

Delegated Report		Analysis sheet	Expiry Date:	10/07/2013
		N/A / attached	Consultation Expiry Date:	10/06/2013
Officer			Application Number	
Aysegul Olcar-Chamberlin			2013/1872/P	
Application Address			Drawing Numbers	
8 Camden Road London NW1 9DP			See draft decision notice	
PO 3/4	Area Team Signature	C&UD	Authorised Officer Signature	
Proposal				
Change of use of basement and ground floor levels from office use (Class B1a) to residential use (Class C3) including erection of part 2 part 3 storey rear building plus basement infill rear extension and alterations to lightwells and fenestrations (following demolition of existing rear ground floor addition)all in connection to provide 4 x 2 bedroom self-contained maisonettes.				
Recommendation:		Grant permission subject to S106		
Application Type:		Full Planning Permission		

Conditions or Reasons for Refusal:	Refer to Draft Decision Notice					
Informatives:						
Consultations						
Adjoining Occupiers:	No. notified	07	No. of responses	00	No. of objections	00
			No. electronic	00		
Summary of consultation responses:	<p>No response form the adjoining occupiers has been received.</p> <p>The contact manager of upper floor levels of 8 Camden Street which is owned by the Council in summary, made the following comments:</p> <ul style="list-style-type: none"> • No permission has been asked from the freeholder to make the proposed change of use and alterations and extensions. • Camden has a responsibility to take care of the external fabric. If the rear part of the building demolished there will be a dispute regarding the responsibility. 					
CAAC/Local groups comments:	No response has been received.					
Site Description						
<p>The application site is a three storey plus basement level end-of-terrace property located on the corner of Bayham Street and Camden Road in the Camden Town Centre. The property has an existing ground floor rear addition facing onto Bayham Street.</p> <p>Although the site is not in a Conservation Area it is located opposite the Camden Town Conservation Area. The application site also form an early 19th centaury terrace of properties some of which are Grade II listed (18-62 Camden Road).</p> <p>The Council sold the application property to the applicants and is still the freeholder of the site.</p>						
Relevant History						
<p>29030 – Planning permission was granted on 26/09/1979 for the continued use for offices with meeting room to the rear on the basement and ground floor.</p>						
Relevant policies						
<p>National Planning Policy Framework (NPPF) (2012)</p> <p>The Landon Plan (2011)</p> <p>LDF Core Strategy and Development Policies</p> <p>CS1 (Distribution of growth)</p> <p>CS3 (Other highly accessible areas)</p>						

CS5 (Managing the impact of growth and development)
CS6 (Providing quality homes)
CS7 (Promoting Camden's centres and shops)
CS8 (Promoting a successful and inclusive Camden economy)
CS11 (Promoting sustainable and efficient travel)
CS13 (Tackling climate change through promoting higher environmental standards)
CS14 (Promoting high quality places and conserving our heritage)
CS18 (Dealing with our waste and encouraging recycling)
CS19 (Delivering and monitoring the Core Strategy)

DP2 (Making full use of Camden's capacity for housing)
DP5 (Homes of different sizes)
DP6 (Lifetime Homes and wheelchair homes)
DP13 (Employment sites and premises)
DP16 (The transport implications of development)
DP17 (Walking, cycling and public transport)
DP18 (Parking standards and limiting the availability of car parking)
DP19 (Managing the impact of parking)
DP24 (Securing high quality design)
DP25 (Conserving Camden's heritage)
DP26 (Managing the impact of development on occupiers and neighbours)

Camden Planning Guidance 2011

CPG 1 – Design
CPG 2- Housing
CPG3 - Sustainability
CPG5 - Town Centres, Retail & Employment
CPG 6 – Amenity

Camden Town Conservation Area Appraisal and Management (2007)

Assessment

Background

This application has been submitted after pre-application discussions in 2012. Since the pre-application discussions the design of the proposed scheme has been improved.

Proposal

It is proposed to change of the use of basement and ground floor levels from office to self-contained residential units including a new building replacing the existing ground floor rear addition, basement infill rear extension and alterations to the front and side light wells and fenestrations of the main building.

