms part of the Urban Density Zone, an archaeological priority area, an air quality management area and the Camberwell Action Area. The rear of properties on Denmark Hill which adjoin the trading estate form part of the Camberwell Green Conservation Area.

Details of proposal

- 6 The proposal is to extend and modify the building to create 454sqm of additional office floorspace (Use Class B1a) to be used by Antic (a pub company) to occupy as their new head quarters. The development is likely to provide up to eight new jobs. The following external alterations are proposed:

Erection of an two additional floors to building:

- 7 The extension would increase the height of the building by 2.5m at its south-western end (closest to Valmar Road) and 6.5m at its north-eastern end closest to unit 1 which is occupied by a number of different businesses. The new second floor level would be clad with brick and the new top floor would be constructed of metal.

Erection of a 2-storey rear extension:

- 8 This would be in the western corner of the building, infilling a gap between units 2 and 3 and would measure 7.6m wide, a maximum of 3m deep and would provide additional office space on the ground floor with a terrace above.

Extension at basement level to the front of building:

- 9 This would be in the form of a lightwell which would project 2m beyond the front building line to allow more light into the existing basement accommodation. It would be enclosed by a balustrade.

Refurbishment / remodelling of facades:

- 10 The existing brick to the building would be retained; new windows would be provided together with enlarged render banding; there would be a new access ramp to the front and an existing canopy would be removed.

Amendments:

- 11 The width of the top floor extension has been reduced by 3m in order to pull it further away from the rear of properties on Valmar Road, and two windows in the west elevation at first and second floor levels have been removed (facing the rear of properties on Valmar Road).

Planning history

- 12 TP/2058-A - Erection of five warehouse units with ancillary offices and a detached house on the site of Alliance and Nelson Works. Planning permission was granted in June during the 1970s (exact date illegible on decision notice). This is the planning permission for units 2-7 on the estate but unit 2 appears to pre-date this. From its appearance unit 2 looks as if it dates from the 1950s and is understood to have always been in office use.
- 13 TP/2058-A/SDW - Change of use from warehousing to general industrial (manufacturing of catering equipment). Planning permission was GRANTED in 1983. This was a personal permission and the use was to revert back to warehousing upon cessation of the use.

Planning history of adjoining sites

- 14 Unit 1 (now occupied by Jahnesis Parts Finder Service Club, The Black Ant Company and TBAC Investments Ltd).

Use as antiques and auction room. Planning permission was GRANTED in January 1979 (ref: SL/362/N).

SL7362/R - Construction of entrance porch at front of building and link walkway at rear. Planning permission was GRANTED in July 1997.

15 Unit 1a (occupation unknown)

09-AP-1849 - Erection of additional floor and external alterations including balconies to west, north and south facing elevations, in connection with change of use from antique warehouse (use class Be) to artist studios (use class B1), providing 10 No. artist studios (5 no. on each floor), and associated cycle parking and refuse storage. Planning permission was GRANTED in February 2010.

16 Unit 3 (now occupied by Mitie Transport Services Ltd).

No planning history.

17 Unit 4 (now occupied by AD Events International Ltd).

757-87 - Use for industrial purposes within class B1 Planning permission was GRANTED in June 1987.

18 Unit 5 (now occupied by Pub Paraphenalia).

TP-2058-A - Change of use from warehouse to light industrial use, namely the manufacture of theatre scenery. Planning permission was GRANTED in January 1977.

19 Unit 6 (now occupied by Kings Heathcare NHS Trust Finance Department).

949-88 - Change of use from B1 to B2 use for the manufacture of security grills. Planning permission was GRANTED in July 1988.

20 Unit 7 (now occupied by Burton Saw International Ltd).

TP/2058-A/FB - Change of use from warehouse to light industrial use, namely the repair and servicing of television sets. Planning permission was GRANTED in April 1978.

KEY ISSUES FOR CONSIDERATION

Summary of main issues

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

- a) principle;
- b) amenity;
- c) design and impact on the setting of the Camberwell Green Conservation Area;
- d) transport.

