Item No. 6.3
Date: 4 June 2013
Meeting Name: Planning Committee

Report title: Development Management planning application:
Application 13/AP/0882 for: Full Planning Permission

Address:
NEW CAMBERWELL LIBRARY VACANT LAND TO D'EYNSFORD ROAD
AND CAMBERWELL GREEN SE5

Proposal:
Construction of a new two storey library building comprising, adult library,
children's library, study area and meeting rooms with hard and soft
landscaping surrounding.

Ward(s) or groups affected: Camberwell Green

From: HEAD OF DEVELOPMENT MANAGEMENT

Application Start Date 08/04/2013    Application Expiry Date 03/06/2013
Earliest Decision Date 18/05/2013

RECOMMENDATION

1 To grant planning permission subject to conditions

BACKGROUND INFORMATION

Site location and description

2 The application site is bounded by D'Eynsford Road to the south, the Magistrates
Court to the east, Lomond House and Lomond Grove to the north and Camberwell
Green to the west. The site is currently open aside from an existing orchard which
would need to be removed in order for the development to proceed, and the wider site
is otherwise a large paved open space which provides pedestrian access from
Camberwell Green to Lomond Grove / Elmington Road and the Camberwell Green
Magistrates Court.

3 The area is comprised of a mix of uses being predominantly residential and
commercial in nature. To the immediate east of the site is the Camberwell Green
Magistrates building which is 9 storeys in height, there is a NHS Health Centre to the
north-east, and residential properties along Camberwell Green opposite D'Eynsford
Road, to the south.

4 The site is located within an Air Quality Management Area, the Urban Density Zone,
the Camberwell Town Centre, the Camberwell Action Area, and is located partially
within the Camberwell Green Conservation Area. The site is also on the boundary with
an Archaeological Priority Zone.

5 There are several listed buildings located within the wider context of the site; these are
across the Green on the western and southern edges of this space. They include the
London and County Bank at the junctions of Camberwell Green and Camberwell New
Road diagonally across the way, No 15 Camberwell Green to the north of the former
bank building, and No 2 Camberwell Church Street at the southern edge of the Green.
Details of proposal

6 Planning permission is sought for the removal of the existing orchard and construction of a new two storey library building comprising an adult library, a children's library, study area and meeting rooms. The main bulk of the building will be located on the ground floor with meeting rooms and some services located on the first floor. The main entrance will face towards Camberwell Green.

7 The building itself is architecturally comprised of two shapes, the first being the rectangular two storey element running parallel with D'Eynsford Road, and the second adjoining which is rather lower and triangular in shape. Both elements will have a green roof above. The main cladding material will be brick of different types, interspersed with glazing on the elevations.

8 The proposal also includes a comprehensive hard and soft landscaping scheme including planting, paving, and cycle storage around the new library. These works include new tree planting, new seating and a shared surface to the road directly in front of the site to aid pedestrian access to and from Camberwell Green.

Planning history

9 Planning permission (09-AP-2421) was granted in August 2010 for the refurbishment and re-design of the area comprising new hard and soft landscaping, new benches, bins and other furniture. Installation of children's play equipment, with play tower, swings and music chimes, facilitated by the removal of four ash trees, three cherry trees, a hazel tree and a fig tree. New trees to be replaced will match species, girth and size as close as possible. New trees will be placed in the orchard area and on Kimpton Road elevation (Magistrates Court) and will also include extra pear and quince tree as part of works. This scheme has not been implemented.

Planning history of adjoining sites

10 None considered to be directly relevant.

KEY ISSUES FOR CONSIDERATION

Summary of main issues

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

a) the principle of the use
b) the bulk and scale of the development
c) the impact on the amenity of adjoining occupiers
d) design and setting of the conservation area and listed buildings
e) sustainability
f) impact on the transportation network.

Planning policy

National Planning Policy Framework (NPPF)

12 The NPPF came into effect on 27 March 2012 and is a material planning consideration, with the following parts being particularly relevant to this application.

Section 2: Ensuring the vitality of town centres
Section 4: Promoting sustainable development
Section 7: Requiring good design
Section 8: Promoting healthy communities
Section 10: Meeting the challenge of climate change, flooding and coastal change
Section 11: Conserving and enhancing the natural environment
Section 12: Conserving and enhancing the historic environment

London Plan 2011

13 Policy 2.15 "Town Centres"
   Policy 3.9 "Mixed And Balanced Communities"
   Policy 4.7 "Retail And Town Centre Development"
   Policy 5.1 "Climate Change Mitigation"
   Policy 5.2 "Minimising Carbon Emissions"
   Policy 5.3 "Sustainable Design And Construction"
   Policy 5.7 "Renewable Energy"
   Policy 5.11 "Green roofs And Development Site Environs"
   Policy 5.13 "Sustainable Drainage"
   Policy 6.9 "Cycling"
   Policy 6.10 "Walking"
   Policy 7.2 "An Inclusive Environment"
   Policy 7.3 "Designing Out Crime"
   Policy 7.6 "Architecture"
   Policy 7.8 "Heritage Assets And Archaeology"
   Policy 7.19 "Biodiversity And Access To Nature"
   Policy 7.21 "Trees And Woodlands"

