

Address:	Ludham Estate 181 Mansfield Road London NW3 2HP		2
Application Number:	2019/4741/P	Officer: David Fowler	
Ward:	Camden Town with Primrose Hill		
Date Received:	04/05/2018		
<p>Proposal: Conversion of vacant basement garages beneath Ludham Estate to become an extension to existing independent art and vocational training school, London School of Mosaics (Class D1), and minor external alterations at ground floor level.</p>			
<p>Background Papers, Supporting Documents and Drawing Numbers:</p> <p>Existing: 097(L)001, 097(L)002.</p> <p>Proposed: 097(L)005 D, 097(L)006 B, 097(L)007 proposed GA2, 097(L)007, 097(L)009.</p> <p>Documents: Planning Statement (Public Works) dated 9 September 2019.</p>			
RECOMMENDATION SUMMARY: Grant conditional planning permission			
Applicant:		Agent:	
London School of Mosaics		Public Works Ltd.	

ANALYSIS INFORMATION

Land Use Details:			
	Use Class	Use Description	Floorspace (GIA sqm)
Existing	Vacant car parking (ancillary residential – C3)		1,629
	London School of Mosaics (Class D2)		891
Proposed	London School of Mosaics (Class D2)		2,520

Parking Details:		
	Parking Spaces (General)	Parking Spaces (Disabled)
Existing	c. 31 (unused)	Not known

Proposed	0	0
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OFFICERS' REPORT

Reason for Referral to Committee: Major development involving the conversion of more than 1000 sq. metres of non-residential floorspace [clause 3(i)];

EXECUTIVE SUMMARY

This application is for change of use of a vacant undercroft car park to provide additional accommodation for the London School of Mosaics (LSoM). The LSoM currently operate in the westernmost part of the undercroft, and would extend eastwards under the proposals.

The proposals are welcomed in land use terms as they would bring social and community benefits to the area, whilst making better use of an existing vacant area of the building.

The scheme originally proposed the provision of external bin stores, to replace existing refuse and recycling facilities, but these have been removed from the application. The proposal seeks to retain the existing bin stores. There have been objections to the application, but the majority of these were to the relocation of the bin stores which no longer forms part of the application.

Officers consider that subject to conditions on hours of use and a waste management strategy there would be no material impact on amenity. This waste management strategy would provide further detail setting out how the new LSoM accommodation would co-exist with the retained bin stores, which serve Ludham House.

1 SITE

- 1.1 The London School of Mosaics currently occupies the westernmost part of the undercroft of Ludham House, which is a residential block. This application relates to the undercroft to the east of the existing accommodation.
- 1.2 Ludham House is a Council-owned residential block located within Gospel Oak. Elaine Grove and Lamble Street lie to the east, some open space and Waxham House beyond lie to the north, Southampton Road lies to the west and Lismore Circus – some open green space lies to the south, with a railway line beyond.
- 1.3 The site is not located within a conservation area and there are no listed or locally-listed buildings on or in close proximity to the site.

