

Item No. 7.1	Classification: Open	Date: 11 September 2017	Meeting Name: Planning Sub-Committee B
Report title:	Development Management planning application: Application 17/AP/0945 for: Full Planning Application Address: 230 FARMERS ROAD, LONDON, SE5 0TW Proposal: Construction of an additional office floor to the existing light industrial studio building and the retention of a window at first floor facing Madrigal Lane.		
Ward(s) or groups affected:	Camberwell Green		
From:	Director of Planning		
Application Start Date 08/03/2017		Application Expiry Date 03/05/2017	
Earliest Decision Date 09/04/2017			

RECOMMENDATION

1. That planning permission be granted subject to conditions

BACKGROUND INFORMATION

Site location and description

2. The site is located on the west side of Farmers Road and forms the first building on the corner of Farmers Road and Madrigal Lane. The site is surrounded by commercial, residential and educational buildings. The properties on Camberwell New Road are a mixture of commercial/residential.
3. The site is in the Camberwell Action Area, Urban Density Zone and the Air Quality Management Area. The building is situated to the rear of a collection of Listed Buildings, namely 185 -215 Camberwell New Road. The buildings are a collection of 19th/20th Century terraced properties built in brick with architectural features to the front facades. The location of the proposed extension is 58m away from the Camberwell New Road Conservation Area and at this point does not have a direct line of sight to the buildings within. The proposal is not within the setting of the nearby conservation area. Similarly, the proposal is not considered to be within the setting of the listed buildings at 185-215 Camberwell New Road.

Details of proposal

4. The proposal is for an additional floor which would measure 10.3m on the northwest and southeast elevations. The length of the roof extension would be 16.20m. The roof extension would be pitched rising from 3.3m in the centre to 4m on either east and west elevations. The total height of the 3 storey building would be 11.8m and would provide an additional 144sqm of B1 Use space, namely office space.

5. The retention of a window facing Madrigal Lane (the western most window shown on drawing 17-02-115 REV C) at first floor has also been included as part of this application.

Planning history

6. 14/AP/1473. Address: 226-230 FARMERS ROAD, LONDON, SE5 0TW. Description: Reconfiguration of existing roof profile to create flat roof with additional roof lights to accommodate a higher internal roof height; and works to increase the height of existing brickyard walls. Granted: 01/08/14

Planning history of adjoining sites

7. 14/AP/3297. Address: UNIT 2, 222-224 FARMERS ROAD, LONDON, SE5 0TW. Description: Erection of an additional floor over existing light industrial B1 unit with the continuing use of studio (B1) and provision of live work accommodation. Granted: 11/12/14
8. 11/AP/2946. Address ST MICHAEL AND ALL ANGELS ACADEMY, WYNDHAM ROAD, LONDON, SE5 0UB. Description: Demolition of the existing school buildings, church and games court and erection of a part two, part three storey secondary school building for St Michaels and all Angels Academy on Wyndham Road, a three storey special needs school for Highshore School on Farmers Road, and a two storey sports block for St Michael and All Angels Academy on Pitman Street, plus external play space, including multi-use games area, car parking, servicing and new church on Wyndham Road. Granted: 1/11/11

KEY ISSUES FOR CONSIDERATION

Summary of main issues

9. 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 proposed development on neighbouring properties.
 - c) the design and visual impact of the proposal.
 - d) quality and standard of accommodation for all potential occupiers
 - e) Servicing, access and transport
 - f) all other relevant planning considerations

Planning policy

10. National Planning Policy Framework (the Framework)

Section 1 - Building a strong, competitive economy

Section 7 - Requiring good design

Section 12 - Conserving and enhancing the historic environment

11. The London Plan 2016

Policy 7.4 - Local character
Policy 7.6 - Architecture
Policy 7.8- Heritage assets and Archaeology

12. Core Strategy 2011

Strategic Policy 1 - Sustainable development
Strategic Policy 12 - Design and conservation

Southwark Plan 2007 (July) - saved policies

13. The council's cabinet on 19 March 2013, as required by paragraph 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 policies 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.