14 The council's cabinet on 19th March 2013, as required by para 215 of the NPPF, considered the issue of compliance of Southwark Planning Policy with the National Planning Policy Framework. All policies and proposals were reviewed and the council satisfied itself that the polices and proposals in use were in conformity with the NPPF. The resolution was that with the exception of Policy 1.8 (location of retail outside town centres) in the Southwark Plan all Southwark Plan policies are saved. Therefore due weight should be given to relevant policies in existing plans in accordance to their degree of consistency with the NPPF.

Core Strategy 2011

15 Strategic Policy 1 – Sustainable development
   Strategic Policy 2 – Sustainable transport
   Strategic Policy 4 - Places for learning, enjoyment and healthy lifestyles
   Strategic Policy 12 – Design and conservation
   Strategic Policy 13 – High environmental standards

Southwark Plan 2007 (July) - saved policies

16 1.7 'Development within town and local centres'
   2.2 'Provision of new community facilities'
   3.1 'Environmental effects'
   3.2 'Protection of amenity'
   3.4 'Energy efficiency'
   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'
   3.15 'Conservation of the historic environment'
   3.16 'Conservation areas'
Principle of development

Development is not precluded at this site given that there are no special land use designations, for instance the site is not located within Borough or Metropolitan Open Land. The National Planning Policy Framework (NPPF) was published on 27 March 2012. At the heart of the NPPF is a presumption in favour of sustainable development, and that decision-takers should seek to approve sustainable development where possible.

Given that the proposed development is providing a new community facility, saved policy 2.2 'Provision of new community facilities' of the Southwark Plan 2007 is considered relevant. Within this policy it is stated that planning permission will be granted provided there is provision to enable the facility to be used by all members of the community, and that the facility is not detrimental to the amenity of present and future occupiers of the surrounding area.

The proposed library will be available for use by all members of the community. The potential impact on the amenity of surrounding occupiers is discussed below.

Environmental impact assessment

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.

Amenity

Neighbouring Occupiers

As discussed below, it is considered that the bulk and scale of the development is appropriate to the scale and function of the area, and it is not considered that the proposed building would adversely dominate any surrounding buildings, or their occupiers.

The proposed application has included sun path diagrams within the design and access statement which illustrates that there will be no material loss of sunlight or daylight access to any neighbouring buildings.

With regard to potential for overlooking, the proposed development has windows on the southern elevation at ground and first floor level which look directly towards the flank wall (and rear outrigger) of the neighbouring property on Camberwell Green (1-8 Park House) and 2 D'Eynsford Road. The opposite flank wall is located approximately 11m away, with the outrigger being approximately 12m from the proposed library building. The property at 2 D'Eynsford Road is 15m from the library building.
Whilst there are some windows on these surrounding buildings facing toward the proposed library, some of these relating to habitable rooms (notably within the outrigger and the first floor of 2 D'Eynsford Road), it is considered that the combination of the separation distances, which are generally in excess of 12m as sought by the Residential Design Standards (SPD) to protect amenity, and the nature and size of the proposed windows, it is not considered that the proposed building would result in a loss of privacy due to overlooking.

The proposed library is proposed to be open Monday to Friday 09:00am to 20:00pm and Saturday 10:00am to 17:00pm, with the community rooms on the first floor being open Monday to Friday 09:00am to 22:30pm.

It is considered that these hours are reasonable, and combined with the nature of the proposed use (which is inherently quiet) it is not considered that there would be any undue noise disturbance caused.

Overall, it is considered that the proposed development would not result in any material harm to the amenities of neighbouring occupiers, and therefore meets saved policy 3.2 'Protection of amenity' of The Southwark Plan [UDP] and Strategic Policy 13 'High Environmental Standards' of the Core Strategy 2011.

Environmental Protection

The Environmental Protection Team have assessed the proposed development and supporting documentation including the acoustic report, the construction management plan and the land contamination.

With regard to the noise, the Capita Symonds Acoustic Design Report (dated March 2013) has been reviewed.

No noise survey at the application site has been undertaken, however it is stated within the report that a full noise survey is to be carried out at the application site in due course, which would be secured by condition. The primary concern relates to new plant noise affecting existing residents, and a condition for which is recommended to be imposed to ensure disturbance does not arise in the future.

With regard to potential land contamination, the SAS Ltd Phase 1 Preliminary Risk Assessment (dated March 2013) has been reviewed which requested further intrusive investigation to assess potential risks from made ground, ground gasses and local industry.

