

<b>Address:</b>	<b>Bourne Estate (south) Portpool Lane London EC1N</b>		
<b>Application Numbers:</b>	1) 2012/6372/P 2) 2012/6388/C 3) 2012/6759/L	<b>Officer: Ben Le Mare</b>	
<b>Ward:</b>	Holborn & Covent Garden		
<b>Date Received:</b>	<b>26/11/2012 (1 &amp; 2) &amp; 18/12/2012 (3)</b>		
<b>Proposals:</b> <b>1) <u>2012/6372/P - Full Planning Permission</u></b> Mixed use development comprising two new buildings to provide 75 units of new/replacement mixed tenure residential (Class C3); 216sqm of new/replacement community facilities (Class D1); an energy centre, substation, cycle parking and caretaker's facilities and associated landscape and public realm improvement works including the relocation and reprovision of an existing multi use games area and children's play space and the relocation and reorganisation of car parking within the site and on Portpool Lane, following demolition of Mawson House, an existing tenants hall, caretaker's facilities and a substation.			
<b>2) <u>2012/6388/C - Conservation Area Consent</u></b> Demolition of Mawson House (Class C3), an existing tenant's hall (Class D1), caretaker's facilities and a substation.			
<b>3) <u>2012/6759/L - Listed Building Consent</u></b> Alterations to the flank wall and chimney stack of Nigel buildings to enable the construction of a new residential block on Portpool Lane.			

**Drawing Numbers:****Planning Application & Conservation Area Consent**

Site Location Plan (BE 001); BE100; 160; 161; 162; 180; 200; 219 – 224; 225A; 226; 239; 240A; 241A; 242B; 243 – 246; 260; 261; 262A; 263 – 268; 280A; 281A; 282; 290; 440-001; 440-002; 440-003; 440-004; 440-005; 440-011; 440-012; 7239E(60)005-1; 7239E(60)005-2.

SD2 Archaeological Statement (by CampbellReith, dated November 2012); SD3 Heritage Statement (by Tibbalds, dated November 2012); SD4 Air Quality Assessment (by SKM, dated 21 November 2012); SD5 Biodiversity Survey and Report (by CampbellReith, dated November 2012); SD6 Energy and Sustainability Statement (by Tibbalds, tga consulting and Neeco consultants, dated November 2012); SD7 Flood Risk Assessment (by CampbellReith, dated November 2012); SD8 Land Quality Assessment (by CampbellReith, dated November 2012); SD9 Sunlight and Daylight (Right of Light Consulting, dated 20<sup>th</sup> November 2012); SD10 Ambient Noise Assessment (by CampbellReith, dated November 2012); SD11 Transport Assessment (by CampbellReith, dated November 2012); SD12 Tree Survey (Middlemarch Environmental Ltd, dated May 2012); SD13 Arboricultural Statement (Middlemarch Environmental Ltd, dated November 2012); SD14 Outline Construction Management Plan (by CampbellReith, dated November 2012); SD15 Basement Impact Assessment (by CampbellReith, dated November 2012); SD16 Pre-application Consultation Statement (by Tibbalds, November 2012); SD17 MUGA Noise Impact Assessment (by ACCON UK Limited, 16 November 2012); SD1 Planning Design and Access Statement (by MathewLloyd Architects and Tibbalds dated February 2013); Letter from Tibbalds dated 16<sup>th</sup> January 2013; Letter and landscape comparisons plan from Tibbalds dated 8<sup>th</sup> February 2013; Central Plant Air Quality Statement Revision 001 (by tga consulting, dated 07 February 2013).

**Listed Building Application**

Site Location Plan (5358/4.2/001); BE900 – 907; BE160 – 163; BE260; 261; BE280A; BE281A; SD3 Heritage Statement (by Tibbalds, dated November 2012); Design & Access Statement (by MathewLloyd Architects and Tibbalds dated December 2012)

**RECOMMENDATION SUMMARY:**

- 1) Grant Councils Own Permission Under Regulation 3**
- 2) Grant conservation area consent**
- 3) Grant listed building consent**

**Applicant:**

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**Agent:**

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## ANALYSIS INFORMATION

Land Use Details:			
	Use Class	Use Description	Floorspace (GEA)
Existing		<i>C3 Dwelling House (private)</i>	<i>75sqm</i>
		<i>C3 Dwelling House (social rented)</i>	<i>1523sqm</i>
		<i>D1 Non-Residential Institution</i>	<i>120sqm</i>
		<i>TOTAL</i>	<i>1718sqm</i>
Proposed		<i>C3 Dwelling House (private)</i>	<i>3556.9sqm</i>
		<i>C3 Dwelling House (intermediate)</i>	<i>1005.9sqm</i>
		<i>C3 Dwelling House (social rented)</i>	<i>4181.4sqm</i>
		<i>D1 Non-Residential Institution</i>	<i>216sqm</i>
		<i>TOTAL</i>	<i>8960.2sqm</i>

Residential Use Details:						
	Residential Type	No. of Bedrooms per Unit				
		1	2	3	4	Total
Existing	<i>Social rented</i>	10	4	5		<b>19</b>
	<i>Private</i>		1			<b>1</b>
<b>Total</b>		<b>10</b>	<b>5</b>	<b>5</b>		<b>20</b>
Proposed	<i>Social rented</i>	9	15	8	2	<b>34</b>
	<i>Intermediate</i>	6	4			<b>10</b>
	<i>Private</i>	8	16	6	1	<b>31</b>
<b>Total</b>		<b>23</b>	<b>35</b>	<b>14</b>	<b>3</b>	<b>75</b>

Parking Details:			
	General parking	Disabled parking	Cycle parking
Existing	39	0	unknown
Proposed	37	4	80

## **OFFICERS' REPORT**

### **Reason for Referral to Committee:**

**The proposal constitutes a 'major development' which involves the construction of more than 10 residential dwellings and more than 1000sqm of non-residential floorspace [Clause 3 (i)].**

**This application is the subject of a Planning Performance Agreement (PPA).**

### **1. SITE AND SURROUNDINGS**

- 1.1 The application site comprises the southern portion of the Bourne Estate and has a total area of 1.07ha. The site is bound by the existing perimeter blocks of the estate, Nigel and Laney buildings, to the north and east, and by Baldwins Gardens and St Alban's Church of England Primary School to the south west. To the East, the site is bound by Verulam Street and an existing office block which fronts onto Gray's Inn Road.
- 1.2 In historical context, the estate is partially located within the Hatton Garden Conservation Area. The estate is recognised as of the main examples of early and innovative housing estates designed by London County Council Architects department and built 1905-9 and is therefore Grade II listed. The listing identifies the buildings as having 'Free Classical style, with Arts and Crafts touches, developing the idiom established by the LCC Boundary Street and Millbank Estates in a formal direction.' The main features of the buildings include: 5/6 stories in height, elevations of yellow and red bricks with some blue and glazed bricks, portions of elevations towards Leather Lane and Portpool Lane are stuccoed, brick chimneys, slated roofs, stone string courses, parapets and segmental arches, wooden sash and casement windows, concrete open stairs and balconies with iron railings.
- 1.3 There are a number of open amenity spaces forming part of the estate including 2 children's play areas, to the west of Buckridge House which includes an area of 'natural play' and to the east of Mawson House. The site also boasts a multi-use games area (MUGA), a small ball court and a sizable area of green space to the west of Gooch House. In terms of community facilities there is an existing Tenants and Residents Association (TRA) hall (Class D1) which is well used and valued by the residents on the estate.
- 1.4 The site is highly accessible from a number of locations. The vehicular access is from Baldwins Gardens, Verulam Street and Portpool Lane (through existing arches). There is an emergency access point in front of Gooch House, but this is closed to regular traffic by gates at either end. A gated vehicular access point from Baldwin's Gardens via Leopards Court is currently used by refuse vehicles. In terms of pedestrian access, the estate is very permeable, as the existing arches are open and movement is unrestricted. There is a path through gardens to the rear of Gooch House that connects Portpool Lane and Verulam Street. The estate can also be used as a cut through from Leather Lane to Grays Inn Road and Portpool Lane in a variety of different ways. St Alban's Primary School is also accessible from within the site. Gray's Inn Road and Theobalds Road provide the main bus route to the site and Chancery Lane tube station lies approx. 250m to the south. The site has a PTAL of 6b (excellent), which is the highest rating.

- 1.5 The area surrounding the site is quite mixed, containing residential, office, retail, a daily street market (along Leather Lane) and other uses akin to its central London location. The topography of the site and the surrounding area is relatively flat.

## **2. THE PROPOSALS**

### **Background**

- 2.1 This estate regeneration scheme comes forward as part of an ongoing series of such projects to be delivered within the Council's Capital Investment Programme (CIP). It originally started life as part of the "*Investing in Camden's Homes*" 2007 strategy which set out the Council's plans to secure investment capital to deliver the Government's targets for decent homes. This strategy now forms part of the wider Community Investment Programme which was launched in December 2010 and seeks to make best use of the Council's land and property to support investment and improvements to places and facilities across the borough.
- 2.2 Following extensive consultation with residents over the last two years (further details provided in para. 4.6), a development option was selected in summer, with a Cabinet approval for the regeneration strategy on the 18th July 2012. This agreed to an L-shaped block attached to Nigel and running adjacent to Gooch as part of a first phase; and a U-shaped block in the place Mawson House as part of a second phase. A working group was set up, which included residents from Gooch and Bourne TRA, and other interested residents on the estate with a role of helping to oversee progression of the scheme through to completion.