Planning policy

22 Saved Southwark Plan 2007 (July)

- 1.4 - Employment sites outside the preferred office locations and preferred industrial locations;
- 3.2 - Protection of amenity
- 3.7 - Waste reduction
- 3.12 - Quality in design
- 3.13 - Urban design
- 3.14 - Designing out crime
- 3.18 - Setting of listed buildings, conservation areas and world heritage sites
- 5.2 - Transport impacts
- 5.3 - Walking and cycling
- 5.6 - Car parking

Residential Design Standards SPD
Camberwell Green Conservation Area Appraisal

23 London Plan 2008 consolidated with alterations since 2004

- 3B.2 - Office supply and demand
- 4B.1 - Design principles for a compact city

24 Core Strategy (2011)

- Strategic policy 1 - Sustainable development
- Strategic policy 2 - Sustainable transport
- Strategic policy 10 - Jobs and businesses
- Strategic policy 12 - Design and conservation
- Strategic policy 13 - High environmental standards

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

- PPS1 - Delivering sustainable development
- PPS4 - Planning for sustainable economic growth
- PPS5 - Planning for the historic environment
- PPG13 - Transport

Principle of development

- 26 Saved policy 1.4 of the Southwark Plan seeks to retain employment sites outside preferred office and preferred industrial locations. The proposal is to provide additional B class floorspace within an established trading estate and this raises no conflict with saved policy 1.4.
- 27 Strategic policy 10 (2) of the core strategy is also relevant, which states that the Council will protect existing business floorspace in the central activities zone, town and local centres, strategic cultural areas, action area cores, Camberwell Action area (of which the site forms a part), and on classified roads. The proposal would comply with the provisions of policy 10 therefore there are no objections to the principle of the proposed development in landuse terms in this location.

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

- 28 Saved policy 3.2 of the Southwark Plan seeks to ensure an adequate standard of

amenity for existing and future occupiers.

29 The proposal is to create additional B1 class floorspace and B1 uses generally sit comfortably alongside residential uses. As such there are no concerns regarding the proposed use in terms of its amenity impact.

30 Concerns have been raised that the proposal would result in a loss of light and privacy to the rear of properties on Valmar Road, the rears of which back onto the estate.

31 Closest to the properties on Valmar Road the proposed extension would increase the height of the building by 2.5m, and there would be a separation distance of 19m. The applicant has submitted a daylight and sunlight report based on the Building Research Establishment (BRE) guidance which concludes that no unacceptable loss of light would occur, and that the proposal complies with the BRE guidance. Whilst the extension would certainly be visible from the neighbouring dwellings, officers consider that the 19m separation distance would be sufficient to ensure that adequate outlook would be retained.

32 With regard to privacy, the west facing elevation which faces the rear of properties on Valmar Road would contain windows at all levels; the building currently has windows at ground and first floor level only. The Residential Design Standards SPD requires a window-to-window separation distance of 21m to maintain privacy and the proposal would be just below this at 19m. Whilst officers acknowledge that it is not always possible to achieve this distance, given the number of windows proposed in the west elevation and because the office space to be created would benefit from windows on the other elevations, the applicant has agreed that those in the west elevation can be obscure glazed and top-opening, and a condition to this effect is recommended.

33 A terrace is proposed at top floor level in the west elevation which has the potential to overlook gardens on Valmar Road. It would not be particularly large, 15.6sqm, and officers do not consider that it would result in undue noise and disturbance. In order to prevent a loss of privacy however, a condition for details of a screen to be erected along its western edge is recommended. This could be lightweight in nature, obscure glazing for example, which would not be harmful in terms of light and outlook to residences on Valmar Road.

34 Concerns have also been raised regarding additional night time noise. The applicant has advised that there are currently around 10 deliveries to the building per day, which usually take place Mondays to Fridays, 08:00 to 19:00, with some deliveries on Saturdays, and that an additional four deliveries per day during the same hours are likely as a result of the proposal. This is not considered to be a significant increase and the hours are considered reasonable, and a condition limiting deliveries to these hours is recommended.

35 The proposed extension would not result in any loss of amenity to neighbouring units within the estate and would be 27m from flats in the Samuel Lewis Trust Estate, which is considered to be sufficient distance to ensure that no loss of amenity would occur.

Design and impact upon the setting of the Camberwell Green Conservation Area.

36 Saved policies 3.12 and 3.13 of the Southwark Plan seek to ensure that developments achieve a high standard of architectural and urban design, and policy 3.18 requires the setting of listed buildings, conservation areas and world heritage sites to be preserved. Strategic policy 12 of the Core Strategy seeks to achieve high quality developments and to preserve the Borough's historic environment.