Policy 1.4 –Employment Sites outside the Preferred Office Locations and Preferred Industrial Locations

Policy 3.2 - Protection of Amenity

Policy 3.11 - Efficient Use of Land

Policy 3.12 - Quality in Design

Policy 3.13 - Urban Design

Policy 3.18- Setting of Listed Buildings, Conservation Areas and World Heritage Sites

Supplementary Planning Document: Sustainable Design and Construction (2009)

Summary of consultation responses

14. 19 objections and 1 supporting comment have been received. Some are follow up comments. However, matters of concern include:

- overlooking,
- outlook,
- daylight/sunlight in particular reference to properties on Camberwell New Road,
- sense of enclosure,
- value of property,
- pollution from ventilation units elsewhere within the site,
- no community benefit,
- impact on the conservation area.

15. The matters above have been addressed within the report. Except the impact on the value of people's property which is not a material planning consideration.

Principle of development

16. The development site has an established B use class and the principle of development- being of the same land use- is acceptable.

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

17. The proposal would raise the height of the building which is on the south side of Farmers Road. The site has residential properties to the south namely 191 - 213

Camberwell New Road, Highshore School to the north and a residential unit 139 Farmers Road to the northeast. The extension would be across the entire roof of No. 230 except on the southern aspect where it draws from the south eastern corner and gradually results in a maximum separation of 6.8m.

Daylight

18. The applicant has submitted a daylight and sunlight assessment. Guidance on daylight analysis is taken from the Building Research Establishment (BRE) 'Site Layout for Daylight and Sunlight – A Guide to Good Practice'. The guidance states that where the vertical sky component for a window is reduced to less than 0.8 its current value and to less than 27%, the reduction in daylight would be noticeable.
19. The initial test would be to review the daylight in terms of a 25 degree line. This assesses where a line drawn from the window would cross through or above a proposed development. If the 25 degree line is not interrupted there would not be a noticeable loss of daylight. In the case of No. 197 & 199 Camberwell New Road this 25 degree line intersects the existing building of 230 Farmers Road and for No. 205 the extension would sit within the 25 degree line. In this instance additional tests can be undertaken to assess the impact. Accordingly these were undertaken on all windows of No.197 to 213 Camberwell New Road, Highshore School and 139 Farmers Road which demonstrated that all windows would adequately maintain a level of daylight above 0.8 the former value, complying with the BRE guidance for the loss not to be noticeable.

Sunlight

20. In terms of sunlight, which forms part of many of the objections, the BRE guidance says an assessment should be taken on windows within 90 degrees of due south of any part of the new development. The assessment is based on whether an existing window receives less than 25% of annual probable sunlight hours, or less than 5% of annual probable sunlight hours between 21 September and 21 March, receives less than 0.8 times its former sunlight hours during either period. It is noted in the BRE guidance that kitchens and bedrooms not as sensitive. The assessment submitted looked at the windows on the rear of No.197 to 213 Camberwell New Road.
21. In terms of sunlight, most windows would continue to receive at least 25% of annual probable sunlight hours including 5% in winter sun hours, or at least 0.8 of their former sunlight hours during either period with no greater than a 4% reduction. The exception to this is window W2 of No.197. This window does not directly face the site and has a high boundary fence approximately 1.5m from its pane. In accordance with the BRE guidance while the ratio reduction is greater than 0.8 (0.71), the actual quantum reduction of annual sunlight is 2% (7 % existing to 5% after development). The BRE guidance says that a reduction may cause an adverse impact if it is more than 4%, which this is not. There would be no adverse impact on sunlight for any windows.

Gardens

22. In addition to the impact on neighbouring windows the applicant has included an assessment on the impact of overshadowing of amenity areas. It is demonstrated that there would be no change to the amount of neighbouring amenity area receiving at least 2 hours of sunlight on March 21, which complies with the BRE test.
23. A number of objectors raised the fact that the previous planning applications at the wider site sought not to increase the height due to concerns over daylight/sunlight. However, to clarify 14/AP/1473 related to an application to infill the saw tooth roof and therefore not increasing the total height of the building. The infill would not harm the

daylight/sunlight and outlook of the adjoining occupants. It does not assess the impact on the neighbouring properties of Camberwell New Road if an additional storey was to be added. Neither does it imply that an additional storey would have a detrimental impact on neighbouring occupants. Secondly, while 14/AP/3297 makes reference to a roof extension it does not extend the full width of the building at the proposed location. It does not discuss and conclude on whether an additional floor running the full width of the building would have a detrimental impact on the adjoining residents and therefore this does not set a precedent for no further extensions on this group of buildings.