### **The development proposals**

- 2.3 The main focus of the development is to deliver 75 units of new/replacement mixed tenure residential (Class C3); 216sqm of new/replacement community facilities (Class D1); an energy centre, substation, cycle parking and caretaker's facilities and associated landscape and public realm improvement works including the relocation and re-provision of an existing multi use games area and children's play space and the relocation and reorganisation of car parking within the site and on Portpool Lane, following demolition of Mawson House, an existing tenants hall, caretaker's facilities and a substation. Provide below is a summary of the main features of the proposal:

#### ***Block 1***

- 2.4 Block 1 is proposed to be 5 full stories in height with a setback sixth storey and a basement, with a frontage along Portpool Lane and directly opposite Gooch House. Block 1 would connect to the blank gable wall at the west end of Grade II listed Nigel Building and turn south towards Verulam Street, to form a new public open space, in front of Gooch House. To the east of the block a large internal courtyard would be formed with Buckridge and Nigel Buildings.
- 2.5 The basement of Block 1 would house the plant, caretaker facilities and a secure cycle store for 10 bikes. The TRA Hall would be provided on the corner of the block at ground floor level and have a direct access onto the new landscaped courtyard. The ground floor of Block 1 would provide space for plant and substation, caretaker facilities, a bin store and secure cycle for 18 bikes.
- 2.6 The first to fifth floors would provide a total of 27 residential units comprising:

- 19 social rented units (7 x 1 bed, 10 x 2 bed and 2 x 3 bed - total GEA: 2425.6sqm) towards the southern part of the block and accessed off the new archway. These would replace the existing 19 social rented units (5 x studio, 5 x 1 bed, 5 x 2 bed and 5 x 3 bed – total GEA: 1523sqm) accommodation of the Mawson House building which is proposed to be demolished (further details provided below).
- 8 private units (7 x 2 bed and 1 x 4 bed) accessed off the new public space on the corner of the block at Portpool Lane (total GEA: 1117.8sqm)

2.7 In terms of design approach, Block 1 is a continuation of the north west corner of the site, with its corner treatment reflecting that of the Laney Building at the Portpool / Leather Lane junction. The elevations of Block 1 would also emulate through similar solid to void ratios, window proportions and ground floor and roof treatments. In order for the block to relate to the Nigel building it is comprised of bays of white brick on a dark red glazed plinth and red brick, extending from ground to parapet. The roof on the corner of the block would be a pitched double mansard with dark grey aluminium shingles to relate to the original slate roofs of the estate. There would be secure shared balconies from which the residents would access their flats. These would be richly decorated in red and white glazed brick.

### ***Block 2***

2.8 Block 2 is proposed on the site of demolished Mawson House, fronting Baldwin Gardens, and would be 5 stories in height with a setback sixth storey and a basement. The block would be solely residential, providing 48 units comprising:

- 15 social rented units (2 x 1 bed, 6 x 2 bed, 5 x 3 bed and 2 x 4 bed – total GEA: 1755.8sqm)
- 10 intermediate units (1 x studio, 5 x 1 bed, 4 x 2 bed – total GEA: 1005.9sqm)
- 23 private units (8 x 1 bed, 9 x 2 bed, 6 x 3 bed – total GEA: 2429.1sqm)

2.9 Block 2 would be accessible via two lift / stair cores, entered from Baldwin Gardens. All of the proposed wheelchair housing units (a total of 8 units) are located within this building. The basement would provide a total of 48 cycle parking spaces in two cycle storage areas which are accessed from each lift core.

2.10 Block 2 would reinforce the southern boundary of the estate and two north-south wings would reflect the widths of Buckridge and Kirkeby buildings. The length of Block 2 would be broken down into alternately projecting bays, which the centre archway being the main focus and route into the site. The window openings and doors around the proposed archway would be symmetrical, with double height entrance lobbies. As with Block 1, the façade of Block 2 would be red brick with detailing that resembles the historic features of the estate. White bricks would be used to separate the plinth from the upper storeys and to highlight the arch and window reveal details at first floor level.

### ***Landscaping / public realm proposals / parking***

2.11 The proposals seek to maximise the use of the open space by creating a range of spaces of differing character and actively for the residents.

- New 'Central Square' (1): The creation of an active 'central square' within the estate, linking routes to St Alban's school, the proposed TRA hall in Block 1 and residential blocks with play areas and the re-provided MUGA (with associated screening) and small ball court.
- Bourne Estate Gardens (2): Improvements to the existing underused garden space for the rear of Gooch House, which include resin bound paving to new

paths, resident's growing area, new planting of trees and hedges and a dog exercise area.

- Existing courtyard spaces (3): Buckridge / Kirkeby and Kirkeby / Laney courtyards would be enhanced by, inter alia, improving the paving/access, the installation of raised planters, the retention and provision of new trees and reduction the number of parking bays.
- Gooch House / Block 1 Courtyard (4): Proposed paved square between blocks and defining the western access point into the estate. A pedestrian square would also be created linking Verulam Street and Portpool Lane allowing fire and service access to buildings. The Gooch House resident's garden is maintained.
- Courtyards around Block 2 (5): Resident garden area and play space (including paved seating, a lawn, tree planting and wooden play features. A new route into the estate from Baldwin Gardens to have a home zone character with single surface, tree planting and defined areas for car parking. There will also be a new entrance to the primary school.
- Portpool Lane (6): Improvements to the parking arrangements and character of the landscape and the retention of important street trees.

### ***Transport / vehicle parking***

- 2.12 There are various changes to the vehicular access, car parking, pedestrian access and highways works within the site boundary. As with the other provisions made by the development the proposals were subject to ongoing public consultation and the main features are summarised as follows:

- 'Stopping up' of areas of public highway, including an east and west section of Portpool Lane, a section of footway at the eastern end of Verulam Street and a section of the northern footway at the eastern end of Baldwin's Gardens.
- Removal of 8 of the 42 existing parking bays as these are currently unused.
- Relocation of an existing motorcycle parking bay on Portpool Lane and a loading bay on Baldwin's Gardens.
- Removal and formation of crossovers along Baldwin's Gardens.
- Minor alterations to the turning head at the eastern end of Verulam Street

### ***Re-provision and phasing of the development***

- 2.13 In order for Block 2 to be built the existing tenants occupying the 19 social rented units within Mawson House would be re-housed either within the new blocks or away from the estate. The applicant has confirmed that the housing needs / requirements have been closely addressed through continued consultation with the existing tenants (details are provided on p26 of the D&A Statement). In terms of phasing the following is proposed:

#### ***Phase 1: Block 1, MUGA, Community space and new play areas***

- Phase 1a: an initial enabling phase of development that would provide a smaller (half size) MUGA in its new location, prior to the closure of the existing one. This would also include a new gated entrance to the adjacent primary school and improvements to Portpool Lane to relocate some of the existing residents' car parking spaces that are currently within the centre of the estate. During phase 1 the existing play space near Mawson House is likely to remain open.
- Phase 1b: This would involve the delivery of Block 1, organised to allow the existing TRA Hall to remain open during construction and continued access to the school entrance within the site. At the end of this phase the new community space and caretakers accommodation would be completed and the existing

facilities transferred to those which have been created. The residents of Mawson House who want to move into Block 1 would then be able to do so.

- Phase 1c: The TRA Hall, caretaker's facilities and sub-station would be demolished to allow for the second half of the MUGA, the replacement children's play areas and improvement works to the public realm in the northern part of the estate and around Block 1 to be provided.

#### **Phase 2 – Block 2 and public realm improvements**

- Phase 2a: Mawson House and areas around the building would be demolished.
- Phase 2b: Block 2 and the surrounding public realm areas would be built / provided.
- Phase 2c: The final phase of the scheme would see any remaining areas of public realm completed.

- 2.14 It is intended that the construction of the proposals would commence during 2013 and be fully completed in 2016/17 – each of the two phases are anticipated to last around 18 months.

#### **Applications for Listed Building and Conservation Area consent**

- 2.15 Accompanying the planning application for the main development proposals are applications for listed building consent and conservation area consent. The remit of each application is summarised below.

##### *Listed building consent application (2012/6759/L)*

- 2.16 In order for Block 1 to be constructed off the west side flank wall of the Nigel Building, and continue the strong perimeter from that surrounds the estate, alterations would need to be undertaken to both the side elevation and the roof of the building. These works would include the removal of small areas of cornice, existing parapet coping, a chimney pot, and various signs, light fittings and handrails located along the gable wall. Any flashing which is comprised by the work would be removed and replaced to match existing. There are also four vents which would need to be removed and relocated and a new window is proposed within the new bricked gable wall.

##### *Conservation area consent application (2012/6388/C)*

- 2.17 Under the Planning (Listed building and Conservation Areas) Act 1990 there is a requirement for conservation area for the demolition of an buildings or structures which around over 115 cubic metres or to take down any wall, gate or fence which is less than 1 metre high where abutting a highway, or less than 2 metres high elsewhere. Therefore, to enable the development to be built out, consent is required for the demolition of the 5/6 storey Mawson House, the TRA Hall, caretaker's facilities, substation and the removal of landscape structures such as low walls with railings and raised planters.

#### **Condition/shadow Section 106 Agreement**

- 2.18 The Council is the land owner and therefore planning conditions would be used instead of a s106 legal agreement to secure appropriate controls, mitigation and compensation measures for the scheme. In the event of the Council disposing of its interest in the land prior to implementation and/or occupation of the scheme it



would be necessary to secure certain measures as part of a legal agreement. Therefore a *condition/shadow s106 legal agreement* would be prepared in tandem with the decision notice which would secure certain conditions as heads of terms.

### **Revisions**

- 2.19 The following revisions were received during the course of the application in response to officer advice:
- Unit 2.17 in Block 2 will provide intermediate housing.
  - 3 of the wheelchair social rented units within Block 2 have been relocated within the building at the request of the Council's Access Officer
  - Alterations to the proposed output levels of the CHP.

## **3. RELEVANT HISTORY**

- 3.1 As stated above the estate was originally designed by London County Council Architects department and built 1905-9. During the Second World War there was significant bomb damage to the south and west of the southern part of the estate. In the 1950s repairs were undertaken to the buildings which were damaged, and whilst details are patchy, historic maps identify that Gooch House and Mawson House had been constructed by 1958. It was also likely that the existing TRA Hall was constructed at a similar time.
- 3.2 In the late 1980s the caretaker's facilities, a single storey brick structure with slate roof, was constructed along with a substation. The planning history has revealed that the application site has been subject to limited change since the 1980s, with the majority of development being for minor alterations and extensions to existing buildings and extensions and alterations to St Alban's Primary School.

## **4. CONSULTATIONS**

### **Statutory Consultees**

- 4.1 Thames Water: No objection but request various informatives in regard to good practice in managing surface and waste water drainage discharges and ensure adequate steps to ensure appropriate measures for connections to the sewerage network are taken. Conditions should be imposed to require a water supply impact study and piling method statement.
- 4.2 Natural England: No objections have been raised in respect of the proposals.
- 4.3 English Heritage: No objection. *'Having viewed the details of the scheme we find the design to be well-considered. However, in order to safeguard the historic significance of the Listed Building and the character and appearance of the Conservation Area, it will be important to ensure that the materials and detailing of the scheme are implemented to a high quality. Therefore, we would encourage the Local Planning Authority, should it be minded to grant consent, to request that samples of all facing and surfacing materials be submitted and approved prior to the relevant work being started'*
- 4.4 Transport for London: No objection as the proposals are not considered to have an impact on the transport networks, but have the following comments:

- Cycle parking should be provided in line with London Plan Policy 6.9 where 2 spaces would need to be provided for 3+ bedroom units. In addition a minimum of 2 spaces will need to be provided for visitors. All cycle parking spaces will need to be accessible and secure.