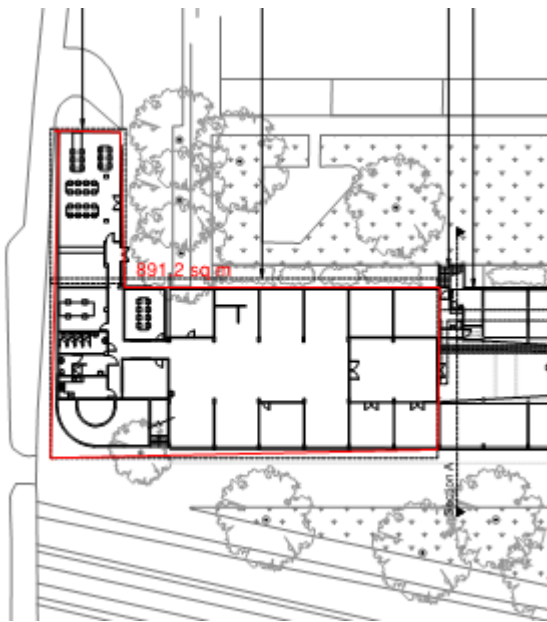


Figure 1: existing site plan

2 THE PROPOSAL

- 2.1 The application is for the conversion of vacant basement garages beneath Ludham House (area: 1,629sqm) to become an extension to the existing London School of Mosaics (LSoM) (Class D1). The extension would accommodate studios, providing new workspace, and would allow the existing LSoM accommodation to become a dedicated school and teaching area.
- 2.2 The new facilities would be accessed via the existing LSoM entrance, a ramp which leads on to Southampton Road.
- 2.3 The proposals originally featured the relocation of two existing bin stores in the undercroft and the location of new cycle stores on open space at Lismore Circus. Both these aspects were revised in response to officer and local concerns

regarding the impact on open space. The refuse stores will remain in-situ and cycle storage will also be provided within the undercroft.

3 RELEVANT HISTORY

- 3.1 Ludham House was completed around 1975.
- 3.2 2013/5800/P – Planning permission granted for ‘Change of use of western part of underground car park (Class C3) to provide training centre (Class D1) plus external alterations to western entrance.’ 22/11/2013.
- 3.3 2018/2657/P – Planning permission granted for ‘change of use of north-west part of underground car park (Class C3) to provide additional floorspace to existing training centre (Class D1) plus external alterations to entrance.’ 23/08/2013. This permission has been implemented.

4 CONSULTATION SUMMARY

Statutory Consultees

- 4.1 **Thames Water** – no objections subject to an informative.

Officer response: the informatives recommended by Thames Water were standard informatives relating to basement excavations and redevelopment. The informatives have been adjusted by officers to omit those elements which are not considered to be relevant to a proposal of this nature which is for change of use of an existing basement.

- 4.2 **Metropolitan Police** - overall support the application
- Proposals will utilise and reactivate space
 - Premises should be secure
 - Bin stores need to be secure – risk of fly tipping, rough sleeping and drug abuse
 - Bushes should be cut back to increase visibility.

Officer response: The new premises will be entered as per the existing, with the same security arrangements. The re-located bin stores have been removed from the application. There are no landscaping works proposed as part of this application.

Adjoining Occupiers

- 4.3 Four site notices were displayed from 18/10/2019 (expiring on 11/11/2019). A press notice was published on 12/03/2020 (expiring on 05/04/2020).

Representations summary

- 4.4 **17 objections** were received on the grounds laid out below. Some of these objectors support the principle of the proposals whilst raising the below objections. Many of the objections relate to moving the bin stores on to open space, which has since been deleted from the scheme.

Bin stores

- Rubbish should not be moved on to open space, bin stores will attract vandalism, dumping and provide places to hide and take drugs
- Bin lorries would go through open space, impact on users of open space - children, shoppers, people doing sport, the Somali community, church goers, tenants
- Much work has been done to regenerate Lismore Circus – this will have an impact
- Plan to move bin stores on to open space disregards local residents
- Harm to local environment
- Health risk from moving bins
- Smell from proposed bin stores

Officer response: Bin stores are no longer proposed externally, see section on 'Waste strategy' below.

Amenity

- Noise and disruption, impact on young families and the elderly not the right place to start a business
- Increase in pedestrian and vehicular traffic, 90 new units would bring 90 new people per day, inadequate facilities for increase in people
- Not properly discussed with locals, LSoM's lack of candour, no notes provided from residents' meetings

Officer response: See section on 'Amenity' below.

- 4.5 **Elaine Grove and Oak Village Residents Association (EGOVRA)** originally objected on the grounds of moving the rubbish on to open space and the general impact from the rubbish stores. They have since written to say they withdraw their objections provided bin movement and washing remains in the undercroft and they suggest a condition to ensure this. They also require clarification of waste collection facilities for the new studios.

Officer response: See section on 'Amenity'.

- 4.6 **14 letters of support** were received on the grounds laid out below.

- Proposals are a good idea
- Would allow many more artists, would be affordable
- LSoM has a warm community and encourages supportive collaboration, inclusive organisation, will foster artistic community, will foster community spirit, asset to community
- Benefits to local residents, place for kids to go, good for young people
- LSoM is a centre for excellence, vocational benefits

- Will create a positive happy place
- Will discourage anti-social behaviour, discourage fear of crime
- Will help with refuse issues including fly-tipping, the existing rubbish chutes are not sufficient, LSoM does not cause the refuse issues, bin stores need to be moved
- Space is unused

Officer response: The proposed expansion of the facility is supported in principle. The refuse stores would not be changed under the proposals.