Land Use

Loss of office space:

The proposal would result in loss of 197sqm B1 office space in Camden Town. The office lease terminated in 2007 and the premises have been vacant since then (though it has recently been squatted). The building is in an average state of repair and its fabric is currently in a very poor state of repair. According to the Design and Access Statement submitted with this application the office space does not function well as it is poorly insulated and has narrow corridors and poor daylighting and the rooms are small and cellular.

Paragraph 22 of NPPF also states:

“Planning policies should avoid the long term protection of sites allocated for employment use where there is no reasonable prospect of a site being used for that purpose. Land allocations should be regularly reviewed. Where there is no reasonable prospect of a site being used for the allocated employment use, applications for alternative uses of land or buildings should be treated on their merits having regard to market signals and the relative need for different land uses to support sustainable local communities.”

LDF policy CS8 seeks to safeguard existing employment sites and premises in the borough that meets a need. LDF policy DP13 also states that when it can be demonstrated that a site is not suitable for any other business use other than B1(a) offices, the Council may allow a change to permanent residential or community uses. Section 6 of CPG5 also aims to protect existing sites and premises that meet the needs of businesses and employers and sets criteria for consideration for a change of use from office to a non-business use.

According to the set criteria the existing office is too big for small and medium size business and is not suitable for those who seek modern office spaces as it is part of an old building which is not a purpose built. It is also noted that the existing office space benefits from the permitted development rights which was recently given by the government to allow changes of use from office use to residential use.

In light of the above there is no reason to resist releasing the site from an employment use.

Proposed residential:

The application premises are located on a sensitive frontage as shown Figure 1 of CPG5. The frontage contains significant amounts of housing and therefore the proposed residential use is considered to be suitable for the sensitive nature of this location.

Policies CS1 and DP2 promote residential use and policy CS6 promotes well-designed homes and making full use of Camden’s capacity for housing. Therefore the proposed residential use is considered to be acceptable in principle subject to mix of units, quality of accommodation and impact on the neighbouring residential amenities and the character and appearance of the Conservation Area. These are explored below.

Mix of units and Accommodation Standards

Development policy DP5 seeks to ensure that all new housing provided is in line with the housing priorities for the borough. The proposed mix of the proposed residential units would be 4 x 2 bedroom self-contained maisonettes. The housing priority for market two bedroom units is very high and the proposal therefore complies with the aims of policy DP5.

Policies CS6 and DP26 seek to secure the provision of quality homes that provide an acceptable standard of accommodation in terms of internal arrangements, dwelling and room sizes, and amenity space. All of the proposed maisonettes would benefit from small outdoor (court yards and terraces). The proposed bedrooms of maisonettes 1, 2 and 3 on the basement level would have limited outlook and daylight.

According to the Council’s standards shown on Figure 10 of CPG2 allowable window area which is not blocked by walls within 30° should be greater than 1/10th floor area of the room. The front bedroom of maisonette 1 and second bedroom of maisonette 2 would not achieve this. Given the proposed maisonettes 1,2 and 3 would have open plan living and kitchen spaces each on the ground

floor level benefitting from good outlook and daylight overall they are considered to provide acceptable living standards for the future occupiers. It should also be noted that the basement floor could have been used as a residential under the recent permitted development rights. It is considered that the application have made reasonable affords to improve the existing living conditions on basement level.

The proposed maisonette 4 would be on the first and second floor levels and therefore would benefit from good outlook and daylight.

The proposed maisonettes would have acceptable sizes in accordance with the Council's space standards for new self-contained dwellings on page 54 of CPG2 (see below table). The floor area of the proposed maisonette 2 would be 2 m² below the Council's space standards. Given the maisonette 2 would have a 4 m² outdoor terrace area and good layout the shortfall is considered not to significantly affect the living conditions. The sizes of the proposed rooms would also meet the Council's standards.