- A Construction and Logistic Plan as well as a Delivery and Servicing Plan would have been expected.

*TfL would recommend that the above comments are included as conditions if the Borough deems to approve the application.'*

- 4.5 Environment Agency – No objection to the proposals subject to a condition requiring for a detailed water drainage scheme to be submitted to and approved by the LPA.

### **Local Groups and Representatives**

- 4.6 No comments have been received from local groups.

### **Adjoining Occupiers**

<i>Number of letters sent</i>	403
<i>Total number of responses received</i>	6
<i>Number in support</i>	2
<i>Number of objections</i>	4

### **Public consultation**

- 4.7 Before the representations received are discussed, it is important to note that extensive rounds of public consultation were carried out by the Council and the applicants. This included a well attended (44 people) Development Management Forum chaired by Camden officers on the evening of 24 September 2012 at the St Albans Centre. Prior to the DM Forum a community wide consultation exercise commenced on 1<sup>st</sup> June 2011 with an exhibition and ran to 22<sup>nd</sup> July 2011 and contact was made with 77 residents. A second round of public consultation took place from May to July 2012 which included a public exhibition on 14<sup>th</sup> / 15<sup>th</sup> June weekend, attended by 35 residents. Since May 2012 there have also been a significant number of meetings with local residents and groups. Officers consider this to be an extensive consultation with the local community at pre-application and application stage. Further information on the consultation process is provided in the Pre-Application Consultation Statement accompanying the submission.
- 4.8 Neighbour notification letters were sent out on 03/12/2012. Site notices were displayed around the application site from 05/12/2012 and a press notice was published in the Ham & High on 13/12/2012.

### **Summary**

- 4.9 4 letters of objection have been received from the occupiers of Flat 3, 39/41 Leather Lane, Flat 38 Laney Building, Flat 8 Buckridge House, Flat 45 Nigel Building. The concerns which they have raised are summarised below:

#### *Play provisions / open space*

- Less play areas for the children.

#### *Transport*

- Traffic and parking issues.
- Lack of access for emergency services.
- Loss of parking within the estate – currently there is not enough and access is difficult as it is.

#### *Amenity*

- Loss of daylight/sunlight
- Inconvenient to residents as they will be living on a building site whilst the work is being undertaken. This will also result in noise nuisance and pollution.
- The increased density within the site resulting from the additional housing would lead to increased traffic, noise and a reduction in natural light within an area that currently has a high density and some local problems that are likely to be exacerbated by these plans.
- More children in the area will increase more anti-social behaviour.

#### *Design*

- The bolt-on style balconies are not in keeping with the other buildings. They look like an add-on, with no thought given as to how a balcony might fit in with the other architectural details of the listed buildings.
- The fencing around the MUGA looks like it will be cheap metal mesh as at present. Discussions were held about improving the quality of the MUGA materials for better sound insulation and better appearances. The other proposals also appeared to have wooden slatting all around the MUGA, which would be a much better idea. It would be locked at night so less visibility is not an issue and if covered with planting people will be less likely to climb the fencing.
- The quality of the material proposed seems to have been reduced:
  - The black painted aluminium window frames make the buildings look like cheap office block, all the windows elsewhere are white painted sash windows;
  - The bricks are not in keeping with the rest of the estate;
  - The signage proposed is totally different to the existing signage within the estate and looks ugly. The tiled names of the buildings are one of the attractive features and it seems unnecessary to change the style if it liked by residents.

#### *Landscaping*

- Fencing and planting around the estate is considered necessary and appropriate, but some seems excessive when good planting could still indicate privacy, e.g. around the end of Buckridge and between Kirkeby and Buckridge. Low quality materials used for fencing would completely alter the look of the estate grounds. What sort of fencing is proposed?

#### *Waste*

- Is there provision for a designated communal recycling area? The current recycle bins on the Gray's Inn Road end of Portpool Lane are a complete eyesore and attract vermin and rubbish is regularly dumped there, making the pavements impassable.
- There should be a new area within the estate where residents can recycle using recycle bins, off Portpool Lane, so that the general public can't dump their everyday rubbish and litter in the street.

4.10 2 letters of support has been received from the occupiers of 4 Kirkeby House, 70 Gray's Inn Road, which expresses the following:

- The development will provide new homes and also improve recreational area on the estate.
- This development must go ahead; it will make the Bourne Estate a better place to live.
- Whilst not directly affected by the redevelopment of the existing and proposed accommodation as this will be on the other side of Gooch House, we are supportive of the plans to enhance the Bourne Estate.
- The gardens provide an emergency escape and this has been addressed in the plans drawn up by the landscape architects.
- The team of people involved in the submitting the application have been really helpful and also ensured that our comments were listened to.

## 5. POLICY CONTEXT

- 5.1 Set out below are policy documents (including listed of relevant Council policies) that the proposals have primarily been assessed against. However, it should be noted that recommendations are based on assessment of the proposals against the development plans taken as a whole together with other material considerations

### 5.2 ***National and City-Wide Policy***

National Planning Policy Framework 2012  
London Plan 2011

#### ***London Borough of Camden Local Development Framework***

##### Core Strategy

- CS1 (Distribution of growth)
- CS3 (Other highly accessible areas)
- CS5 (Managing the impact of growth and development)
- CS6 (Providing quality homes)
- CS7 (Promoting Camden's centres and shops)
- CS9 (Achieving a successful Central London)
- CS10 (Supporting community facilities and services)
- CS11 (Promoting sustainable and efficient travel)
- CS13 (Tackling climate change through promoting higher environmental standards)
- CS14 (Promoting high quality places and conserving our heritage)
- CS15 (Protecting and improving our parks and open spaces and encouraging biodiversity)
- CS16 (Improving Camden's health and well-being)
- CS17 (Making Camden a safer place)
- CS18 (Dealing with our waste and encouraging recycling)
- CS19 (Delivering and monitoring the Core Strategy)

##### Development Policies

- DP1 (Mixed use development)
- DP2 (Making full use of Camden's capacity for housing)
- DP3 (Contributions to the supply of affordable housing)
- DP4 (Minimising the loss of affordable homes)
- DP5 (Homes of different sizes)
- DP6 (Lifetime homes and wheelchair housing)
- DP15 (Community and leisure uses)
- 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)
- DP20 (Movement of goods and materials)

DP21 (Development connecting to the highway network)  
 DP22 (Promoting sustainable design and construction)  
 DP23 (Water)  
 DP24 (Securing high quality design)  
 DP25 (Conserving Camden's heritage)  
 DP26 (Managing the impact of development on occupiers and neighbours)  
 DP27 (Basements and lightwells)  
 DP28 (Noise and Vibration)  
 DP29 (Improving access)  
 DP31 (Provisions of, and improvement to, open space and outdoor sport and recreation facilities)  
 DP32 (Air quality and Camden's Clear Zone)

### ***Supplementary Planning Policies***

Camden Planning Guidance (CPG) 2011:

- CPG 1 (Design)
- CPG 2 (Housing)
- CPG 3 (Sustainability)
- CPG 4 (Basements and lightwells)
- CPG 6 (Amenity)
- CPG 7 (Transport)
- CPG 8 (Planning obligations)
  
- Hatton Garden Conservation Area Appraisal & Management Strategy (2000)
- St Giles to Holborn Place Plan (2013)
- Camden Steetscape Manual (2005)

### ***Other material considerations***

- 5.3 Other strategies include; Air Quality Action Plan, Camden's Children and Young Peoples Plan, Community Investment Programme (CIP) and the Local Implementation Plan (LIP), which sets out Camden's transport objectives, schemes and programmes.

## **6. ASSESSMENT**

- 6.1 The principal considerations material to the determination of this application are summarised as follows:

- Land use policy issues including the need for estate regeneration, mix of uses and balance of priorities;
- Housing; including housing density, affordable housing, mix of units, quality of accommodation, refuse, occupier amenity;
- Urban Design and heritage assets;
- Public open spaces/play space/landscaping;
- Biodiversity and trees;
- Community safety;
- Neighbourhood Amenity in terms of the impacts of the proposed development on its surroundings, effects on daylight, sunlight and overlooking;
- Community facilities, education, recruitment / apprenticeships / local procurement
- Transport and servicing;
- Sustainability and energy issues;
- Basement impact;

- Contaminated land and air quality;
- CIL

## **Land use principles**

### ***Strategy for growth***

6.2 Camden's Core Strategy sets the agenda for growth within the Borough for the plan period 2010-2025. The overall approach to growth and development as laid down by policy CS1 is to focus growth in the most suitable locations, and to make the best use of Camden's limited land generally. The Council's Community Investment Programme (CIP) links directly into this by thinking strategically about future investment decisions to make the best use of the Council's sites and property assets as part of a wider place shaping approach. The aims of Camden's CIP are to:

- *manage Council resources most effectively in response to reductions in Capital funding from central government;*
- *make and generate investment in better quality, fit-for-purpose facilities;*
- *release receipts for investment in the capital programme, including improving the quality of Council homes and providing much needed affordable homes;*
- *deliver a range of improvements to housing estates, schools, open spaces and community facilities in consultation with building occupiers.*
- *investigate whether properties can be used in other ways in order to meet the needs and aspirations of local communities.*

Nine areas have so far been identified where 'Place Plans' have either been prepared or are in preparation, and which are considered to be the areas of greatest opportunity for investment. The St Giles to Holborn Place Plan was adopted in January 2013 and identifies the Bourne Estate as an area to help improve housing choice, deliver more affordable homes and improve community facilities through the CIP.

6.3 Although the Bourne Estate is located just outside of the 'Holborn Growth Area' (identified by policy CS2 as an area which is expected to contribute to the provision in the range of 4,700 new homes in the period to 2024/25) it is within Central London and recognised by policy CS3 (Other highly accessible areas) as being within an 'other highly accessible area'. Policy CS3 considers Holborn to be suitable for uses that are likely to significantly increase the demand for travel, such as new homes, shops, offices and community facilities. The policy further states that that development in this location is required to be of suitable scale and character for the area in which it is situated, contribute to other Council aspirations, including providing appropriate community and environmental benefits, and takes into account amenity and community safety.