The SAS Ltd report on contamination (dated March 2013) report has also been reviewed, as has the 'Ground conditions / Contamination Statement'. Section 5 of the latter outlines the remediation measures needed to adequately reduce the risk from the elevated levels of lead found in this location from the future users of the site. A full remediation statement and subsequent verification statement are still required to ensure these measures are implemented and carried out accordingly, which will be secured by way of condition.

The applicant has submitted a Construction Management Plan prepared by Mansell Balfour Beatty (dated March 2013) which has also been reviewed by the Environmental Protection Team (EPT).

The measures outlined within the report are deemed acceptable in managing/controlling the predicted construction impact of this development, and would not adversely affect existing residential amenity in the area. This matter can be
controlled by a condition.

35 With regards to the proposed lighting plan, the EPT team has also assessed this and considers that the high level column lights and low level uplighters to trees would not cause detriment to the existing residential amenity of surrounding occupiers.

**Transport issues**

36 The application site is located in an area with a high TfL PTAL rating 5 reflecting the area’s high level of access to all forms of public transport. 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.

37 The proposal site is situated within a Controlled Parking Zone and future occupiers would need to apply for parking permits to park on-street.

38 A Travel Survey has been undertaken at the existing library site which shows that private car usage accounted for a very small percentage of the sites modal split. Given that the proposed development has a higher PTAL score it is reasonable to assume this very low level of private vehicle usage will continue. The result is that the development will not adversely impact on the current on-street parking stress levels at peak times of development usage or peak times of residential parking demand.

39 No disabled parking facilities have been provided in association with the above application. The Travel survey did not highlight a need to provide disabled parking specifically for the use of the above development. Should disabled persons need to access the site they are able to use surrounding parking bays (while displaying a blue badge) for two hours at a time, this is seen as a reasonable time period to accommodate for a visit to the library.

40 In terms of access, the site will have no direct vehicular access once the development has been constructed. During the construction phase the proposed vehicular access to the development will be on the junction of Camberwell Green and D’Eynsford Road.

41 A detailed Construction Management Plan (CMP) will be need to be provided to the local planning authority prior to commencement. This matter would be secured by conditioned should permission be granted. Details of swept paths of vehicles have been shown which illustrate that vehicles can enter and exit the site safely, however the impact of these vehicles will need to be mitigated and managed via a CMP.

42 No crossovers are proposed in association with the above application, and any redundant crossovers will need to be reinstated.

43 With regard to servicing of the site, a service bay has been proposed which will be located on D’Eynsford Road. The service bay is of a size to reduce the impact of a service/refuse vehicle stationary in the highway, while also maintaining a maximum amount of usable public realm.

44 The proposed library use is unlikely to generate a significant level of service vehicle movements, this has also been quantified by the submitted Transport Assessment. Due to the limited level of service and refuse movements associated with the development the proposed width/design of the service bay is suitable in this instance.

45 The design of the raised table area and public realm will contribute to the development’s ambitions to achieve sustainable travel modal split proposals as stated in the Travel Plan.
The existing library travel survey displayed a high level of sustainable travel associated with the development for both staff and visitors. The Travel Plan clearly displays travel options for staff and visitors of the proposed development and provides good clear information for journey planning decisions.

The proposed Travel Plan aims to retain and increase the high usage of sustainable travel modes. This is done via 1, 3 and 5 year monitoring. A Travel Plan co-ordinator has also been assigned.

The proposed Travel Plan is both deliverable and monitorable; both factors will enable the high levels of sustainable travel experienced in association with existing library to be carried over to the proposed development.

With regard to cycle storage, the Southwark Plan, has no exact cycle parking level for the proposed library usage. However TfL's cycle parking guidance suggests 1 space for every ten staff and visitors. According to the Core Strategy, cycle parking should be secure, convenient and weather proof and visitor and staff cycle parking should be separated.

The proposed development provides 50 cycle parking spaces which have been provided within the public realm proposals for visitors. Two cycle parking spaces have been separately provided for staff use. This level of cycle parking is suitable and conforms with TfL's standards. The proposed cycle parking is considered to be acceptable.

Overall, it is considered that the proposed application will not generate any material harm on the performance and safety of the surrounding highway network. The development will not generate a significant level of vehicular trip generation, and trips associated with the proposed development will largely comprise sustainable modes of travel. Travel and Construction Management Plans have been submitted or proposed to mitigate and manage the impact of vehicles during and after construction stages.

**Highways**

The Highways Department have assessed the proposed development and have raised the issue of access for cyclists to Camberwell Green through the site or surrounding streets, when an obvious desire-line exists from Elmington Road. They consider that cyclists will try and use the route creating potential conflict with pedestrians.