	Floor areas (m ²)	Maximum persons occupancy	Council's space standards for new self-contained units (m ²)
Maisonette 1 (two double bedrooms)	80	4	75
Maisonette 2 (two double bedrooms)	73	4	75
Maisonette 3 (two double bedrooms)	77	4	75
Maisonette 4 (one double and one single bedrooms)	68	3	61

The proposed residential units are considered to provide acceptable living standards for the future occupiers.

Design and Appearance

Policy DP24 states that the Council will require all developments, including alterations and extensions to be of the highest standard of design and respect character, setting, form and scale of the neighbouring properties and character and proportions of the existing building. The Conservation Area Appraisal also states that high quality design and high quality execution will be required of all new development.

This part of Camden Road is characterised by progression of terraces has a mixture of residential and commercial character. The application premises arranged over two storey rear addition facing onto Bayham Street with a basement element of 8 Camden Road. The upper floors of 8 Camden Road are in residential use and do not form part of this application.

The application site is an end of terrace property with a single storey rear addition and occupies a corner plot where Camden Road meets Bayham Street. Such plots are fairly common in the area and represent features of openness to the rear of the terrace on the primary street (Camden road) in an otherwise fairly densely developed environment, where the buildings are generally arranged in terraces 3 or more storeys in height. These open corner spaces are of significance in setting the

character and appearance of the area and providing welcome breaks in the generally unbroken and substantial frontages.

The proposed of part two part three storey rear building plus basement infill rear extension:

The existing rear ground floor addition forms part of Bayham Street elevation and joins to a terrace of three storey Georgian brick fronted houses. It is proposed to replace the existing addition with a contemporary townhouse type of building. It is aimed to create interpretation of the adjoining Georgian terrace by using traditional counterpart and picking up the key building lines. The proposed building is considered to successfully extend the terrace without aping the traditional buildings it abuts.

The use of brick provides a common palette of materials whilst the height of the openings and use of solid balcony at second floor levels allows the glazing to relate to the hierarchy of the traditional domestic dwellings. The solid to void ratio also responds to that found on the adjoining buildings resulting in a distinct relationship which will allow the new build to sit comfortably with its neighbours even though it is of contemporary appearance.

The site is located in dense urban environment of Camden Town opposite a similar junction plot which has been infilled a full three storeys historically. The height of the new building immediately adjacent to the rear of 8 Camden Road is two storey (one storey below the height of 8 Camden Road) and increasing to the height of the adjoining Georgian terrace (three storey). This stepped design maintains the openness of the rear of the terrace on Camden Road and respects the townscape. The design also incorporates a lattice brick screen which allows light through the façade at first floor level and further highlights the gap whilst concealing the unattractive closet extension to the rear of 8 Camden Road. It is noted that the existing gap does not provide a significant view to the rear gardens and the application site is outside the Camden Town Conservation Area. In this context it is considered that the variation in the height of the new building allow a sufficient openness in this particular location.

The Council's design specialist considered the use of modern and simple palette of materials to be acceptable and recommended the brick to be used in the proposed development to have a tone which would respect the neighbouring properties. A condition for samples of materials is recommended to address this.

Alterations to fenestrations:

Minor alterations involving new openings on the front and west side basement level and new entrance door replacing the ground floor blind window on the side / Bayham Street elevation of the main house are proposed. The proposed openings on basement level would not affect the street elevations of the building and would not be readily visible from the public views. The new entrance door would correspond well to the temporary design of the proposed new building and would not significantly alter the side elevation of the main house.

Alterations to Lightwells:

The subject property has existing front and side lightwells. The rest of the terrace on Camden Road and the adjoining terrace on Bayham Street have also lightwells on their frontages.

The existing front lightwell would be retained. The proposed alterations to the side lightwells would include new staircase with railings and creation of two separated lightwells. The proposed side lightwells would be secured by simply designed railings. The proportions of the proposed side lightwells would respect to that of the adjoining terrace. The pattern and appearance of the proposed railings would also respect to the rest of the railings on the street scenes.

The proposed extensions and alterations would be systematic to the scale and appearance of the neighbouring buildings and would add an interest to the side elevation of this corner plot and acceptable in design terms.