6.4 Policy CS6 (Providing Quality Homes) further identifies the possibility of regeneration for certain estates that have a substantial investment need, which would both serve to generate investment capital for improving existing Council housing to Decent Homes (now 'Better Homes') standard and create opportunities for more sustainable communities to be created that address local housing need. The policy envisages that where such estates are identified, 'place-shaping' principles will be applied for working with residents and communities to develop a vision for the area that addresses housing needs directly, achieves high standards of sustainability and energy efficiency, and delivers wider social benefits such as helping people get into work and improving health.

- 6.5 As detailed in the site description section the area generally comprises of mix of uses, however the predominant land use of the application site is Class C3 residential with associated community facilities in the form of a TRA hall, a MUGA and play areas. The development proposals for the southern section of the Bourne Estate would provide 75 new homes with a mix of private and affordable housing tenures, the re-provision and enlargement of a TRA hall, the relocation and improvement of the MUGA and associated play facilities and high quality access routes and landscaped areas.
- 6.6 Therefore in terms of Camden's Core Strategy approach, the principle of significant regeneration on the site is in accordance with the Council's growth strategy outlined under policies CS1, CS3, CS5, CS6 and CS9. The acceptability of the proposal will therefore depend on its detailed content in terms of the design, the provision of community uses and its success in delivering a sustainable scheme that benefits the existing residents on the living on the estate and the wider area.

### **Housing / affordable housing**

#### ***Housing Density***

- 6.7 In order to make the most efficient use of land and meet the objectives of policies CS1 and CS6, higher density development is encouraged in appropriately accessible locations and there is an expectation that densities will be towards the higher end of the density ranges set out in the London Plan. The emphasis on higher density development is reinforced by policy DP2 (Making full use of Camden's capacity for housing) of the LDF Development Policies, but should at all times be subject to other policies such as those protecting resident and neighbour amenity and securing the height, bulk and massing appropriate to an area in terms of good design.
- 6.8 Policy 3.4 of the London Plan (July 2011) requires that development should optimise housing output for different types of locations within the relevant density ranges shown in Table 3.2 and states that *"the form of housing output should be determined primarily by an assessment of housing requirements and not by assumptions as to the built form of the development."* The application site has a PTAL rating of 6b and therefore the London Plan makes a requirement that a density of 650-1110 habitable rooms per hectare is appropriate.
- 6.9 The application site comprises 1.07ha and a total of 241 habitable rooms. The density figure is therefore 225 hrh. However, it should be noted that the application boundary line has been drawn to exclude the all of the existing residential blocks (with the exception of Mawson House). Taking into account the existing number of habitable rooms / units a density of 183 dwellings per hectare or 334 hrh is achieved. Although this figure still falls noticeably short of the London Plan density requirement, other factors, such as the provision and protection of landscaped areas and public open space and achieving well designed / high quality buildings which minimising the impact upon on the conservation area and listed buildings should take precedent over this requirement.

#### ***Affordable Housing***

- 6.10 The proposed development would provide a total of 75 new dwellings totalling 7144sqm floorspace measured by gross external area (GEA). This is split between private market, intermediate and social rented tenure types aimed to achieve a balanced and sustainable addition to the wider community of the Bourne Estate.

- 6.11 The proposed affordable housing would be spread across both of the proposed blocks of the application site:

**Block 1**

- 19 social rented units (7 x 1 bed, 10 x 2 bed and 2 x 3 bed - total GEA: 2425.6sqm) in the southern part of the block and accessed off a new archway.

**Block 2**

- 15 social rented units (2 x 1 bed, 6 x 2 bed, 5 x 3 bed and 2 x 4 bed – total GEA: 1755.8sqm)
- 10 intermediate units (1 x studio, 6 x 1 bed, 3 x 2 bed – total GEA: 1005.9sqm)

- 6.12 As detailed in the development proposals section above, the 19 social rented housing within Block 1, would be re-providing the existing 19 social rented units (5 x studio, 5 x 1 bed, 5 x 2 bed and 5 x 3 bed – total GEA: 1523sqm) in Mawson House, following its demolition to build Block 2. The provision of the new replacement units within Block 1 are welcomed as they would increase the overall provision of affordable housing floorspace by 902sqm and thereby resulting in a more appropriate mix of unit sizes, which has been formulated through discussions with the existing residents.
- 6.13 Policy DP3 sets out a clear expectation for all residential developments with capacity for 10 or more additional dwellings to achieve a target of 50% of the total addition to housing floorspace as affordable housing. During the process of this application, the number of affordable housing units has been revised to include an additional intermediate unit in Block 2 (Unit 2.17). Of the net increase in 7146.2sqm (GEA) of residential floorspace, 51.3% would be affordable accommodation and 48.7% would be for private sale. It should also be recognised that of the new affordable housing floorspace, 72.5% would be social rented and 27.5% would be intermediate. This exceeds the core strategy policy CS6 and London Plan 60:40 guideline ratio and development therefore provides a significant amount of housing which is truly affordable. The re-provided affordable housing units in Block 1 would also represent a vast improvement in terms of layout, room sizes, and unit types than those currently within Mawson House.

**Unit Mix**

- 6.14 Policy DP5 states that residential development should provide an appropriate mix of unit sizes including large and small units and highlights the different dwelling size priorities for social rented, intermediate and market housing. The unit mix of the outline scheme which includes a range for each unit size is set out in **Table 1** below:

**Table 1: Unit mix**

	Studio	1b2p	2b3p	2b4p	3b5p	4b6p	Total
Private	-	8	4	13 (4WCh)	6	1	32
Intermediate	1	5	1	3	-	-	10
Social rented	-	9	8	6	8 (4WCh)	2	33
<b>Total</b>	<b>1</b>	<b>22</b>	<b>13</b>	<b>22</b>	<b>14</b>	<b>3</b>	<b>75</b>

- 6.15 The overall mix has been shaped by the advice from the Council's Housing Needs and Access Team to focus on the priorities of those in housing need in the



Borough. It has also been designed to achieve a balance of household sizes and child density across the estate. The 8 x 3-bed and 2 x 4-bed social rented units proposed will make a valuable addition to help meet the pressing needs of lower income families in the Borough. 4 of the 3-bed units in the social rented accommodation would be provided as wheelchair housing.

- 6.16 Through continued consultation with the residents of Mawson House, currently occupying the 19 affordable housing units, the applicants have established that not all of them want to move into Block 1, some want to be housed in Block 2, others want to move away altogether and a couple of tenants are unsure. The scheme is considered to have had full regard to requirement for re-housing the existing tenants.
- 6.17 As detailed above, 16 out of the 31 private units being provided across the development (51.6%) would be either 2-bed units a number which has full regard to the high demand for this type of housing within the Borough.

### ***Quality of Accommodation and Occupier Amenity***

#### ***Unit size***

- 6.18 There is a requirement that all new residential accommodation within the Borough has to be designed in accordance with the Mayor's Housing SPG and the London Housing Design Guide (LHDG) produced in interim form in August 2010 and Camden's minimum guidelines set out in CPG2. These are set out in **Table 2** below alongside the maximum and minimum internal areas for the units proposed.

**Table 2:** Unit Size Comparison

Unit Type	London Plan Min (sqm)	CPG2 Min (sqm)	Proposed (Min) (sqm)	Proposed (Max) (sqm)
Studio	38	32	33.5	33.5
1b2p	50	48	46.4	65.4
2b3p	61	61	62.7	73 (WCh)
2b4p	70	75	72.6	119.1 (mais)
3b5p	86	84	91.7	121.9 (WCh)
4b6p	99	93	114.3	128.8 (mais)

- 6.19 In the table above, all of the unit types with the exception of the 1b2p units and the studio all either meet or exceed both the Mayor's and Camden's minimum standards. And through considering the figures 33 out of the 34 of the social rented units (the exception being a 1b2p unit in Block 2) have been designed to exceed both standards.
- 6.20 In respect of the 5 intermediate and 6 private 1b2p units which fail to meet the required standards, the applicants sought advice from professional land property valuers which have reported that large 1 bedroom units within this central London location are generally unaffordable and that slightly smaller unit sizes are generally preferable. Whilst Officers can't disprove this view on the market situation, the quality of the accommodation for the reasons outlined in the general amenity section below outweighs slight shortfall in the size of these units.

#### ***General Amenity***

- 6.21 The proposed units have been designed to maximise the quality of accommodation and comply with relevant design guidelines in the following ways:

- All of the units have a high quality level of outlook and would be well ventilated.
- In Block 1 all private and social rented units have balconies.
- All units in Block 1, with the exception of flat 1.26, have a dual aspect arrangement. However, flat 1.26 does benefit from being on 5<sup>th</sup> and has two balconies.
- All of the private units within Block 1 are accessed from the street. The social rented units are accessed from the arched entrance which is proposed to be well lit.
- In Block 2 all of the social rented units on the ground floor have private garden area. This includes 3 out of the 4 social rented wheelchair accessible units.
- With the exception of the studio unit (2.37) on the 4<sup>th</sup> floor all of the units within Block 2 have a dual aspect arrangement.
- The block layouts have been designed to ensure that no more than five units per floor share the same core.

#### *Natural light and outlook*

- 6.22 All of the units within Blocks 1 & 2 are afforded good visibility to the outside space and/or the streetscene. The submitted daylight and sunlight analysis contains a detailed assessment of the proposals in relation to the British Research Establishment (BRE) guidelines. This demonstrates that 96% of the all the habitable rooms in Block 1 & 2 achieve or surpass the Average Daylight Factor (ADF) targets (11 of the 206 rooms fall short of their ADF targets). Where rooms are shown to be failing the ADF tests, the units themselves either benefit from other windows with a high ADF or have living rooms off private gardens. The proposed development is therefore considered to be appropriate given its urban location.
- 6.23 In terms of sunlight, officers recognise the constraints of the site in terms of maximising the number of south facing living rooms. However the submitted assessment identifies that approx. 79% of the living rooms at the Bourne Estate development have at least one window which faces 90 degrees of due south.
- 6.24 The submitted sunlight analysis also assesses the relationship of the existing and proposed buildings in terms of their impact on gardens and open spaces. Under the BRE guidelines at least 50% of any garden or amenity area should receive at least 2 hours of sunlight on 21<sup>st</sup> March. The results of the study confirm that 100% of the proposed MUGA, ball court and playspace between the Buckridge and Nigel Buildings and Block 1 would receive least 2 hours of sunlight on 21<sup>st</sup> March. In terms of the private gardens, 100% of those serving units 2.1, 2.2 and 2.3 and 83% of that serving unit 2.4 would receive at least 2 hours sunlight on 21<sup>st</sup> March. Whilst the proposed private gardens for units 2.5 - 2.9 and the proposed playspace to the north east of Block 2 would fail the 50% BRE test, the levels of sunlight achieved throughout the site are considered on balance to outweigh these shortcomings.