The applicant has been in discussion with the Highways Department regarding this matter, and is eager to find a solution. It was considered by the applicant that the proposed main diagonal route through the site is too narrow to provide a dedicated cycle path, which would restrict the movement of pedestrians through the site, and impact on their enjoyment of the site, and potentially have safety implications.

At the time of writing, the applicant is investigating an option to overcome this concern by including provision for a cycle route to the east and south of the site. The outcome of these further discussions will be reported to members by way of an addendum report prior to the meeting.

The Highways Department is broadly supportive of the proposed development, although further detail is requested to meet adoptable standards. As such, it is recommended that a condition is included to ensure that the materials and design of the hardstanding areas are submitted for approval.

**Design issues**
Site Observations

56 The site is prominently located at the north east corner of Camberwell Green at the heart of the Camberwell Green Conservation Area. The majority of the site itself is not within the conservation area but forms part of the continuous frontage that includes the Peabody Estate buildings on the eastern edge of the Green all of which are included in the conservation area boundary.

57 The site includes a number of trees and a much used access route between Camberwell Green and Lomond Grove / Elmington Road to the north. This diagonal route is located along the northern edge of the site and follows the road pattern evident in historic maps of the area. To the south is D'Eynsford Road which separates the site from the Peabody Buildings.

58 To the east of the site is the Magistrates Court, a substantial concrete-clad structure set well back from the Green, with a large hard-paved space as its forecourt. The site would have been originally occupied by buildings which is evidenced in the historic maps and currently stands as an empty gap in the eastern face of the Green.

Urban Design

59 The NPPF stresses the importance of good design and states in paragraph 56 that: “Good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people.”

60 Policy SP12 of the core strategy states that “Development will achieve the highest possible standards of design for buildings and public spaces to help create attractive and distinctive places which are safe, easy to get around and a pleasure to be in.”

61 Saved policy 3.13 asserts that the principles of good urban design must be taken into account in all developments. This includes height, scale and massing of buildings, consideration of the local context, its character and townscape as well as the local views and resultant streetscape.

62 Saved policy 3.12 asserts that developments “should achieve a high quality of both architectural and urban design, enhancing the quality of the built environment in order to create attractive, high amenity environments people will choose to live in, work in and visit.” When we review the quality of a design we consider the appropriateness of the fabric, geometry and function as well as the overall concept for the design relative to the site.

63 The site can be accessed in the round and is flanked by thoroughfares on two sides, the Camberwell Green to the west and the forecourt to the Magistrates Court to the east. As such it has to play a multiple role in this context, to reinforce the existing street frontages on Camberwell Green and D'Eynsford Road, to give the large open forecourt to the Magistrates Court a degree of enclosure, and to enhance the diagonal route between the Green and Elmington Street. Its prominent location at the corner of the Green also offers the unique opportunity to create a building with a stronger presence.

64 The prominence of the corner buildings is a notable feature of the Camberwell Green Conservation Area particularly where the cohesion and uniformity of the commercial frontages is balanced by accent buildings and landmarks at the junctions of important routes at the Green. Corner buildings are noted in the draft conservation area appraisal as follows: “The street layout of the Conservation Area, in which all the principal roads converge at Camberwell Green, gives particular prominence to street
corners, and buildings generally exploit the architectural potential of such locations distinctively. The Hartnell’s building (No. 2 Camberwell Church Street) and the former London and County Bank (No. 17 Camberwell Green), for example, are elaborate in their design, with turrets, cupolas and chamfered bays to carry elevational rhythms around the angle of the building.

65 The proposed building is comprised of two parts: a narrow double height rectangular form fronting onto the Green and extending along the northern flank of D’Eynsford Road; and a lower triangular form which extends to the edge of the diagonal route along the northern edge of the site. These distinct architectural forms have been successfully combined into a single building which is intended to reflect the civic scale and character of the library but also to express the informal nature of a modern library service.

66 The proposed height, scale and massing are modest and reflect the prevailing heights of the existing Peabody Buildings which step down from south to north. This ensures that the two storey part of the library is not overly dominant in this residential context whilst remaining distinctive and ‘civic’ in its expression. The modest scale and informal character of the diagonal route is reflected in the angled flank of the building and its single storey height will ensure that this important route is not overshadowed by the building.

67 The proposed library will be visible from a number of angles, most prominently from Camberwell Green. The area is varied in character and does not have a singular architectural style with buildings ranging from the Georgian parade of properties on the western side of the Green to the Victorian properties on Camberwell Church Street to the south and the social housing of the Peabody buildings. Whilst each has its own distinctive expression they combine effectively to give the Green a strong sense of enclosure. In relation to this eastern edge of the Green the draft conservation area appraisal notes how the front buildings of the Peabody Estate “form an excellent edge to the space. Their height ranges from 4 storeys with a mansard roof storey, to 6 storeys in sections of the most southerly facade (Blocks A to C): such height is appropriate and necessary relative to the scale of the Green itself.”