Outlook

24. There have been a number of objections relating to the loss of outlook and views in terms of the amount of sky visible. The proposal would increase the height of the building and has the potential to affect the outlook of neighbours Camberwell New Road, namely 197 to 205.
25. It should be documented that except registered protected views through London, general views are not protected in planning terms, and that development should not be hindered because a view is either altered or blocked. Instead a proposal is considered on whether the impact on the outlook would lead to an oppressive environment to those surrounding.

No.197 / 199

26. It is demonstrated in the design and access statement that windows on the principal buildings and second storey outriggers would be unaffected in terms of outlook when considering the level of impact on the outlook achievable. Further, for the principal elevation the separation space is over 21m which is another tool used to consider the impact on outlook/privacy.
27. In terms of the window on the rear elevation of the ground floor outriggers they already have an impeded outlook. It is accepted that a minor impact would occur but this would almost be unnoticeable given the existing sightliness. Further, as the roof extension would sit back from the existing building wall it is considered not to materially harm the outlook. The other windows in the property do not directly face the proposal as to lead to an impact on their possible outlook.
28. No. 201 & No. 203 only have windows that directly face the proposal on the principal buildings rear elevation. Both properties are separated from the proposed extension by over 22m and as such there would not be a detrimental impact on the outlook.

No.205

29. The windows on the rear elevation of the principal building are appropriately 21m apart. The windows on the upper floors are not impacted upon. It is acknowledged the ground floor window would dissect the top corner of the proposed building. While the sightline would clip the corner of the extension this would have a negligible impact. The window in question would still maintain a very good view of the sky and due to this the impact is considered acceptable.
30. It is accepted that while occupants on Camberwell New Road do have windows towards the proposed roof extension and would see the proposal within their outlook it would not have an unacceptable impact on their view of the skyline and quality of living. Within urban environments long views are often not afforded. In this situation it is considered that the outlook and amenity space of Camberwell New Road would not be duly harmed and as such the impact is considered acceptable.

Sense of enclosure

31. The proposed roof extension would be set back from Madrigal Lane except in the very corner. This design purposely limits the impact in terms of a sense of enclosure to the rear gardens of Camberwell New Road.

Overlooking

32. During the consultation process it was highlighted that a window had been added to the second floor level without consent. This was raised with the applicant. It was agreed to incorporate it into this application in order to regularise it. The window faces south towards Madrigal Lane and subsequently the rear elevations of the properties on Camberwell New Road. The window serves an archive and communications room. The separation distance between the window and the first floor windows of Camberwell New Road is approximately 17m. In relation to privacy, because of the room it serves and the fact that there was windows elevation facing the rear elevations of Camberwell New Road, one additional window is not going to create new overlooking or significantly alter the existing overlooking. It is considered that the window would not be harmful to the residents of Camberwell New Road.
33. In addition, to the first floor window there is a proposed opening at second floor level which looks towards the Camberwell New Road dwellings. This serves a corridor area and therefore is not considered to cause any overlooking issues. The access gained to the flat roof is to allow for the maintenance of the extraction filters which require changing every three months. A condition is recommended limiting access to emergencies and maintenance only. While not forming part of this application, the access for maintenance is crucial to mitigate any odour from the filtration.
34. The proposed windows to the west look over the business unit itself and do not cause any overlooking/privacy concerns.

Highshore School/Residential

35. To the north the site is separated from Highshore school and residential dwellings by Farmers Road. There would be no overlooking issue of Highshore school due to the separation, orientation and by there being only one window proposed. Further, the design of the louvers on the school and would mean the proposal does not have an harmful effect.
36. The closest residential unit on Farmers Road is be No.139. The property is to the east of the proposal and does not have a direct window line of sight; privacy for this dwelling would not be affected.
37. The large window proposed on the southeastern flank would look over the forecourt of the development site, a garage, the flank wall of housing on Farmers Road and some rear gardens of Camberwell New Road. The window poses no privacy concerns as it offers no direct views into neighbouring residential windows and the overlooking of gardens is an established feature in this setting. The additional window would not exacerbate the impact beyond that considered existing and acceptable.

Conclusion

38. There would be no significant impact on amenity for neighbours on Camberwell New Road. The daylight assessment shows that there would be no noticeable impact while separation distances are sufficient to ensure that there would be no significant impact from overlooking or resulting sense of enclosure.