#### *Privacy*

- 6.25 With respect to privacy, CPG6 (Amenity) states that there should normally be a distance of 18m between windows of habitable rooms of different units that directly face each other. This distance is measured between the two closest points of each building including balconies.
- 6.26 It appears from the submitted plans that there is an element of direct overlooking between the balconies serving units 1.1, 1.6 and 1.12 in Block 1 and windows on the projecting bay of the Nigel Building's south elevation. In order for this issue to be overcome, any planning approval should be accompanied by a condition requiring for a details of sensitively design privacy screens to be submitted and

approved by the Council. These screens would then need to be permanently retained thereafter.

- 6.27 In respect of Block 2, the main loss of privacy is between the future occupiers of the building, which occurs between windows serving bedrooms on the first floor where the distance between directly facing windows is approx. 12m. Officers however accept that whilst this situation is not ideal, the units are all maisonettes split between ground and first floor and therefore benefit from a significant number of other outlooks. In addition, these windows are on the first floor and would therefore experience an element of overlooking from area of open space that is accessible through the arch from Baldwin Gardens.
- 6.28 There is a recognised element of overlooking between the living/kitchen rooms in units 2.13, 2.18, 2.23, 2.28, 2.33 and 2.39. However, as these are secondary window and to the rooms they serve it is considered appropriate for them to be obscurely glazed through a condition.

*Wheelchair units and lifetime homes*

- 6.29 Policy DP6 requires all dwellings to be designed to comply with Lifetime homes standards and 10% of homes to be suitable for wheelchair users across a mix of tenures. The development proposes that over 10% of units (8 out of 75 units) would be wheelchair accessible. These units are proposed in Block 2 and comprise: 4 social rented units (2 x 2 bed units and 2 x 3 bed units), 1 intermediate unit (2 bed unit) and 3 private units (3 x 2 bed units).
- 6.30 The applicant has submitted a dwelling type appraisal relating to Lifetime homes as part of the Design and Access Statement. This has indicated that Lifetime homes standard have been achieved throughout the scheme with the exception of a couple of the Baldwin Garden's properties not achieving the required canopies. The Council's Access Officer has confirmed that the arrangements in these respects are acceptable and that a lifetime homes condition should be appended to any planning approval.

*Refuse storage*

- 6.31 In terms of refuse storage, Block 1 would have 3 bin stores on the ground floor, one serving the private units (Bin Store 1) and the other two (Bin Stores 2 & 3) would be for the occupiers of the social housing units, served by 2 chutes. Block 2 would have 2 bin stores (Bin Stores 4 & 5) which would be served by 4 Chutes. All of the bin stores are at ground floor and have a level access.
- 6.32 With the exception of Bin Store 1, which would be collected directly from Portpool Lane, all of the proposed collection points are sited over 10m from the proposed bin store, which fails to achieve the Council's targets set out in Camden's Waste Storage Requirements (May 2005). The existing situation within the estate requires for the on-site caretakers to wheel the bins to accessible locations for collection. The applicants have discussed the proposals with the team of caretakers and they have agreed in writing that they accept for this arrangement to continue.
- 6.33 The application proposes to meet the Council's for recycling 30% of all household waste, which based on number of new units there is a requirement for 5.5m<sup>3</sup>, equating to the provision of 6 recycle bins on site (2 for paper and card, cans and plastics and mixed). In accordance with the Code for Sustainable Homes, the facilities are shown on the submitted drawings as being within 50m of communal entrances.

### *Noise and vibration*

- 6.34 The NPPF forms the primary source of national planning policy guidance since it was issued in March 2012. However it contains no specific criteria with regard to noise exposure categories and therefore in this regard PPS24 can still be regarded as the most relevant and up to date guidelines.
- 6.35 The Ambient Noise Assessment bases its findings on a background noise assessment conducted between the 21<sup>st</sup> and 22<sup>nd</sup> March 2012. The noise measuring positions were chosen to represent the worst effected extremities of the site in order to allow for noise contours to be produced. The study found that at the present time the majority of the site falls within a Noise Exposure Category A, with a NEC B around Gooch House. The findings also identify that levels at the site following its redevelopment would fall within Noise Exposure Category B for both the daytime and night time periods. Environmental Heath Officers have therefore recommended details of the proposed glazing should be required by condition.
- 6.36 The submitted assessment does not take into account the noise impacts of the energy centre, however, this are not unusual as part of a redevelopment and it is considered that a subsequent noise assessment for each along with appropriate mitigation may be secured by a condition. The noise related issues arising in connection with the servicing of these and the comings and goings and other potential nuisances may similarly be controlled by standard conditions.

### ***Housing summary***

- 6.37 The proposals would contribute significantly to the borough's housing needs across all tenures. The quality of amenity for occupiers would be high in terms of internal layout, natural light and outlook and a significant number of units would be afforded a balcony. All amenity and noise impacts associated would satisfactorily overcome by conditions. The units would all meet lifetime home standards and over 10% of the proposed housing will be provided as wheelchair housing in line with policy requirements. Overall the scheme achieves a successful balance, not only providing 50% affordable housing but also generating sufficient returns to enable improvement works to progress on the remainder of the estate along with meeting other Council priorities.

### **Urban design and heritage assets**

#### ***Demolition of buildings***

- 6.38 Within the conservation area the TRA, caretaker's facilities and a substation are to be demolished. These are modern buildings of limited architectural or historic interest and therefore no objection is raised to their demolition, irrespective of the whether a new building is constructed next to them.
- 6.39 Outside of the conservation area Mawson House is to be demolished. Mawson House is a post war block of flats of mediocre architectural value which rather jars with Baldwin's Gardens by virtue of its perpendicular orientation from the street. This building does not have any heritage value that would warrant consideration under the NPPF for a non designated heritage asset.

#### ***Listed building consent***

- 6.40 Listed building consent is only required where the proposed new development (Block 1) abuts against the flank wall of Nigel Building. The front building line of Block 1 has been pulled back slightly so that the existing quoins and cornice on the Nigel Building are left exposed.

- 6.41 The existing chimney stack on the flank wall of the Nigel Building will need to be extended upwards due to the height of the new Block 1. This will have a minimal impact on the appearance of the building and whilst a small amount of historic brickwork would be lost this would be minimal.
- 6.42 An assessment of the impact of the new buildings on the setting of the listed buildings in the Bourne Estate is made below.

### ***Layout***

- 6.43 The existing arrangement of the estate is for perimeter blocks of flats fronting directly onto the pavement with detached blocks inside arranged running parallel to each other. This is reflected in both the northern (not part of this application) and southern parts of the estate.
- 6.44 Block 1 turns the corner from Portpool Street into Verulam Street and reinforces the distinctive layout of the estate by providing a perimeter building.
- 6.45 Block 2 continues the perimeter frontage around into Baldwin's Gardens and works well in enclosing the estate and reinforcing the character of an enclosed internal area. Two wings project off block 2 which will line through with Buckridge House and Kirkeby Building to the north. Although the area where Block 2 is located was not historically part of the LCC development, the layout proposed fits in with the overall footprint of the estate and appears entirely logical as it also reflects the layout found in the northern part of the Bourne Estate.

### ***Height and bulk***

- 6.46 Although Block 1 is slightly taller than the adjoining Nigel Building this height has been carefully considered and matches the height of the corner building on Leather Lane and Portpool Street. This better resolves the façade by bookending the street elevation. The roof has also been carefully massed as mansard roof (again replicating the corner building to the east) and is considered appropriate.
- 6.47 Once into Verulam Street the height stays the same but the bulk is increased as the "roof" is in the form of a set back box. It is noted that the perimeter facades which faced into the street are not uniform and there is variation from street to street. The proposed roof detail just continues this tradition.
- 6.48 Block 2 is five storeys in height which reflects the height of the other blocks in the Bourne Estate. Although this is taller than the buildings on the opposite side of Baldwin's Gardens as the building will be seen as an integral part of the Bourne Estate it is considered that the height matches these buildings rather than the scale of Baldwin's Gardens. Although not implemented, planning permission was granted on the site on the southern side of Baldwin's Gardens at Hatton Square Businesses Centre which was six storeys in height (ref: 2010/0646/P).
- 6.49 A set back sixth floor is proposed but this would be somewhat hidden by the brick parapet proposed. It has also been set in from the corner building at 19 Leather Lane so that the transition in height is resolved.

### ***Detailed design***

- 6.50 Both new blocks are essentially large, rectangular forms so it is important that through the design of the façades the perception of bulk is greatly reduced.
- 6.51 The outer façade of Block 1 features slightly recessed sections which are clad in white brick alternating between slightly taller sections of red brick. The ground and

first floors are delineated in red ceramic bricks. Contextually this replicates details found throughout the street facades of the estate but reinterprets them into a contemporary form. The façade which faces into the interior of the site has picked up on one of the key details found in the estate of deck access to the flats. This responds the context and gives this elevation great depth and interest.

- 6.52 The length of Block 2 is broken down with alternately projecting bays with an archway between acting as the focus of the elevation. Although the street façade is plainer than Block 1 this is considered appropriate given the character of Baldwin's Gardens as a narrower secondary route. The finer detail of the façade is focussed on the ground and first floors through the use of glazed bricks and the archway through to the centre of the site. Given the narrowness of the street the upper floors will not be as visible as on Block 1, therefore the simpler design here is considered appropriate.
- 6.53 Great attention has been paid to the finer detailing of the façade which lifts the design quality. For instance subtle variation in colour of the brickwork defines the base of the inner faces of both blocks whilst a change in the coursing of the brickwork on the parapet acts as a terminating feature. These treatment works well in breaking up the perception of bulk on both blocks.
- 6.54 The balconies and decks use very simple black railings on their edges. These railings are likely to be more robust and adaptable than the glass which is sometimes used in other modern developments. These railings closely resemble those used in existing buildings creating a good connection to the rest of the estate.