68 With regard to materials, the proposal is predominantly clad in two tones of brick to reflect the character and appearance of the conservation area. The chosen colours range between brown and buff bricks to echo the colour of the nearby Peabody Buildings. The panels of contrasting colours is intended to be a sober modern foil to the more exuberant polychromatic style of these historic neighbours. This choice of brick is proposed to reflect the civic character of the building and can be reserved by condition prior to above-grade works.

69 In contrast to the order and geometry of the brick, the architects have introduced a degree of playfulness and informality in the design of the openings. In this scheme the windows have been designed as window seats and are proposed in a variety of coloured frames on the ground floor. On D’Eynsford Road the windows reflect the strict geometry and civic character of that facade whilst on the diagonal route and facing onto the Magistrates Court their heights vary to give those faces a more informal appearance and reflect the active character of these spaces. The colour is intended to be in a natural metallic finish like copper or brass chosen for their inherent qualities rather than painted finish. This finish is carried through to the large portal frame which forms the main entrance to the library from Camberwell Green.

70 The quality of this proposal will rely to a great degree on the architectural detailing and the quality of the chosen materials. These are matters that can be reserved by condition to ensure that the detailing, especially around openings, parapets, and wall finishes are of the highest quality and retain the designs distinctive ‘sharp’ modern
look. The choice of facing materials is equally important in this sensitive historic context. Sample panels of the proposed brick colours as well as all the other facing materials can be reserved to be reviewed on site and agreed prior to above grade works commencing on site.

71 In its function, the building expresses its public character. It includes large windows on the ground floor and presents active frontages on all four sides. Inside, the main entrance is at the prominent double storey frontage onto the Green. Here the portal leads to a lower entrance hall which opens out to the double height main hall of the library. The main hall is overlooked by the mezzanine space which includes meeting rooms and reading spaces offering panoramic views back towards the Green and the Magistrates Court. The spaces are intended to accommodate multiple uses and to fulfil the modern brief for a library as a rounded public service in a comfortable and engaging environment.

72 The scheme was reviewed by the Southwark DRP in February 2013. The Panel were encouraged by the proposal but questioned whether the whether the design could be extended to incorporate number of entrances and uses. They acknowledged the distinctive parts of the design, the rectilinear vs the playful, the civic vs the informal and they encouraged the designers to use the architecture of the scheme to unify these parts. Finally, the Panel also encouraged a holistic approach to the landscape design.

73 The proposal has been developed since it went to the DRP and before the application was submitted. The ambition to accommodate further uses, whilst interesting, was not considered essential in the Camberwell town centre where a number of other facilities are already available. The marriage of the two distinct parts has been expressed through the architecture, not just the unifying character of the brick cladding and fenestration but in the cross section where the two parts of the building are separated by a linear north-facing roof light that will bring light flooding in at the junction between the main hall and the mezzanine level. The landscape is intended to unify the site and to link up with the works proposed for the Green leading through to the Magistrates Court. This is included in the application in principle and It is a matter that can be reserved by condition prior to its implementation.

74 In conclusion, the proposal is for a high quality civic building and a much-needed public resource. The architectural expression is both restrained and playful and takes the form of an engaging civic pavilion. The proposed building plays a dual role in urban design terms, to complete the eastern frontage onto Camberwell Green and to act as a 'pivot' facilitating and enhancing links between the Green and the Magistrates Court to the east.

**Setting of Historic Assets**

75 Saved policy 3.18 echoes the requirement in the NPPF which requires development to conserve or enhance the historic environment (section 12) including its setting. Saved policy 3.18 defines this and requires development to preserve or enhance among other things, "the setting of a conservation area; or views into or out of a conservation area".

76 The nearest listed buildings are located across the Green on the western and southern edges of this space. They include the London and County Bank at the junctions of Camberwell Green and Camberwell New Road diagonally across the way, No 15 Camberwell Green to the north of the former bank building, and No 2 Camberwell Church Street at the southern edge of the Green. The proposal preserves the setting of the important listed buildings.
This proposal fronts on the Camberwell Green which is at the heart of the conservation area and arguably the most significant part of the conservation area. The Camberwell Green Conservation Area essentially covers the Green and the main streets, at the centre of Camberwell, with primarily commercial frontages (shops, pubs, banks and other services). It is a significant location in the geography of South London, where key routes through the area intersect. The Green is located at the confluence of a number of routes and a centre for its local neighbourhood and is the heart of the conservation area. It is a conservation area that is characterised by its striking corner buildings which form the dominant landmarks and give it its predominantly commercial character.