Neighbouring Amenity

Development policy DP26 seeks to ensure that the amenities of existing and future occupiers are not unduly impacted by development in terms of overlooking, outlook, loss of daylight/sunlight, noise and vibration. The application property is surrounded by residential properties. The proposal could most affect 8 and 10 Camden Road and 152 Bayham Street.

The flank elevation of 152 Bayham Street is blank and the floor levels of the new building above the ground floor level would not project beyond the rear wall of this property therefore the proposal would not affect the residential amenities of 152 Bayham Street in terms of loss of outlook, daylight and privacy.

Daylight:

The applicants submitted a Daylight and Sunlight assessment to demonstrate the negligible impact of the proposed development on the daylight amenities of the neighbouring residential properties. This assessment mainly compares the massing of the existing rear addition with the proposed building and concludes that the habitable rooms of the neighbouring properties (in particular the residential property on the upper floors of 8 Camden Road) would receive vertical sky component and daylight distribution levels which are in compliance with the BRE targets.

The proposed building would be located directly opposite to the rear elevation of 8 Camden Road. As mentioned before the upper floors of 8 Camden Road (above ground floor level) accommodates a separate residential property. The rear elevation of 8 Camden Road is south-east facing and has one WC window, one kitchen window and one bedroom window on the first and second floor levels. The first floor level of the proposed building would be approximately 3.2m from the first floor kitchen window and 6.2m from the second floor bedroom window. The second floor window would be outside the 25 degree line from the proposed building and therefore its daylight levels would not be affected. Although the first floor kitchen window would be within the 25 degree line it is unlikely that the proposal would significantly worsen the existing situation due to the orientation of the building. It is also noted that the first floor kitchen of 8 Camden Road is too small to be considered as a habitable room.

Overlooking:

There would be some overlooking from the proposed rear terraces on the ground floor level to the rear garden of 10 Camden Road. Given the high density urban development pattern of the area the neighbouring properties overlook each other's gardens. This additional overlooking is considered to be acceptable in this case and is not significantly affect the amenities of 10 Camden Road. However the proposed ground floor terrace of maisonette 3 would be immediately adjacent to the shared boundary with 10 Camden Road and by reason of its location there would be an oblique angle views towards the rear windows of 10 Camden Road within less than 18m. This could be rectified by way of a condition for privacy screening to the north and east sides of the proposed ground floor terrace of maisonette 3.

There could also be overlooking from the proposed roof terrace to the second floor bedroom window of 8 Camden Road. This could also be rectified by way of a condition for privacy screening to the north east side of the proposed roof terrace.

Subject to a condition to ensure the privacy of the adjoining properties (8 and 10 Camden Road) the

proposal is considered not significantly harm the residential amenities of the neighbouring properties.

Access and Lifetime Homes

The existing side entrance door to the upper floor levels, accessible from the new staircase would be retained. The proposed residential units would be accessed via three new entrance points on Bayham Street. The proposed maisonettes 1 and 2 would have their own separate entrances and the proposed maisonettes 3 and 4 would share a common entrance hall.

Policy DP6 requires all new housing developments to comply with Lifetime Homes criteria as far as reasonably possible. Given the site constraints it would be unreasonable to expect compliance of all 16 lifetime homes criteria. According to the lifetime homes statement submitted with this application there would a slight step to each entrance to allow for a level landing; each entrances would be illuminated; adequate circulation space for wheelchair users would be possible; each of the proposed units accessed from the ground floor would have an entrance level living space; two of the proposed units would have disable accessible WC etc.

Overall, it is considered that the proposed house would provide acceptable living standards for the future occupiers.

Sustainability

Policy DP22 requires developments to incorporate sustainable design and construction measures and expects new build housing to meet at least Code Level 4. The applicants submitted a sustainability statement prepared in accordance with section 9 of CPG3 address this policy. According to the statement the proposed development could achieve the Code for Sustainable Homes Level 4 by incorporating the following sustainability measures:

- The building's envelop will be designed to perform significantly better than the Building Regulation standards;
- Use of heat recovery units and low energy lighting system linked to lighting controls;
- Monitoring/metering energy supplies;
- Use of solar thermal collectors;
- Use of water efficient appliances;
- Use of SUDs to ensure that the peak rate of runoff into watercourses no worse than the existing sites runoff rate.
- Choosing materials from responsible sources;
- Construction management ; and
- Encouraging use of green transport modes.