4.7 Ludham and Waxham Tenants and Residents Association (TRA) SUPPORTS on the following grounds:

- Area suffers from inequality, social deprivation, crime and anti-social behaviour, proposals will transform estate
- LSoM has given new focus of ownership for people who live in area
- LSoM has enabled residents to be part of a creative, ambitious, accessible, well-run project that engages and includes
- Undercroft currently suffers from vermin, debris and is unsafe

5 POLICIES AND GUIDANCE

5.1 National Planning Policy Framework 2019

London Plan consolidated with alterations 2016

London Plan (intend to publish) 2020

5.2 Mayor's Supplementary Planning Guidance

5.3 Camden Local Plan (2017)

Policy G1 Delivery and location of growth
 Policy A1 Managing the impact of development
 Policy A2 Open space
 Policy A4 Noise and vibration
 Policy C1 Health and wellbeing
 Policy C2 Community facilities
 Policy C5 Safety and security
 Policy C6 Access for all
 Policy D1 Design
 Policy CC5 Waste

5.4 Supplementary Planning Policies

Camden Planning Guidance (2013) (also emerging updates to many of the documents below 2018)

CPG Design

CPG Sustainability
CPG Amenity
CPG Transport
CPG Planning obligations

ASSESSMENT

The principal considerations material to the determination of this application are considered in the following sections of this report:

6	Land use
7	Waste strategy
8	Impact on neighbouring amenity
9	Transport
10	Design
11	Sustainable design and construction
12	Accessibility
13	Mayor of London's Crossrail CIL/Camden CIL
14	Conclusion
15	Recommendations
16	Legal comments
17	Conditions

6 Land use

- 6.1 Policy C2 of the Camden Local Plan supports the development of community facilities.
- 6.2 LSoM is an independent art school that teaches mosaic art to children and adults. LSoM is a charity and a not for profit social enterprise. LSoM currently operates within the western undercroft of Ludham House, a residential block in Gospel Oak. The current LSoM has a floorspace of 891sqm and is accessed at basement level, via a ramp from the space between Ludham House and Waxham House, which lies to the north, just east of Southampton Road. The basement undercroft was originally used as garages for Ludham House, but have not been used since 2000 and have been locked up since then.
- 6.3 The proposal expands the space used by the school taking in a larger part of the undercroft. The Council's Economic Development team supports the creation of the new space and welcome the positive integration of education and training facilities, workshop space and community activities proposed within the space.
- 6.4 Officers acknowledge that the LSoM is a positive institution for the borough and brings many community benefits. The opportunities for graduates and other local craftspeople to move-on and develop start-up enterprises whilst remaining linked to the wider school community would be positive. The use of the vacant undercroft by the LSoM is strongly supported in land use terms.

7 Waste strategy

- 7.1 Policy CC5 and Camden Planning Guidance Design are relevant with regards to waste and recycling storage and seek to ensure that appropriate storage for waste and recyclables is provided in all developments.
- 7.2 There are two bin stores in this part of the undercroft, which serve the residents of Ludham House. These would be retained under the proposals. The bins would therefore have to be moved through the new LSoM accommodation for emptying. The waste would be removed from these stores by the caretaker – as per the existing situation. A Waste Management Strategy would be secured by condition, to ensure that LSoM work with the caretaker, to outline how the waste collection would function and to ensure there were no issues. Whilst officers recognise it is not ideal for LSoM, this is considered as much better solution than moving the refuse outside of the basement undercroft and it is considered that a management solution can allow the two uses to co-exist successfully.
- 7.3 The applicant team and the TRA have said that there are problems with the existing refuse situation with the current facilities not being large enough, and they had hoped to resolve the situation. However, the provision of new bin stores would have impacted on open space and would also have resulted in residents of the Ludham Estate having to walk further to dispose of rubbish. After discussions with Housing and Waste Services, this option was not supported given that some residents are

older and some may have disabilities and that if it is not a 'human based' solution, then this could lead to fly tipping.