The prominence of the corner buildings is a notable feature of the conservation area particularly where the cohesion and uniformity of the commercial frontages is balanced by accent buildings and landmarks at the junctions of important routes at the Green. Corner buildings are noted in the emerging conservation area appraisal as follows: “The street layout of the Conservation Area, in which all the principal roads converge at Camberwell Green, gives particular prominence to street corners, and buildings generally exploit the architectural potential of such locations distinctively. The Hartnell’s building (No. 2 Camberwell Church Street) and the former London and County Bank (No. 17 Camberwell Green), for example, are elaborate in their design, with turrets, cupolas and chamfered bays to carry elevational rhythms around the angle of the building.”

This proposal is located at the prominent north-east corner of the Green and as such plays an important role in the setting of the Green. The double height glazed entrance feature facing onto the Green reflects the distinctive characteristic of the area and locates the most prominent feature at this important corner. In its colour and cladding the design echoes the tones and materials that are characteristic of the area in a confident two-tone brick with sharp parapets. The architecture is deliberately restrained with a confident civic order whilst the openings add a splash of colour with natural metal finishes around windows and the main entrance doors.

In conclusion, the proposal compliments its historic setting and enhances the setting of the Camberwell Green Conservation Area. It has the grandeur that is necessary at this pivotal location at the corner of the Green but also a restrained palette of materials and civic order that respects the setting of this important open space at the heart of the Conservation Area.

**Trees and Landscaping / Open Space**

Concern has been raised by local residents and interest groups that the proposed development would result in the loss of existing open space. As mentioned above, the site is not located within either Borough or Metropolitan Open Land.

As the development is located on existing open space, consideration must be given to paragraph 74 of the NPPF, which states that such land should not be built on unless the loss resulting from the development would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location.

The existing site is considered to be underutilised in terms of its contribution to the public realm and the proposed landscaping to be implemented as part of any permission given would greatly improve the quality of the open space. Improvements would be made to paving, level access through the site to Camberwell Green, lighting and seating are proposed, in addition to replacement planting / landscaping. Further to this as part of the wider regeneration of the Camberwell Town Centre, there are significant improvements (in particular landscaping) being made to Camberwell Green, and street planting within the area, including on Lomond Grove.
It is therefore considered that the proposed development, and surrounding public realm improvements, would sufficiently compensate for the loss of the open space where the library building is proposed to be located.

The existing orchard itself is not located within the Camberwell Green Conservation Area and none of the trees are protected by way of Tree Preservation Order (TPO).

The proposed development will result in the loss of the orchard open space containing a number of ornamental and large trees together with a number of mature horse chestnuts which screen the adjacent Magistrate's Court. A total of 25 trees are shown as removed to facilitate construction, eight of these are good quality chestnut and maple trees which provide the greatest benefit to amenity.

The remaining trees within the orchard area are comprised of lower quality specimens which are either diminutive fruiting species, those which have compromised form due to previous poor maintenance or which provide relatively little by way of aesthetic value. These are considered suitable for replacement as part of mitigation of adverse effects to amenity and biodiversity. The proposed landscape plan maintains screening to the Magistrate's Court via the retention of the remaining chestnut trees and incorporates six new trees of suitable species and locations.

The layout and quality of hard landscape is of design merit and includes a welcome use of uplighting together with seating and other features which will enhance the setting of the library. The seating foundation has been designed not to conflict with tree roots. Access through the site which links Camberwell Green to routes north towards Burgess Park is similarly improved and softened by new planting.

Specifications use underground cellular soil confinement systems to sustain tree growth whilst also incorporating drainage pavement support.

Confirmation has been provided that no net loss of trees or canopy cover will result from the proposed development. This is to be achieved via new planting both as part of the Camberwell Green re-landscaping and new planting on Lomond Grove.

Should the application be granted, it is recommended that a condition be imposed requiring protection of the retained vegetation, and another requiring a detailed landscaping plan.

Overall, whilst some of the existing vegetation is removed, it is considered that the proposed landscaping with associated planting will adequately offset the loss of vegetation, and that overall the proposed library will benefit the wider community. In addition, as mentioned the proposed planting associated with the wider regeneration of the area will see planting of trees within Camberwell Green and on Lomond Grove.

**Ecology**

The council's Ecology Officer has assessed the proposed development with regards to biodiversity and is satisfied with the conclusions and recommendations of the Ecology and BREEAM Assessment. However in order to address the recommendations in the report and within the Design and Access Statement it is recommended that conditions are imposed requiring details of bird and bat boxes, that native planting is incorporated into the landscaping scheme, and that details of the green roof is submitted for approval.

**Archaeology**
The site is located on the boundary with the Camberwell Green Archaeological Priority Zone. The applicants have submitted a desk-based assessment that adequately summarises the archaeological potential of the site.

The impact of this proposal is highly likely to be mainly contained within existing site impacts from the former terraced housing on the site. It is therefore recommended that a programme of archaeological observation and recording is maintained during groundworks on site to preserve any archaeological remains by record.