- 37 The existing building is not considered to be of any particular architectural merit and the proposed works would improve its appearance and hopefully secure its long-term use.
- 38 An objector has sought clarification as to why the description of development states that the site is within the setting of the Camberwell Green Conservation Area but further documents state that the site is not in a conservation area. Officers can confirm that the site is not in a conservation area, but the boundary of the Camberwell Green Conservation Area adjoins the rear of unit 3 in the trading estate. Whilst the proposal would increase the height of the building, it is not considered that it would be unduly prominent and it would not be visible from street level on Denmark Hill. As such, officers consider that the proposal would preserve the setting of the adjacent conservation area and there are no listed buildings in the vicinity of the site.

Transport

- 39 The site has a public transport accessibility level (PTAL) of 6a (high) reflecting the excellent public transport links in the vicinity.
- 40 Saved policy 5.2 of the Southwark Plan seeks to ensure that developments do not result in adverse highway conditions, and concerns have been raised by residents that the proposal would generate more traffic into and out of the estate.
- 41 It is not considered that the increase in floorspace proposed would generate significant additional traffic. There are currently around six people employed in the building and this would increase by eight as a result of the proposal, and the site is very well located for public transport. It is not considered that the additional four deliveries per day would result in any adverse transport impact and there is adequate manoeuvring space on-site.
- 42 Saved policy 5.3 seeks to ensure that developments adequately cater for the needs of pedestrians and cyclists; for B1 class floorspace one cycle parking space is required per 250sqm, requiring two spaces for a development of this size. No cycle parking has been shown on the plans therefore a condition requiring details to be submitted for approval is recommended.
- 43 Saved policy 5.6 establishes maximum parking standards and for B class uses a maximum of 1 parking space is required per 1,000sqm of floorspace.
- 44 The building currently contains 1,064sqm of B1 floorspace and has 15 parking spaces which are shared by units one and two, which is well in excess of the Council's maximum. The proposal would create an additional 454sqm of floorspace and the application form states that 14 spaces would be provided (one marked space is not currently used because it forms part of an access way). In spite of the loss of one albeit unused parking space, parking provision would remain well in excess of the Council's maximum requirement and officers consider that it would be sufficient to accommodate the parking needs of the development. The Transport Planning Team has requested that future occupiers of the development be prevented from obtaining parking permits in the adjacent Controlled Parking Zone by way of a section 106 agreement, but given that the unit currently has its own parking well in excess of the maximum standard, it is not considered that the proposal would result in overspill parking that would warrant this.

Other matters

Security

- 45 Saved policy 3.14 of the Southwark Plan states that development in both the private and public realm should be designed to improve community safety and crime prevention.
- 46 Residents have raised concerns that gangs tend to hang around the estate at night and engage in anti-social behaviour.
- 47 In response, the applicant has advised that the gates into the estate are locked at night and that there is CCTV on unit 2, which would be upgraded for the proposed development. In addition, the Design and Access Statement submitted with the application states that the additional windows in the remodelled building would increase natural surveillance of the area and upgraded lighting would be provided. It is noted that the Metropolitan Police Secure by Design Officer has no objections to the proposal and given these considerations, officers do not consider that the proposal would result in a loss of security to neighbouring residents.

Sustainability

- 48 Strategic policy 13 of the Core Strategy seeks to ensure that developments meet high environmental standards. It requires all non-residential developments to achieve at least BREEAM excellent and a condition to this effect is recommended. It is noted that the proposal involves work to an existing building, therefore officers recommend that the condition be worded to provide some flexibility, in the event that the constraints of the existing building are such that an excellent rating cannot be achieved.

- 49 Overall, the entire building would be upgraded and new windows provided, both of which would better insulate the building. Wheelchair access would be improved as a result of the proposal, with an access ramp provided to the front and a lift internally.

Conclusion on planning issues

- 50 Officers consider that the proposal would comply with the relevant saved policies of the Southwark Plan and those of the Core Strategy. It is therefore recommended that planning permission be granted.

Community impact statement

- 51 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

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

Consultation replies

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

Summary of consultation responses

53 Representations have been received from three households objecting to the application on the following grounds:

- Loss of privacy;
- Loss of light;
- Security concerns;
- Noise pollution;
- It would allow other units on the estate to be developed;
- Lack of response to objection letter;
- Traffic generation.

Human rights implications

54 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.