### ***Summary***

- 6.55 The architects have shown great sympathy to their context by including reinterpreted features of the estate treasured by existing residents. These include the grand entrance archways into the estate and exterior stair and deck access arrangements. They have also shown great respect for the historic context by ensuring that the architectural language of the proposals is harmonious with that of the existing buildings. An excellent understanding of the functional and rhythmical patterns of the existing has allowed the architects to integrate their proposals elegantly with their historic neighbours.
- 6.56 Both new buildings will be high quality designs and with a form and massing which enhances both the setting of the listed buildings and Hatton Garden Conservation Area, in accordance with policies DP24 and DP25 of the LDF and the guidance set out in CPG 1.
- 6.57 This commitment to quality needs to be carried through to the build stage of the development and in addition to conditions it is recommended that the D&A Statement forms part of the approved documents.

### **Public open space / play space / landscaping**

- 6.58 In addition to the provision of new housing, the development proposals aim to significantly improve the existing areas of public open space, play space and landscape areas within the site. There is also a drive towards improving pedestrian flow and vehicular movement which has been incorporated within the proposals.
- 6.59 The site is located within an area which suffers from deficient levels of open space as defined in the LDF and policy CS15 requires for the Council to both protect and

improve parks and open spaces within the borough. Whilst the areas of open space within the site do not have any formal policy designation, the sub text of CS15 recognises that Camden has many large housing estates with land originally designed for use as open space, but has never been formally designated as such. The Council are required to retain suitable land, not formally designated as open space for the use as open space on large estates, whilst providing the flexibility for various land uses to be re-configured across the estate, in conjunction with the re-provision of land for open space use. As the proposal would result in a 13% reduction in the unbuilt to built ratio across the site, consideration needs to be given to the impact this existing space makes to the estate and the area generally.

- 6.60 In support of the proposals the applicant has provided the following table which provides a breakdown of the usable open space within the site:

**Table 3: Useable Open Space Provisions**

<b>Useable Open space</b>	<b>Existing</b>	<b>Proposed</b>	<b>Net increase</b>
Paved pedestrian areas	2143sqm	2559sqm	416sqm
Paths within green spaces (porous paving)	-	481sqm	481sqm
Publicly accessible lawn	301sqm	456sqm	155sqm
Multi use games areas (large and small)	927sqm	927sqm	0sqm
Children's play areas	520sqm	621sqm	81sqm
<b>TOTAL</b>	<b>3911sqm</b>	<b>5044sqm</b>	<b>1133sqm (29% increase)</b>

- 6.61 The figures in **Table 3** show that over the site there is a net increase of the amount of useable open space of 29%, which is mainly due attributed to the improved paved areas between the blocks. There is also a 155sqm net increase in public accessible lawns and an 81sqm increase in the amount of children's play areas. In terms of landscaping provisions across the site the development proposals would reduce the area of the site given over to car parking and roads, improve the provision of useable and purposeful green spaces, particularly in the garden to the rear of Gooch House which has been designed following discussion with residents to ensure that the mix of uses and planting supports the use of the space, define clearer routes through the estate through the use of high quality planting.
- 6.62 Policy CS15 and CPG6 require developments over 500sqm which give rise to an overall increase in the number of visitors or occupiers to contribute to the provision of public open space. The guidance expects new developments to provide for the open space needs of its occupiers at a ratio of 9sqm per residential occupier. This would normally be expected on site in areas with an under provision of open space, otherwise a financial contribution may be made towards the provision or enhancement of open space off-site. The Guidance acknowledges that private amenity space and other private open land can reduce pressure on the use of

public open space. However, public open spaces provide opportunities for social interaction and a focus for community activities. Therefore, private spaces cannot be used as a substitute for public open space.

- 6.63 In terms of the policy requirement for the provision of public open space to serve the needs of developments, **Table 4** below demonstrates the requirement generated by the proposals having regard to the methodology set out in figure 5 of CPG6.

**Table 4: Open Space Requirement (net increase in beds)**

Number of beds	Open Space Requirement per home (sqm)	Required Open Space (sqm)
13 x 1 beds	11.7	152.1
30 x 2 beds	17.0	510
9 x 3 beds	25.2	226.8
3 x 4 beds	27.9	83.7
TOTAL		972.6sqm

- 6.64 Based on the 972.6sqm requirement for open space provisions the amount being provided on site by the development would actually exceed this by 160.4sqm. And when this figure considered in conjunction with the investment towards the quantitative and qualitative improvement of the public realm and play / open space provisions Officers are of the view that a financial contribution towards the off-site provision of open space is not required in this instance.
- 6.65 The proposals would re-provide the MUGA and the small ball court to within the newly created court yard area in between Block 1 and Buckridge House. The specifications of both these formal play areas are considered appropriate in terms of both the use of materials and design to minimise the impact on the occupiers of neighbouring properties. The position of these play facilities would ensure that they benefit from better surveillance than before and would also be closely linked to the proposed play areas and the TRA Hall.
- 6.66 In terms of the existing MUGA, this is currently a relatively unmanaged facility and subject to an element of antisocial behaviour. As expended below the applicants have pledged to make a financial contribution towards establishing a sustainable management strategy to ensure that the facility can be managed in the same successful way that other similar facilities in the borough are managed, such as the Calthorpe Project along Gray's Inn Road.
- 6.67 The landscape design proposals are considered to successfully integrate the proposed buildings into their immediate context and improve the quality of the public realm throughout the estate. The development proposals are appropriate and in accordance with planning policy.

#### **Biodiversity / trees / flooding**

- 6.68 The majority of proposed trees for removal are considered to be of relatively low value and would be mitigated through new planting throughout the site. One tree, T16 (London Plane) is considered to provide a decent level of visual amenity and to contribute to the character of the site. This tree is proposed for removal to build a block of housing. There is little scope to plant a replacement tree in a similar location to mitigate the impact. The tree is visible from Grays Inn Road and



occupies a prominent location at one of the current site entrances at the end of Verulum Street. Whilst the loss of this tree is regrettable, the positioning of Block 1 would positively influence pedestrian movements around the site. In addition, the proposals would provide a number of street trees in the courtyard which would be created between Gooch House and Block 1.

- 6.69 T35 (London Plane) is a key street tree, and the building has been set back sufficiently far to ensure limited impact on its crown. Some minor reduction works will be required to allow construction, but these are considered to be appropriate.
- 6.70 There are a few instances where existing hard surfacing will be replaced around trees, such as along Portpool Lane. The Arboricultural report is generally acceptable in that it identifies there could be an impact, though tree protection details and method statements will be required by condition to ensure any impact on trees to be retained will be minimised.
- 6.71 In order to provide ecological enhancements, biodiverse roofs have been considered on the roofs of the proposed blocks. A green roof is proposed on Block 2 and details of this are recommended to be secured through a planning condition. In terms of Block 1, a green roof is not proposed. The applicant has confirmed that consideration was given to the inclusion of an green roof on Block 1, however as there is not regarded to be sufficient space to provide the build-up required to accommodate the structural, waterproofing and growing medium for such a roof, within the envelope set by the sunlight/daylight analysis, whilst also achieving satisfactory ceiling heights within the flats and at a height that matches that of the historic Laney Building.
- 6.72 Any new tree planting should incorporate large canopy tree species which will help mitigate against climate change, reduce the heat island effect, provide natural cooling in summer and provide sustainable drainage. Planting throughout the site should focus on biodiversity enhancing and nectar producing species as well as providing new habitat corridors (ie native hedgerow planting). Currently, the landscape proposals identify small and medium growing trees throughout the site which is unlikely to be acceptable and comply with policy requirements. These details and further negotiations can be dealt with by condition.
- 6.73 The existing park to the west of Gooch House is currently characterised by grass and trees with a simple path running through the middle. The western area is currently fenced off and access cannot be gained. The proposal for this square is to extensively remodel the layout, retaining the most important trees. It appears there is to be an increase in hard standing, which will have a similar impact as set out above, but also the hard standing appears to be substantially around trees to be retained. Some of these trees are mature and the level of hard standing is unlikely to be acceptable. BS5837:2012 (Trees in relation to design, demolition, and construction) recommends no more than 20% of existing unsurfaced area of a tree's RPA should be covered by hard surfaces. The submission of further landscaping details through a planning condition would enable the Council resolve this issue.
- 6.74 The survey states that the development proposals would result in the loss of small sections of urban green space (including grassland, trees, hedgerows, shrubs and scrub). Appropriate enhancement measures would be required to mitigate for this loss, again a matter which would be dealt with through conditions.

### ***Protected and Priority Species***

- 6.75 The submitted Biodiversity Survey and Report states that the two high-rise buildings on the site offer negligible potential for roosting bats, therefore no further survey effort is required for these structures. However the survey states that the community centre does offer roosting potential and the site would need to be resurveyed if the building has not been demolished by May 2013 (as recommended in the survey and in line with Natural England Standing Advice for Protected Species). It is therefore recommended that a precautionary bat survey condition is attached to any planning approval.
- 6.76 The survey suggests that habitats on the site (shrubs, trees, scrub) could provide foraging habitat for bats but that the proposals would not adversely affect bats (due to alternative foraging habitat). However, in line with requirements through CS15 and London Plan Policy 7.19 Camden Council would expect to see landscaping that is beneficial to the site's biodiversity, including bats.
- 6.77 To ensure compliance with the Wildlife and Countryside Act 1981 (as amended), vegetation clearance and building demolition should be undertaken outside the nesting bird season. The nesting bird season is weather dependent but generally extends between March and September inclusive. If this is not possible then any vegetation that is to be removed or disturbed or buildings to be demolished should be checked by an experienced ecologist for nesting birds immediately prior to works commencing. If birds are found to be nesting any works which may affect them would have to be delayed until the young have fledged and the nest has been abandoned naturally.
- 6.78 Further to this, in order to comply with planning policy and guidance, biodiverse roofs will be required across the site, as well as the incorporation of bird and bat bricks, integral to the design of the buildings. These matters would be dealt with by appropriate planning conditions.
- 6.79 The streets around the application site are not identified as being at risk from surface water flooding. However on the advice of the Environment Agency a condition should be appended to any planning approval requiring for details of surface water drainage to be submitted to and approved by the Council. This shall include a restriction in run-off to 129 l/s and surface water storage on site as outlined in the FRA, and incorporate SUDS features including geo-cellular storage attenuation tanks, gullies and porous pavements.