Security

The proposed application includes a lighting scheme along the main pedestrian route through the site, with 5m high columns with lanterns above, between Camberwell Green and Lomond Grove. There are also uplighters proposed underneath some of the mature trees. It is considered that the proposed lighting is a significant improvement over the existing lighting to the site, and therefore the development would improve the safety and security of the site on this basis.

The proposed application has not provided any details of surveillance or CCTV cameras within the site. Therefore, should the application be granted, it is recommended that a condition is imposed requiring details of surveillance cameras.

Flood Risk

The development should incorporate a sustainable urban drainage strategy (SuDS) that will allow for the potential increase in rainfall due to climate change, and a condition should be imposed for this to be provided.

Sustainable development implications

The proposed development will achieve a minimum BREEAM rating of 'very good' with further credits to support an aspiration for 'excellent' being considered by the applicant.

The building has been designed to include passive solar gain through the positioning of windows, and natural ventilation (with the meeting rooms having opening windows). There will be a green roof installed which will lower surface water runoff and encourage biodiversity, and the building will be well insulated to reduce energy consumption.

The proposed drawings show a partial green roof over the lower triangular portion of the building, however after further discussions with the applicant, it is now proposed that there will be a sedum roof over both parts of the roof, details of which will be secured by way of condition.

Overall, the development meets the relevant saved policies of the Southwark Plan (2007) and the Core Strategy (2011).

Planning Obligations

There are no planning obligations associated with the application, due to its size and nature.

Consultation

Some concern has been raised by a local resident that the early consultation of the proposed library failed to offer local people the option of where to site the new library,
and there were views as to where best a new library might be located within the heart of Camberwell. It was considered by some local residents that this was not effective consultation and that there are better sites around, including the reuse of existing vacant buildings.

105 The business case for this project clearly sets out the rationale, which is linked to the outcome of the Library Services Review 2011 and the council's Revised Accommodation Strategy. The council committed to deliver a new library for Camberwell and published this in their Fairer Future Promises.

106 The statement of community engagement document refers to the fact that the council is required to consult the public as part of the statutory consultation within the planning application process, to which is has been undertaken correctly.

107 While the public have not been offered options or asked about their preferred site for the new library, the council have provided opportunities for members of the public to comment on the project from its initiation in early 2011.

108 It is up to the council to consider the best site available by taking into account all necessary considerations and constraints.

Other matters

109 The proposed development would normally require a CIL payment, however given that the proposed development is an education use there is no payment required.

Conclusion on planning issues

110 Given the specific constraints of the site, in particular the challenging shape, the position of underground services including the underground car parking area, existing vegetation, and its historic context, it is considered the application proposal presents the opportunity to fulfil important regeneration aspirations for the area, providing a much enhanced library building / service, whilst improving the public realm surrounding the site.

111 It is considered that the proposed development will benefit the community given that the significant benefits of the scheme outweigh any harm caused. The proposed development is in overall conformity with the development plan and the scheme is acceptable subject to the imposition of appropriate conditions.

Community impact statement

112 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

113 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

Objection

Letters from the following interest groups and local residents have been received:

- Wells Way Tenants and Residents Association
- Peoples Republic of Southwark
- Friends of Camberwell Green
- Save Camberwell Green Community Orchard Campaign
- Southwark Friends of the Earth
- 128 Benhill Road
- Flat 1, 2 D'Eynsford Road
- 43 Comber House, Comber Grove
- Department of Computing, University of London
- 33 Consort Road
- No address provided x 3
- On-line Petition (with 191 signatories)

The objections are summarised as following:

Trees and Orchard

The existing orchard area forms a valuable community asset which provides good amenity through the mature trees and flowering ground cover, in addition to providing a valuable food resource. The orchard should be protected.

The orchard is the result of many years of hard work from the community to establish, plant and maintain this community resource.

The removal of the orchard would fail to promote green corridors, gardens and local food growing, and currently it provides a much needed resource to the local community.

The replacement trees are to be arranged in totally different locations and groupings and do not form a coherent theme as the existing orchard does.

The existing orchard should be improved with the fencing removed with a dwarf wall provided for seating around the outside.

The destruction of the orchard not only goes beyond the destruction of trees and wildlife, it is effectively proposing destruction of years of lives of local residents and local communities who have planted and looked after it.

Biodiversity

The orchard currently provides a green corridor and contributes to the community, it was planted by school children, and now provides nesting habitat for birds, mammals, and insects, in particular for bees. The existing flora and fauna within the orchard is important for biodiversity of the area.

The mature fruit trees produce a significant amount of fruit each year which is regularly harvested by the local community.
Consultation and Siting

125 There was concern raised regarding the quality of consultation as many felt that it failed to offer local people the option of siting of the new library, and there were views as to where best a new library might be located within the heart of Camberwell.