55 This application has the legitimate aim of providing an extension to an existing building to create additional office space. The rights potentially engaged by this application, including the right to a fair trial and the right to respect for private and family life are not considered to be unlawfully interfered with by this proposal.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Strategic Director of Communities, Law & Governance

None.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Site history file: TP/2058-A Application file: 11-AP-0616 Southwark Local Development Framework and Development Plan Documents	Regeneration and Neighbourhoods Department 160 Tooley Street London SE1 2TZ	Planning enquiries telephone: 020 7525 5403 Planning enquiries email: planning.enquiries@southwark.gov.uk Case officer telephone: 020 7525 5410 Council website: www.southwark.gov.uk

APPENDICES

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

AUDIT TRAIL

Lead Officer	Gary Rice, Head of Development Management	
Report Author	Victoria Lewis, Senior Planning Officer	
Version	Final	
Dated	1 July 2011	
Key Decision	No	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments included
Strategic Director of Communities, Law & Governance	No	No
Strategic Director of Regeneration and Neighbourhoods	Yes	Yes
Strategic Director of Environment and Housing	No	No
Date final report sent to Community Council Team	11 July 2011	

Consultation undertaken

56 **Site notice date:** 30.03.2011

Press notice date: 31.03.2011

Case officer site visit date: 30.03.2011

Neighbour consultation letters sent: 29.03.2011

Internal services consulted:

Archaeologist
Transport Planning

Statutory and non-statutory organisations consulted:

57 Metropolitan Police Secure by Design Officer

58 **Neighbours and local groups consulted:**

29/03/2011 444 SAMUEL LEWIS TRUST ESTATE WARNER ROAD LONDON SE5 9NA 09/03/2011
29/03/2011 443 SAMUEL LEWIS TRUST ESTATE WARNER ROAD LONDON SE5 9NA 09/03/2011
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29/03/2011 447 SAMUEL LEWIS TRUST ESTATE WARNER ROAD LONDON SE5 9NA 09/03/2011
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29/03/2011 533 SAMUEL LEWIS TRUST ESTATE WARNER ROAD LONDON SE5 9NB 09/03/2011
29/03/2011 448 SAMUEL LEWIS TRUST ESTATE WARNER ROAD LONDON SE5 9NA 09/03/2011
29/03/2011 535 SAMUEL LEWIS TRUST ESTATE WARNER ROAD LONDON SE5 9NB 09/03/2011
29/03/2011 534 SAMUEL LEWIS TRUST ESTATE WARNER ROAD LONDON SE5 9NB 09/03/2011
29/03/2011 438 SAMUEL LEWIS TRUST ESTATE WARNER ROAD LONDON SE5 9NA 09/03/2011
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29/03/2011 GROUND FLOOR FLAT 38 VALMAR ROAD LONDON SE5 9NG 09/03/2011
29/03/2011 42A VALMAR ROAD LONDON SE5 9NG 09/03/2011
29/03/2011 GROUND FLOOR FLAT 52 VALMAR ROAD LONDON SE5 9NG 09/03/2011
29/03/2011 FLAT 2 24 VALMAR ROAD LONDON SE5 9NG 09/03/2011
29/03/2011 FLAT 1 24 VALMAR ROAD LONDON SE5 9NG 09/03/2011
29/03/2011 GROUND FLOOR FLAT 26 VALMAR ROAD LONDON SE5 9NG 09/03/2011
29/03/2011 FLAT 3 24 VALMAR ROAD LONDON SE5 9NG 09/03/2011
29/03/2011 SECOND FLOOR FLAT 26 VALMAR ROAD LONDON SE5 9NG 09/03/2011
29/03/2011 WORKSHOP BLOCKS C AND D SAMUEL LEWIS TRUST ESTATE WARNER ROAD LONDON SE5 9LX