### **Community safety**

- 6.80 Policy CS17 states that the Council aim to make Camden a safer place. Various measures can be employed to achieve this, such as encouraging appropriate security and community safety measures in buildings and spaces, requiring developments to demonstrate that they have incorporated design principles which contribute to community safety and security, promoting safer streets and public areas.
- 6.81 The submitted design has embodied key principles to create natural surveillance throughout the estate such as creating front doors on the street frontages, secure rear gardens, parking and amenity spaces designed to be viewed from dwellings. The technical specifications of buildings and units would be designed to meet the requirements of Secured by Design in all tenures.

- 6.82 One of the main design features of the proposed development is a reduction in the number of access points into the site. This have been achieved by the new blocks forming a clearly marked boundary to the estate and the associated archways being incorporated into their design – much like those which form part of the historic character of the estate. The proposals also remove many of the hidden corners along the routes and courtyards. These measures would greatly improve the existing ease of movement and sense of security within the estate.
- 6.83 Notwithstanding the above, it is noted that the Metropolitan Police Crime Prevention Design Advisor has raised issue with certain aspects of proposals design particularly whether or not the arched entrances would be gated, as is the case with the north part of the Bourne Estate. The applicants have looked into this aspect of the proposal and consider that whilst there is an element of crime and antisocial behaviour which currently takes place within the estate, the estate currently remains accessible to everyone, and there is not sufficient evidence on the crime and antisocial behaviour levels to warrant gating the southern section of the estate at the present time.
- 6.84 In addition, the design makes provision for private defensible spaces not only for the proposed residential units but also for existing homes that define key routes and spaces within the development in order to minimise the potential for crime and anti-social behaviour. The proposals also extends existing CCTV coverage ( cameras on 8m columns with pan tilt and zoom equipment and 4 within the archways) to cover the whole estate, including where direct surveillance is not achievable and a number of key improvements to lighting across the estate are also proposed, which includes lighting entrance areas and walkways.
- 6.85 In respect of the other issues raised by the Crime Prevention Design Advisor, the applicant has confirmed that all windows and all communal and residential doors would meet the necessary design standards, post boxes would be located in secure lobbies, refuse and cycle stores are to have fit for purpose self locking and closing doors. The utility metres would also be centrally located and accesses controls into blocks would be both video and audio.
- 6.86 In view of the above, it is considered that the proposed design has achieved an adequate balance between the often competing priorities of access, security, aesthetic and other practical considerations and as such meets relevant policies.

### **Neighbourhood Amenity**

- 6.87 Policy DP26 seeks to protect the quality of life of neighbours from development. A number of concerns have been raised during consultation about the impact of the scheme, during and after construction. These can be largely grouped as follows:
- Daylight and sunlight (and outlook)
  - Privacy and overlooking
  - Noise disturbance
  - Lightspill
  - Construction and demolition impact

### ***Daylight and sunlight***

- 6.88 In relation to daylight and sunlight, DP26 refers to the tests and standards detailed in the BRE document *Site Layout Planning for Daylight and Sunlight - A Guide to Good Practice*. The submitted sunlight and daylight assessment assesses the impact on the light receivable by the neighbouring at Mackonochie House, Hatton

Square Business Centre, 39, 41 & 45 to 49 Leather Lane, 21 Baldwins Gardens, the Laney, Kirkeby, Buckridge, Nigel and Redman buildings, St Albans C of E Primary School and Gooch House.

- 6.89 The submitted assessment looks first at Vertical Skylight Component (VSC) which measures the potential for good daylight to a given point on a building façade. This does not measure actual daylight accessing a room but is a good indication of the potential of a development to have an impact on light conditions. BRE advises that if there is a reduction below 27% VSC and the ratio of impact is more than 20% (i.e. the VSC is reduced to less than 0.8 its former value) then there is the potential for a neighbouring property to experience noticeably poorer light conditions. The results of this element of the assessment identifies that 94% of the windows tested meet or exceed the standard VSC target. The following windows fall short of the test:
- 5 windows at Mackonochie House;
  - 14 windows at the Redman Building;
  - 1 window at the proposed third floor dwelling at 21 Baldwin Gardens.
- 6.90 The BRE guide recognises that in urban locations there is an sometimes an unavoidable degree of obstruction to daylight and explains that alternative VSC targets may also be applied. These targets are derived by calculating the level of light that the windows would achieve if obstructed by a hypothetical 'mirror-image' of the existing neighbouring building, an equal distance from the boundary. Based on the findings of the study all of the windows comfortably exceed the alternative VSC targets.
- 6.91 The assessment identifies that the windows at the Kirkeby building are obstructed by overhanging balconies and would therefore generally receive less daylight, a view which is supported by BRE guidelines. The revised test were been carried out on both Kirkeby building and windows 17 & 18 at Mackonochie House (which do not have balconies by overhanging eaves and in all cases the required VSC targets were met.
- 6.92 There is however three windows at the Nigel building which fall short of the before/after ratios of 0.7 and above against the BRE target of 0.8. However, as indicated above consideration needs to be given to the sometimes unavoidable degree of obstruction which is attributed to historic buildings in City Centres.
- 6.93 In terms of sunlight to windows the assessment, with the exception of 5 windows at the Kirkeby building and 2 windows at the Redman building, all of the primary habitable room windows satisfy the BRE criteria both annually and during the winter months. However, the Kirkeby and Redman buildings exceed their alternative Annual Probable Sunlight Hours targets, which meet BRE guidance on direct sunlight to windows.

#### ***Privacy and overlooking***

- 6.94 As detailed in the housing section of this report there would be an overlooking issue between the balconies at first to third floor level on rear the of Block 1 and the windows serving habitable rooms on rear wing of the Nigel Building, however this issue would be overcome through sensitively designed privacy screens being installed.
- 6.95 The balconies and windows serving habitable rooms on the west elevation of Block 1 would directly face the walkways and kitchen and high level windows on the east side elevation of Gooch House. However, based on the submitted plans this

relationship would be at a distance over around 18m which meets Camden's planning guidance for directly facing windows.

- 6.96 In respect of Block 2 the main issue of privacy would be relationship between the balconies and associated windows and the windows from on the northern flank wall of the building and those on southern flank wall of Buckridge House. Whilst the distance between the buildings is around 11m the windows within the Buckridge do not serve habitable rooms and therefore the loss of privacy is not significant.
- 6.97 In terms of any potential overlooking into St Albans Primary School, this has been kept to a minimum through ensuring that there are no windows on the south facing flank wall of Block 1 and by setting Block 2 away from the boundary with the playground.

#### **Noise disturbance**

- 6.98 The main issue of noise disturbance (with the exception construction works), relates to the repositioning of the MUGA to the area in between the Nigel building, Buckridge House and the proposed Block 1. The applicant has therefore provided a noise impact assessment which relates solely to the MUGA and its impact upon the living conditions of the existing and future residents of the estate. In assessing the impact noise monitoring devices were set at the most noise sensitive areas of the site (by Gooch House, Nigel buildings, Buckridge House (south and north) and proposed Block 1). The results show that at each receptor the noise levels being omitted from the MUGA would meet both the World Health Organisation's (*'Guidelines for Community Noise'*) and BS 8233: *Sound Insulation and Noise Reduction for Buildings* standards. Officers however recognise the concerns of residents in the built up to the submission of the application and therefore would recommend that measures of screening to diminish the noise being emitted from the MUGA should be secured through the submission of landscaping details.

#### **Lightspill**

- 6.99 The proposed residential Blocks would increase the general level of illumination within the estate during the evening and at night, however, it is not conceived that the resulting lightspill would be detrimental to the living conditions of the existing residents within the estate. The main source of lightspill which could have the potential to harm residential amenity is the floodlights which would serve the re-located MUGA. It is therefore recommended that further details of these should be submitted to the Council through a planning condition.

#### **Construction and demolition impact**

- 6.100 A number of existing residents have raised concerns about noise and disturbance during construction. In support of the proposals an outline construction / environmental management plan has been submitted which sets out the key elements and stages in the demolition and construction delivery programme, the environmental and health & safety standards which would need to be achieved. A full construction management plan (CMP) would be secured for the development as part of a condition/shadow s106 agreement accompanying any grant of permission. This would set maximum noise levels as well as times of working and phasing of the build to take into account the needs of existing residents. The works would be undertaken in accordance with the recommendations of such assessment.
- 6.101 In addition to the amenity impacts discussed above, a development of this size also has the potential to impact considerably on the social infrastructure of the neighbourhood including local community facilities, health and education. Policy CS19 of the Core Strategy requires such impacts to be considered in assessing

major applications. CPG 8 (Planning Obligations) sets out the circumstance in which financial contributions may be payable and how they are to be calculated.

- 6.102 Policy CS10 addresses community facilities generally and seeks to ensure a wide range of services and facilities to meet community needs including education and childcare, health facilities, community halls/meeting rooms, youth facilities and other forms of provision, which are often inter-related. CPG8 requires the proposals to make an off-site contribution of £980 per bedroom where an on-site provision is not possible. The development is re-providing the existing TRA Hall on the ground floor of Block 1 with a total area of 216sqm, which represents a 96sqm increase in floorspace. This 80% increase in floorspace has been calculated to cost the developer around £168,900, which would exceed the required off-site contribution of £99,960 (based on the net increase in bedrooms (102) x £980). Officers however recognise that in order for the TRA hall, MUGA and the garden to the rear of Gooch House to be managed and secured a robust sustainable management strategy would need to be developed with the existing TRA's and residents. The applicant has therefore agreed to make a financial contribution of £50,000 for this scheme to be set up.
- 6.103 Education contributions would be sought in line with policy CS19. CPG8 identifies that affordable housing (where the Council has 100% nomination rights) usually houses children which are already resident and educated in the borough and therefore those children are only likely to contribute marginally to existing school pressures. Therefore the education contribution is calculated on the basis of private tenure housing only (16 x 2-bed, 6 x 3-bed and 1 x 4-bed private units) and would total £94,634.
- 6.104 In terms of healthcare, Councils have now assumed responsibility for healthcare provision within their own areas in place of Primary Care Trusts, and it is currently the intention that this Council-own scheme makes provision to serve the wider area. It is therefore not sought to require any further contributions specifically towards the provision of health care in this instance.
- 6.105 The Council requires for major development projects involving significant construction contracts to assist with training and employment initiatives via legal agreements where it would impact upon the availability of jobs for local residents. Developments over £3million are required to recruit one construction apprentice through the Council, for every £3million of build where the length of the project allows (generally, where the contract is 52 weeks or more). A support fee of £1,500 per apprentice placement would also be payable in order to cover pre-employment, recruitment process, training provider brokerage and post-employment mentoring and support. The total build cost of the development has been at estimated around £15million and therefore it is considered appropriate for the applicant to provide construction apprenticeships for five local residents. The applicants would also be required through a legal agreement to sign up to the Camden Local Procurement Code as the value of the development exceeds £1million.
- 6.106 The above contributions would be included in the condition/shadow Section 106 agreement to accompany any permission granted.