It is considered that the applications gave careful and sufficient consideration to the suitable suitability measures. Implementation of these measures is recommended to be secured via S106 agreement.

Transport

Car parking

Policies CS11 and DP17 seek to encourage sustainable modes of transport in Camden and DP18 addresses the supply of car parking in the borough to reduce congestion and promote the use of more sustainable modes. The application site benefits from a high connectivity to public transport with a PTAL rating of 6b therefore it is suitable for a car free development in accordance with policy DP18.

Given the parking stress and the highly accessible location of the site the proposed residential units

should be made car-free through a Section 106 legal agreement.

Cycle parking

DP18 requires development to sufficiently provide for the needs of cyclists, which are contained in Appendix 2 of the Development Policies document. Camden's Parking Standards for cycles states that one storage or parking space is required per residential unit.

The proposal includes a bicycle storage within the side vault which would serve one of the proposed units. The proposed storage area is accessible from the staircase to the lightwell and can store up to two bicycles. Two of the proposed units have ground floor terraces which could potentially accommodate a bicycle each. Given the site constraints the proposed arrangement for bicycle storage is considered to be acceptable and complies with the aims of policy DP18.

Construction Management Plan:

Policy DP21 seeks to protect the safety and operation of the highway network. Bayham Street is part of the TfL 's bus network and that there is a pedestrian crossing in the vicinity of the application site. It is considered the proposed works would result in a large number of construction vehicle movements to and from the site, which will doubtless have a significant impact on the transport network in the area. TfL raised no objection to the proposal in principle and recommended that a construction logistic plan or statement should be conditioned if planning permission is granted.

A detailed Construction Management Plan in accordance with the requirements of section 8 of CPG6 needs to be secured via S106 legal agreement to minimise the impact of the construction work on the transport network and local amenity.

Financial contribution towards highway works:

In order to mitigate the impact of the increase in trips this development would generate, and to tie the development into the surrounding urban environment, a financial contribution should be required to repave the footway adjacent to the site. This work and any other work that needs to be undertaken within the highway reservation will need to be secured through a Section 106 Agreement with the Council. The amount of financial contribution would be calculated by the Council's Highways Design Team

The proposal is acceptable in transport terms subject to S106 agreement for car free housing, Construction Management Plan and Financial contribution towards highway works (amount to be calculated by the Council's Highways Design Team).

CIL

The application property has been vacant for more than 6 months therefore the Mayor's CIL is applicable to the proposed change of use. Within Camden this is set at £50 per square metre. As such this development would result in a contribution of £15,150 (303sq.m x £50), a standard informative is attached to the decision notice drawing the applicants attention to this.

Refuse Storage

The submitted Design and Access statement confirms that refuse stores would be incorporated for each unit. The proposed ground floor plan also shows three bin store areas located by the entrances of the proposed units on Bayham Street. This arrangement is considered to be acceptable.

It should also be noted that residential developments of fewer than 6 dwellings could be serviced by a kerbside waste and recyclables collections, whereby sacks are left on kerbside on collection days.

Conclusion

The loss of office use is not considered to have a significant impact on the economic vitality of the area and the proposed residential units which would provide acceptable mix and living standards in this location is welcomed in land use terms. The proposed building and alterations subject to a safeguarding condition is considered not to harm the amenities of the neighbouring residential properties.

Recommendation: Grant planning permission subject to s106 agreement with the following heads of term:

- Car free housing (for all the proposed units);
- Construction Management Plan;
- Financial contribution towards highway works (amount to be calculated by the Council's Highways Design Team); and
- Sustainability measures (submission and approval of design state assessment and post construction certificate to ensure the proposed development would meet the Code for Sustainable Homes Level 4).