- 7.4 Given there will be no change in the refuse storage and collection arrangements, with no external refuse stores proposed, the objections around waste have been overcome.

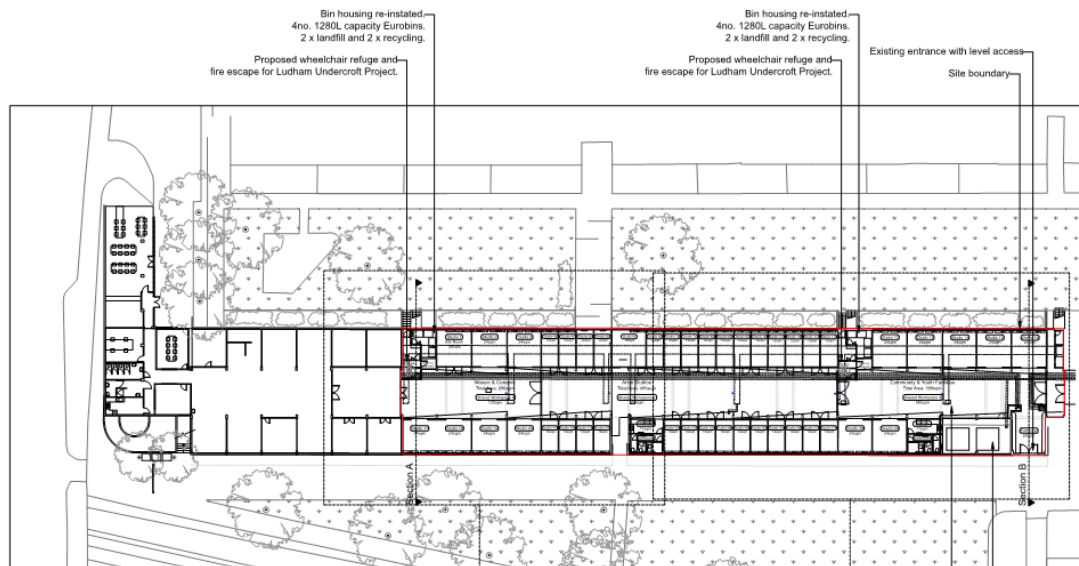


Figure 2: Proposed plan, showing location of retained bin stores.

With regards to the servicing of the proposed extended LSoM, there are currently 2 x general waste collections per week, on Tuesdays & Fridays and 1 x bulk waste collection per week on Wednesdays. There would be no change to these collections – the LSoM would just have 2-4 additional bins, which is considered sufficient.

8 Impact on neighbouring amenity

- 8.1 Camden Local Plan policies A1, and A4 and CPG6 (Amenity) are relevant with regards to the impact on the amenity of residential properties in the area. Camden Local Plan policy C5 and CPG1 (Design) are relevant with regards to secure by design.
- 8.2 The proposals would result in more activity in the undercroft and along Lismore Circus, including later on in the evenings. LSoM estimate there would likely be 30-50 people at any one time using the premises. This would discourage anti-social behaviour in an area that suffers from such issues. Environmental Health were consulted and raised no objections. Whilst there would be more activity associated with the LSoM, given the size of the premises in question and the nature of the proposed land use, this would not result in significant noise or disturbance. The LSoM currently operates within the western end of the undercroft, without raising issues of noise and disturbance to local residents. Sound insulation is proposed between the flats above and the new workshops in the undercroft. An hours of use condition is recommended, limiting the use of the premises from 9am to 10pm Monday to Saturday.