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29/03/2011 42C VALMAR ROAD LONDON SE5 9NG 09/03/2011
29/03/2011 44C VALMAR ROAD LONDON SE5 9NG 09/03/2011
29/03/2011 ESTATE OFFICE SAMUEL LEWIS TRUST ESTATE WARNER ROAD LONDON SE5 9LX 09/03/2011
29/03/2011 JAYMAC HOUSE VALMAR ROAD LONDON SE5 9NP 09/03/2011
29/03/2011 42B VALMAR ROAD LONDON SE5 9NE 09/03/2011
29/03/2011 UNIT 4 VALMAR TRADING ESTATE VALMAR ROAD LONDON SE5 9NW 09/03/2011
29/03/2011 545 SAMUEL LEWIS TRUST ESTATE WARNER ROAD LONDON SE5 9NB 09/03/2011
29/03/2011 UNIT 3 VALMAR TRADING ESTATE VALMAR ROAD LONDON SE5 9NW 09/03/2011
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29/03/2011 FIRST FLOOR FLAT 26 VALMAR ROAD LONDON SE5 9NG 09/03/2011
29/03/2011 FORTY AND A HALF VALMAR ROAD LONDON SE5 9NG 09/03/2011
29/03/2011 44B VALMAR ROAD LONDON SE5 9NG 09/03/2011
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29/03/2011 230 SAMUEL LEWIS TRUST ESTATE WARNER ROAD LONDON SE5 9LY 09/03/2011
29/03/2011 137 SAMUEL LEWIS TRUST ESTATE WARNER ROAD LONDON SE5 9LX 09/03/2011
29/03/2011 136 SAMUEL LEWIS TRUST ESTATE WARNER ROAD LONDON SE5 9LX 09/03/2011
29/03/2011 139 SAMUEL LEWIS TRUST ESTATE WARNER ROAD LONDON SE5 9LX 09/03/2011
29/03/2011 138 SAMUEL LEWIS TRUST ESTATE WARNER ROAD LONDON SE5 9LX 09/03/2011
29/03/2011 FLAT C 50 VALMAR ROAD LONDON SE5 9NG 09/03/2011

29/03/2011 FLAT B 50 VALMAR ROAD LONDON SE5 9NG 09/03/2011
29/03/2011 135 SAMUEL LEWIS TRUST ESTATE WARNER ROAD LONDON SE5 9LX 09/03/2011
29/03/2011 134 SAMUEL LEWIS TRUST ESTATE WARNER ROAD LONDON SE5 9LX 09/03/2011
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29/03/2011 144 SAMUEL LEWIS TRUST ESTATE WARNER ROAD LONDON SE5 9LX 09/03/2011
29/03/2011 143 SAMUEL LEWIS TRUST ESTATE WARNER ROAD LONDON SE5 9LX 09/03/2011
20/06/1837 38 Valmar Road Camberwell London SE5 9NG 14/04/2011
20/06/1837 12C Valmar Road London SE5 9NG 14/04/2011
20/06/1837 34 Valmar Road London SE 11/05/2011

Re-consultation:

- 59 Neighbouring residents were re-consulted on 27th May 2001 following the receipt of amended plans and were allowed an additional 14 days to comment. No further representations have been received.

Consultation responses received

Internal services

60 Transport Planning

Cycle storage

From the plans provided no cycle storage has been proposed. Table 15.3, the Southwark Plan, states that the secure parking standard for cycles is 1 per 250m² of commercial (A & B1) floor space (minimum of 2) Policy 5.3 of the Southwark Plan states that cycle storage must be convenient, secure and weatherproof. For reasons of convenience, cycle storage must be of dimensions as stated in *Manual for Streets*, sections 8.2.21-8.2.24.

Car Parking

The site already has existing off street car parking, the applicant has proposed to reduce the number of off street parking spaces by one, this is welcomed by the Transport Group.

The proposed development is located in an area with high PTAL and is in a CPZ. 14 off-street parking places are proposed compared with a maximum set out in the Southwark Plan (Table 15.4). Regardless of comparison with the maximum, there is a risk that the development may increase the demand for on-street parking places. The demand is already high in this area and so the imposition of additional demand would be to the detriment of the amenity of existing residents. Therefore it is recommended that new residents and businesses are excluded from eligibility for on-street parking permits in the usual way.

Disabled parking

No comment

The Transport Group do not have any reason to suggest a refusal however the above point raised will need to be addressed.

Archaeologist

- 61 The proposal involves construction work within an existing basement. This construction work, and subsequent impacts are limited to the area of the basement, therefore no archaeological response is necessary for this application.

Statutory and non-statutory organisations

Metropolitan Police Secure by Design Officer

- 62 No objections.

Neighbours and local groups

- 63 12c Valmar Road (2 x emails)

Object to the application on the grounds of lack of privacy, security, lack of light, noise pollution, allowance for the remaining units to be developed, lack of a consultation

letter to this address and lack of a response regarding questions in an earlier email.

64 34 Valmar Road

Object to the application on the grounds of loss of daylight and sunlight to homes and gardens, security linked to youth gangs and crime on the estate, and concerns regarding an increase of the existing night time noise generated by traffic to and from the estate.

65 38 Valmar Road (2 x emails)

Object to the application on the grounds that it would considerably increase the height of the building and obstruct daylight and sunlight to the backs of nearby house and gardens on Valmar Road, lack of security as the estate tends to attract gangs of youths, and clarification is sought as to what measures are proposed to improve this. The proposal would generate more traffic.