126 It was considered that this was not effective consultation and that there are better sites around, including the reuse of existing vacant buildings. The proposed library encloses and removes the only open space square in Camberwell.

127 The reason that there are no other sites is not good enough and is not a valid reason for why the proposed library should be located at this site, and result in the removal of the orchard. This is the wrong site for the proposed library.

Design

128 The rectilinear plan form of the building and the triangular part of the building should be visually detached by a continuous glass skylight and glazed entrance. The refuse bin area should be moved to make the eastern corner more attractive. The green roof should be over the entire roof not just the triangular part of the building.

129 There is an objection to the modern, cold impersonal design which has absolutely no context and meaning with its neighbours.

Drainage and Services

130 The new building will place additional pressure on the sewerage system from the toilets and washing facilities, and the water management system requires further investigation.

131 The exact location of gas utilities and other services also needs to be known.

Noise

132 The noise assessment can only be said to be based on guess work as much of the assessment and readings are taken from another site.

Transport

133 There is lack of cohesion within the plan as there is no mention of cycle parking and so it is assumed that there will be no cycle parking.

134 The servicing parking space with its lowered pavement will be used as a car parking space and use as pavement will be lost.

New Library

135 Whilst the above concerns have been raised by objectors, many support the principle of providing a new library as it is a desperately needed resource.

Support

136 A letter of support was received from the following which is summarised below:

The Camberwell Society

137 Supports the scheme as the design is a discreet and understated solution which
engages with the Green. The orchard is removed but the retention of trees and landscaping allow good use of the public space.

**Human rights implications**

138 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.

139 This application has the legitimate aim of providing a new community library. 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**

140 None

**BACKGROUND DOCUMENTS**

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<tr>
<th>Background Papers</th>
<th>Held At</th>
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<tr>
<td>Site history file: TP/2027-A</td>
<td>Chief executive's department</td>
<td>Planning enquiries telephone: 020 7525 5403</td>
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<tr>
<td>Application file: 13/AP/0882</td>
<td>160 Tooley Street London SE1 2QH</td>
<td>Planning enquiries email:</td>
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<tr>
<td>Southwark Local Development Framework and Development</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>
<td>Appendix 1</td>
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<td>Appendix 2</td>
<td>Consultation responses received</td>
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<tr>
<td>Appendix 3</td>
<td>Images</td>
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<td>Appendix 4</td>
<td>Recommendation</td>
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### AUDIT TRAIL

<table>
<thead>
<tr>
<th>Lead Officer</th>
<th>Gary Rice, Head of Development Management</th>
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<tr>
<td>Report Author</td>
<td>Fennel Mason, Planning Officer</td>
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<tr>
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#### CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER

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<td>Strategic director, environment and leisure</td>
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<td>Strategic director, housing and community services</td>
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<tr>
<td>Director of legal services</td>
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<td>Director of regeneration</td>
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**Date final report sent to Constitutional Team**: 23 May 2013
APPENDIX 1

Consultation undertaken

Site notice date:
22 April 2013

Press notice date:
25 April 2013

Case officer site visit date:
22 April 2013

Neighbour consultation letters sent:
24 April 2013

Internal services consulted:
Archaeological Officer
Design and Conservation
Ecology Officer
Environmental Protection Team
Highways
Lighting Officer
Public Realm
Transportation Team
Urban Forester
Waste Management

Statutory and non-statutory organisations consulted:
Environment Agency
Met Police
Thames Water

Neighbours and local groups consulted:

Neighbour Consultee List for Application Reg. No. 13/AP/0882

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<td>NEW CAMBERWELL LIBRARY VACANT LAND TO D'EYNSFORD ROAD AND CAMBERWELL GREEN SE5</td>
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Re-consultation:

None
APPENDIX 2

Consultation responses received

Internal services

Archaeological Officer - no objection to the application subject to the imposition of conditions

Design and Conservation - no objection to the application subject to the imposition of conditions

Ecology Officer - no objection to the application subject to the imposition of conditions

Environmental Protection Team - no objection to the application subject to the imposition of conditions

Highways - Raise reservations due to the lack of provision for access to cyclists to Camberwell Green through the site or surrounding streets. Otherwise, the application is broadly acceptable provided the quality of the materials / hard landscaping is to a suitable standard to adopt.

Lighting Officer - no objection

Public Realm - support the application provided there is suitable replacement planting

Transportation Team - no objection to the application

Urban Forester - no objection to the application subject to the imposition of conditions

Waste Management - no comment

Whilst not directly consulted the following departments have supported the application:

Culture, Libraries, Learning and Leisure - supports the proposal as it will provide a much needed facility within this area.

Statutory and non-statutory organisations

Environment Agency - no objection

Met Police - no response

Thames Water - no response

Neighbours and local groups

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