9 Transport

- 9.1 Camden Local Plan policies T1, T2, A1 and the Transport CPG are relevant with regards to transport issues.
- 9.2 The existing car parking spaces have not been used since the undercroft was closed off in 2000. There would be no parking provided under the proposals. Proposals which discourage the use of private motor vehicles, such as this, are supported. Blue badge holders would be able to use general parking on-street.
- 9.3 Policy T1 of the Local Plan requires developments to sufficiently provide for the needs of cyclists. The London Plan provides guidance on minimum cycle parking standards, which are:
- 1 long stay space per 4 FTE staff + 1 space per 20 FTE students, 2 for staff , 2 for students/users
 - 1 short stay space per 7 FTE students. 30-50 students/users = $50/7 = 7$ spaces.
- 9.4 Space for 12 cycles is proposed within the undercroft, which accords with the London Plan and is welcomed. No short-stay spaces are being secured, given that cycle stores on open space were not considered acceptable, and as visitors will be able to use the long-stay spaces. A condition is attached requiring full details of cycle parking.
- 9.5 Given the minor nature of the works, a Construction Management Plan (CMP) is not required.

10 Design

- 10.1 Policy D1 (Design) of the Camden Local Plan and Camden CPG (Design) are relevant to design.
- 10.2 The grills on the exterior, facing Lismore Circus would be removed. These are considered unsightly and not a significant feature in design terms. Their removal would allow views in and out of the workshop which would have amenity/security benefits as discussed below.

11 Sustainable design and construction

- 11.1 Given there is no additional floorspace involved in the proposals, only the conversion of existing floorspace, a sustainability statement is not required. The proposals are a refurbishment and fit out rather than erection of any new buildings. The proposals involve the reuse of an existing vacant space and are sustainable in principle. The proposal has sustainability credentials because it reuses existing vacant space, which would previously have been used for car parking. Given the proposals are a

re-fit of existing premises, it is difficult for the applicant to do more to improve the sustainability of the building.

12 Accessibility

- 12.1 The existing access arrangements would remain to the LSoM down the ramp from Southampton Road. New doors would be fitted to an existing access point, with level access. Two WCs will be provided that can serve people using wheelchairs.

13 Mayor of London's Crossrail CIL/Camden CIL

- 13.1 The proposals are not liable for Camden CIL and given the applicant is a charity are subject to charitable relief on the Mayor of London CIL.

14 CONCLUSION

- 14.1 Officers recognise the good work done by LSoM and the extension of the school into the vacant undercroft would bring community, education and social benefits to an area, which suffers from deprivation.
- 14.2 Given the conditions on hours of use and the waste strategy, officers consider there would be no material amenity impacts.

15 RECOMMENDATIONS

- 15.1 Grant Planning Permission subject to conditions.