Transport issues

39. The existing yard has capacity for two vehicles to park and refuse stores. No additional parking is proposed, which is supported at the site as it is well connected by public transport. In addition, the area has a CPZ and therefore staff would be deterred from using their cars to travel. As the proposal seeks to increase the commercial space 2 cycle parking spaces should be provided in accordance with the London Plan 2016. As this has not been shown but is achievable a condition would be attached requiring the applicant to submit details. The proposal is acceptable in transport terms.

Design issues

40. The subtle angled profile of the extension echoes the butterfly form of the roofs of the neighbouring houses and that of the attached light industrial units (rooflights). The height has been reduced to take into account the impact upon neighbours' outlook.
41. It would be clad in vertically orientated profiled aluminium, this would compliment the materials used at Highshore School. However, as the material has been a matter of negotiation, principally to do with the colour, condition is recommended requiring samples of the proposed material to be provided. White was originally proposed but this was considered to harm the local setting. Subsequently grey was suggested as it is more subtle.
42. The design of the proposal is considered to compliment the existing structure and not harm those neighbouring. It is lightweight and a modern additional to a traditional brick built industrial unit, an example of good, contrasting modern architecture that would provide interest. In design terms the scheme is acceptable.

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

43. The listed buildings on Camberwell New Road are a mixture of 19 & 20th century buildings with original detailing on their front elevation. The architectural merit of these buildings is to the principal elevation which faces away from the site. The revised scheme does not harm the appearance of the listed building because it would not be visible from Camberwell New Road or within the context of the listed buildings principal elevations.
44. The proposal is set to the rear of Camberwell New Road on Farmers Road where there has been several architectural styles developed. In particular the large-scale redevelopment of Highshore School. The proposal would compliment the varied styles on Farmers Road. The application site does not sit within either of the neighbouring conservation areas or affect their setting. This is because of the height of the proposal, location and that it is set to the rear of Camberwell New Road. As such there is no impact on the conservation areas.
45. The proposal would not harm either the listed buildings or conservation area which are in the wider context.

Planning obligations

46. The scheme would be MCIL liable but no SCIL.
47. The CIL Info Form dated 06-Mar-17 tally with measurement of the new 3rd floor. Nil SCIL as SCIL Office Zone 3 is £0/sqm.

$$\text{MCIL} = 195\text{sqm} \times £35/\text{sqm} \times 286/223 = £8,753$$

Other matters

48. The scheme would generate employment and contribute to the creative industries. It is considered that there is a community benefit of the proposal which is given significant planning weight.
49. The plans show the building at two heights. This is because the applicant has included OS datum plans which include ground floor level. The building height would be 11.8m in the context.
50. Objections have referenced the fact that there would be no community benefit. The new floorspace would allow more people to be employed on the site. Objections referring to the impact of the existing ventilation system is are not of material to this application.

Conclusion on planning issues

51. The proposal actively promotes employment in the Camberwell Action Area. Its design is acceptable and does not cause any harmful impact on the nearby listed buildings or conservation area. It is also considered that the impacts on neighbouring occupants is acceptable and that on balance the addition of employment space outweighs the negligible impacts and therefore is recommended for approval.

Community impact statement

52. 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

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

Consultation replies

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

Human rights implications

55. 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.
56. This application has the legitimate aim of providing additional commercial 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.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Site history file: TP/1435-230 Application file: 17/AP/0945 Southwark Local Development Framework and Development Plan Documents	Chief Executive's Department 160 Tooley Street London SE1 2QH	Planning enquiries telephone: 020 7525 5403 Planning enquiries email: planning.enquiries@southwark.gov.uk Case officer telephone: 020 7525 4004 Council website: www.southwark.gov.uk

APPENDICES

No.	Title
Appendix 1	Consultation undertaken
Appendix 2	Consultation responses received
Appendix 3	Recommendation

AUDIT TRAIL

Lead Officer	Simon Bevan, Director of Planning		
Report Author	Craig Newton, Planning Officer		
Version	Final		
Dated	10 August 2017		
Key Decision	No		
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER			
Officer Title	Comments Sought	Comments included	
Strategic Director of Finance and Governance	No	No	
Strategic Director of Environment and Social Regeneration	No	No	
Strategic Director of Housing and Modernisation	No	No	
Director of Regeneration	No	No	
Date final report sent to Constitutional Team		30 August 2017	

APPENDIX 1

Consultation undertaken

Site notice date: 17/03/2017

Press notice date: n/a

Case officer site visit date: 17/03/2017

Neighbour consultation letters sent: 17/03/2017

Internal services consulted:

n/a

Statutory and non-statutory organisations consulted:

n/a

Neighbour and local groups consulted:

Flat 2 195 Camberwell New Road SE5 0TJ	Flat 2 205 Camberwell New Road SE5 0TJ
Flat 1 195 Camberwell New Road SE5 0TJ	Flat 1 205 Camberwell New Road SE5 0TJ
199a Camberwell New Road London SE5 0TJ	205a Camberwell New Road London SE5 0TJ
Flat 3 195 Camberwell New Road SE5 0TJ	Flat A 187 Camberwell New Road SE5 0TJ
199b Camberwell New Road London SE5 0TJ	Flat B 187 Camberwell New Road SE5 0TJ
139 Farmers Road London SE5 0TW	203 Camberwell New Road London SE5 0TJ
6 Madrigal Lane London SE5 0TD	193 Camberwell New Road London SE5 0TJ
197b Camberwell New Road London SE5 0TJ	201 Camberwell New Road London SE5 0TJ
226-230 Farmers Road London SE5 0TW	203 Camberwell New Road London SE5 0TJ
Unit 4 222-224 Farmers Road SE5 0TW	On Behalf Of The Camberwell Society London SE5 8BP
Unit 3 222-224 Farmers Road SE5 0TW	199a Camberwell New Road London SE5 0TJ
Unit 5 222-224 Farmers Road SE5 0TW	57 Clive Road Colliers Wood SW19 2JA
Unit 2 222-224 Farmers Road SE5 0TW	Flat 1 205 Camberwell New Road SE5 0TJ
199c Camberwell New Road London SE5 0TJ	5c Old Town London SW4 0JT
197c Camberwell New Road London SE5 0TJ	First Floor And Second Floor Flat 179 Camberwell New Road SE5 0TJ
199d Camberwell New Road London SE5 0TJ	211 Camberwell New Road London Se50tj
197d Camberwell New Road London SE5 0TJ	275 Camberwell New Road London SE5 0TF
185 Camberwell New Road London SE5 0TJ	211 Camberwell New Road London SE5 0TJ
Highshore School 135 Farmers Road SE5 0TW	211 Camberwell New Road London SE5 0TJ
191 Camberwell New Road London SE5 0TJ	2510 East Juanita Avenue Mesa
189 Camberwell New Road London SE5 0TJ	205 Camberwell New Road London se5 0tj
197a Camberwell New Road London SE5 0TJ	57 Clive Road London SW19 2JA
	Flat 1 205 Camberwell New Road SE5 0TJ

Re-consultation: 16/05/2017

APPENDIX 2

Consultation responses received

Internal services

None

Statutory and non-statutory organisations

None

Neighbours and local groups

Email representation

First Floor And Second Floor Flat 179 Camberwell New Road SE5 0TJ

Flat 1 205 Camberwell New Road SE5 0TJ

Flat 1 205 Camberwell New Road SE5 0TJ

Flat 1 205 Camberwell New Road SE5 0TJ

Flat 1 205 Camberwell New Road SE5 0TJ

Flat 1 205 Camberwell New Road SE5 0TJ

Flat 1 205 Camberwell New Road SE5 0TJ

Flat 1 205 Camberwell New Road SE5 0TJ

On Behalf Of The Camberwell Society London SE5 8BP

185 Camberwell New Road London SE5 0TJ

189 Camberwell New Road London SE5 0TJ

189 Camberwell New Road London SE5 0TJ

189 Camberwell New Road London SE5 0TJ

197a Camberwell New Road London SE5 0TJ

197a Camberwell New Road London SE5 0TJ

199a Camberwell New Road London SE5 0TJ

201 Camberwell New Road London SE5 0TJ

201 Camberwell New Road London SE5 0TJ

203 Camberwell New Road London SE5 0TJ

203 Camberwell New Road London SE5 0TJ

203 Camberwell New Road London SE5 0TJ

205 Camberwell New Road London se5 0tj

211 Camberwell New Road London SE5 0TJ

211 Camberwell New Road London SE5 0TJ

211 Camberwell New Road London Se50tj

275 Camberwell New Road London SE5 0TF

5c Old Town London SW4 0JT

57 Clive Road Colliers Wood SW19 2JA

57 Clive Road Colliers Wood SW19 2JA

57 Clive Road Colliers Wood SW19 2JA

57 Clive Road London SW19 2JA