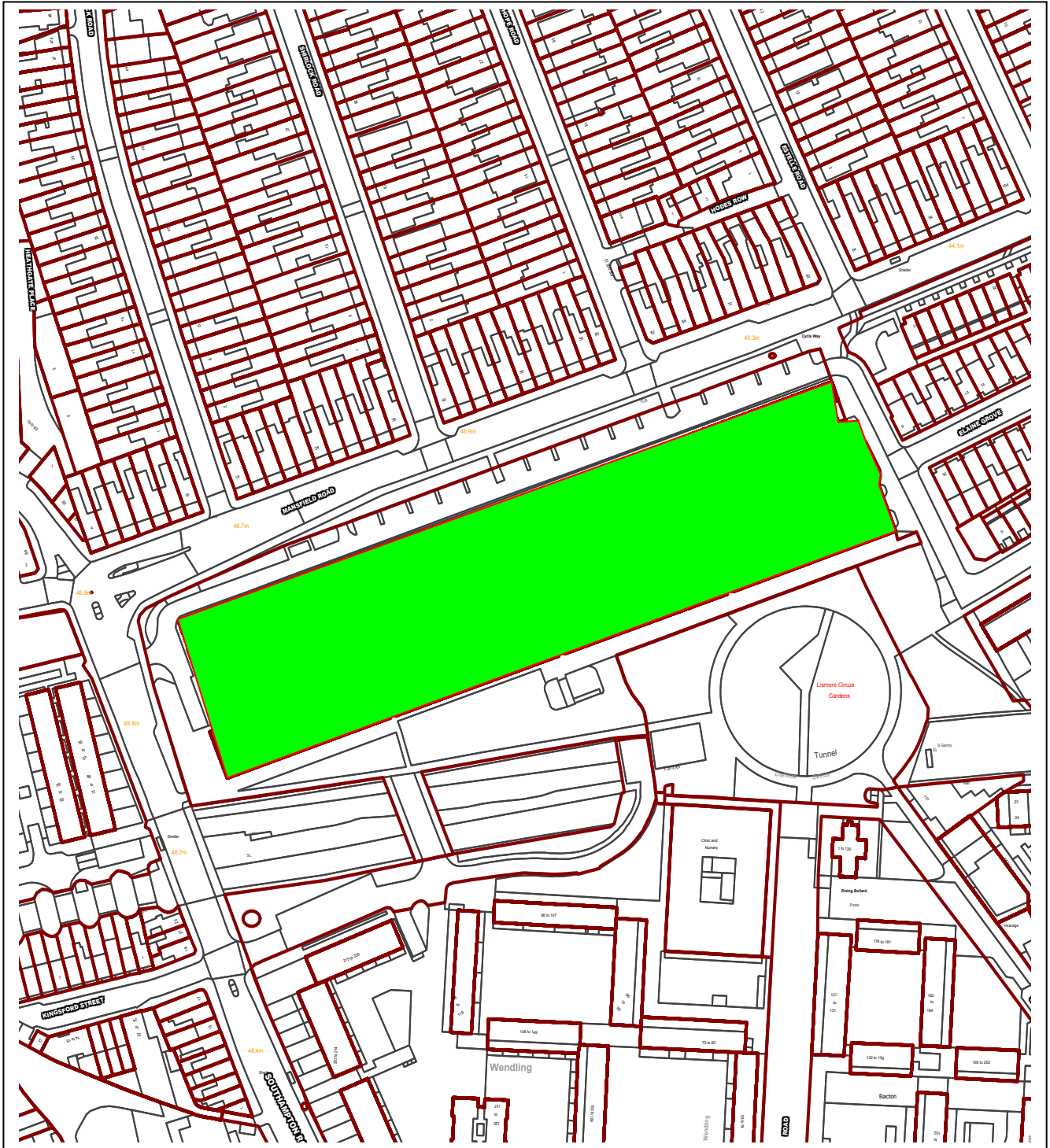
16 LEGAL COMMENTS

- 16.1 Members are referred to the note from the Legal Division at the start of the Agenda.

17 Conditions – planning application

1	<p>Three years from the date of this permission</p> <p>This development must be begun not later than three years from the date of this permission.</p> <p>Reason: In order to comply with the provisions of Section 92 of the Town and Country Planning Act 1990 (as amended).</p>
2	<p>Approved drawings</p> <p>The development hereby permitted shall be carried out in accordance with the following approved plans:</p> <p>Proposed: 097(L)005 D, 097(L)006 B, 097(L)007 proposed GA2, 097(L)007, 097(L)009.</p> <p>Documents: Planning Statement (Public Works) dated 9 September 2019.</p> <p>Reason: For the avoidance of doubt and in the interest of proper planning.</p>
5	<p>Cycle parking</p> <p>Prior to first occupation, detailed plans showing bicycle parking with 12 spaces shall be submitted to and approved by the local planning authority in writing. These facilities shall be built out prior to commencement of the new use. All such facilities shall thereafter be permanently retained.</p> <p>Reason: To ensure that the scheme makes adequate provision for cycle users in accordance with Camden Local Plan policies T1 and T2, the London Plan and CPG Transport.</p>
6	<p>Waste Management Strategy</p> <p>Prior to first occupation, a Waste Management Strategy shall be submitted to and approved by the Council in writing. The premises shall be operated in accordance with this strategy thereafter in perpetuity.</p> <p>Reason: To safeguard the amenities of the adjoining occupiers and the area generally and to ensure the provision of adequate facilities for the storage and collection of waste and recycling in accordance with the requirements of Camden Local Plan policy A1 and policy CC5.</p>
7	<p>Hours of use</p> <p>The use hereby permitted shall only be carried out between 09:00 to 22:00 Mon-Sat and not at all on Sundays and bank holidays.</p>

	<p>Reason:</p> <p>To safeguard the amenities of the adjoining occupiers and the area generally in accordance with the requirements of Camden Local Plan policy A1 and policy A4.</p>
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Application No 2019/4149/P

Ludham Estate
181 Mansfield Road
London
NW3 2HP

Scale 1:2000