### **Transport and servicing**

- 6.107 The site has a PTAL score of 6b, which indicates that it has an excellent level of accessibility by public transport. The nearest station is Farringdon (Metropolitan and Hammersmith & City lines), located to the east of the site, whilst Chancery

Lane (Central line) is located to the south. The nearest bus stops are located on Gray's Inn Road, to the west of the site, Clerkenwell Road to the north, Farringdon Road to the east, and High Holborn to the south. There are typically 70 buses an hour available from these stops.

### **Cycle Parking**

- 6.108 The number, location and type of cycle parking currently provided across the estate remains unknown. The applicant proposes 72 cycle parking spaces within the 2 residential blocks. 28 spaces are located in the basement and ground floor of Block 1, and 44 spaces in the basement of Block 2.
- 6.109 This level of provision does not meet the cycle parking standards set out in the London Plan Revised Early Minor Alterations of June 2012, which require the provision of 1 space per 1 or 2 bedroom units, 2 spaces per 3+ bedroom units plus 1 space per 40 units for visitors. This gives a requirement for 94 cycle parking spaces. The applicant is required to provide these additional spaces either within the buildings or within the external landscaped area of the estate and the provision of these cycle parking spaces would be secured by condition.
- 6.110 At present, 32 Estate parking bays are provided within the site whilst an additional 10 Estate bays are provided on the eastern (private/estate) section of Portpool Lane. Of these 42 bays, 34 are leased to tenants and residents of the estate and 8 are unused. It is proposed that the unused bays would not be re-provided within the estate. With the exception of 4 new disabled parking spaces and the 34 Estate bays which are to be re-provided, it is proposed that the development would be car free. Residents of the development will be unable to obtain Resident or Estate parking permits from the Council. This arrangement will be secured by means of a condition/shadow Section 106 Agreement. The applicant is required to identify the postal addresses of all residential units, including disabled units, which are to be designated as car free.
- 6.111 A condition/shadow Section 106 Agreement clause shall be imposed which restricts the use of the disabled spaces to Blue Badge holders.
- 6.112 Nine of the Estate bays are to be re-provided on the central section Portpool Lane, which as a public highway will need to be stopped up as part of the development. The remaining 25 Estate bays and 4 disabled bays will be re-provided within the estate, which is considered to be acceptable.
- 6.113 Whilst no motorcycle parking would be provided as part of this development, the existing motorcycle bay at the eastern end of Portpool Lane will be relocated westwards to near Block 1. This relocation is necessary as part of the Council's proposals to formally close Leather Lane to vehicles during market hours.

### **Vehicular Access**

- 6.114 The proposals include amendments to the vehicular access routes into and out of the estate as follows:
- the existing eastern archway on Portpool Lane will be opened up to vehicles. This will serve the north eastern area of parking within the estate;
  - the existing western archway on Portpool Lane will be closed to vehicles but will remain open to pedestrians, cyclists, emergency and refuse vehicles;
  - the existing vehicular access to the estate on Baldwin's Gardens will be closed in order to provide Block 2 and a new access will be created to the west. This will serve the southern parking areas within the estate;

- there will be no vehicular access between the northern and southern parking areas except for emergencies and refuse collection;
- there will be no vehicular access, except for emergencies and refuse collection, between Portpool Lane and Verulam Street (beside Gooch House) as at present; and
- drop bollards will be used to prevent vehicular access but enable pedestrian and cycle access;

6.115 Based on the swept path plans of refuse and emergency vehicles accessing the site from the surrounding road network the refuse vehicle body over hangs the footway in a number of locations. It is however appreciated that space within the estate is tight and that the refuse collection would be weekly and would require a refuse operative to act as banksman. The proposals are therefore acceptable on this basis.

### ***Pedestrian Access***

6.116 In addition to the accesses referred to above, a new pedestrian access into the estate will be provided through Block 1 in the form of an archway similar to the existing archways on Portpool Lane. A new northern pedestrian access to the school will be provided between the replacement MUGA and the western arm of Block 2. The proposed development has been designed to remove all vehicular movements from the western side of the estate, to create a safe area for pedestrians, particularly children and therefore meets planning policy.

### ***Highways Works***

6.117 The proposed development includes a number of alterations to the surrounding highway, including the following:

- relocation of the existing motorcycle parking bay on Portpool Lane;
- relocation of the existing loading bay on Baldwin's Gardens;
- relocation of 2 Resident parking bays on Baldwin's Gardens;
- removal of existing crossover, footway reinstated and realigned on Baldwin's Gardens;
- formation of new crossover and access to the estate on Baldwin's Gardens; and
- minor alterations to the turning head at the eastern end of Verulam Street.

6.118 In addition to the above, we are seeking a condition/shadow Section 106 clause so that all off the footways adjoining the site can be repaved. The Council also seek a further contribution of £64,000 towards pedestrian, cycle and public realm improvements in the vicinity of the site.

6.119 The landscaping plan includes a wide variety of paving materials and it is recommended that only standard highway paving materials be used within the estate in order to minimise future maintenance liabilities, a matter which would be dealt with through conditions.

### ***Stopping Up***

6.120 The proposed development requires the stopping up of the following areas of public highway:

- an eastern section of Portpool Lane, adjacent to Leather Lane;
- a western section of Portpool Lane, between the western archway and Block 1;
- a section of footway at the eastern end of Verulam Street; and
- a section of the northern footway at the eastern end of Baldwin's Gardens, adjacent to Block 2.



- 6.121 The applicant has provided a plan showing the area that is to be stopped up. These highways will be stopped up under Sections 247 of the Town and Country Planning Act 1990. The Council's transport Officers have no objections to the proposed stopping up as the works would not be harmful to the existing highways network.
- 6.122 The applicant is required to pay all of the Transport Strategy and Engineering Services' costs in respect of progressing the Stopping Up Order. This will be secured by means of the condition/shadow s106 Agreement.

***Trip Generation and travel plans***

- 6.123 The proposals include the provision of 55 additional residential units and so it is thus expected that there would be an increase in the number of trips to and from the site as a result of the development. However, given the modest increase in residential units, it is considered that the proposed development would not have an unacceptable impact on the capacity of the local highway, bus, rail or London Underground services.
- 6.124 As the proposed development is below the 80 unit threshold set out in CPG there is therefore no requirement to secure a Travel Plan against this development

**Sustainability and energy issues**

- 6.125 London Plan climate change policies in chapter 5, Camden's Core Strategy policy CS13 and Development Policies DP22 and DP23 require all developments to contribute to the mitigation of and adaptation to climate change, to minimise carbon dioxide emissions and contribute to water conservation and sustainable urban drainage. In order to address these requirements the applicant has submitted an Energy Strategy and a Sustainability Statement including a Code for Sustainable Homes (CfSH) pre-assessment.

***Climate change mitigation***

- 6.126 The overall approach to reducing CO2 emissions should be through a range of measures in line with a 3-step hierarchy of i) using less energy; ii) supplying energy efficiently; and iii) using renewable energy. The benchmark used is the Part L 2010 Building Regulations over which a 25% improvement should be achieved in the period 2010-2013. The submitted energy strategy sets out to identify how this target can be achieved and meet the necessary requirements for CfSH Level 4.
- 6.127 The proposed energy efficiency measures for the two new blocks include a well insulated building fabric, high levels of air tightness and heat recovery beyond. In order to achieve 25% building CO2 reduction there would need to be a reduction of 37,282KgCO2 per annum. The CHP and boilers have been calculated to meet the CO2 reductions required by CfSH Level 4 without the requirement for other low or zero carbon technologies such as photovoltaic's or solar derived hot water. A clause in the condition/shadow s106 would ensure that these targets are met.

***Code for Sustainable Homes***

- 6.128 The applicant has confirmed that both blocks would achieve a provision Code for Sustainable Homes (CFSH) score of 70.73% which equates to a rating level 4 for the residential units and a pre-assessment report has been submitted with the application.
- 6.129 Camden Planning Guidance (CPG3 2011) expectation is that 50:50:50 is achieved for the CfSH in the Energy/Water/Materials subcategories respectively. The submitted CfSH pre-assessment targets 48.38% of the available credits in energy,

66.66% in water and 58.33% in materials. Officers recognise that the score for the energy category is only marginally below the CPG requirement and therefore it is recommended that any planning approval should include a clause in the condition/shadow s106 to ensure that these targets are achieved in the final design.

### **Basement impact**

- 6.130 The application proposes ground excavation works to enable the provision of part basements under each residential block. The basement floor levels would range from +15.72 to +17.33 m OD, with floor areas of approx. 448sqm and 127sqm and internal ceiling heights of approx. 4.8m and 3m (Block's 1 & 2 respectively). As required by policy DP27 and CPG 4 the applicant has submitted a basement impact assessment which was undertaken by a suitably qualified team of professional consultants and reports its findings in respect of a desk study, site walkover, ground investigation and flooding data accompanying this application.
- 6.131 The report concludes that the proposed basements would have no significant structural implications or groundwater implications. The application site is not in an area at risk of flooding. The recommendations made by the report however require the following to be undertaken, inter alia: a phase of ground investigation, supplementary foundation inspection pits on the western elevation of the Nigel Buildings to confirm the foundations and founding stratum and consultation with local residents, statutory undertakers and landowners. It is considered that subject to a condition for detailed design and method statements for the foundation and basement works the proposals would be acceptable.

### **Contaminated land and air quality**

- 6.132 A contamination report was submitted with the application, which has been assessed and found to be up to standard by the Council's contamination land officer for the purposes of a preliminary desk study. However, a condition is recommended to ensure that a full ground investigation takes place together with a programme for mitigation and to address any further contamination that may be uncovered whilst the development is progressing.
- 6.133 The applicant has submitted an Air Quality Assessment which demonstrates that the impact on air quality during the construction period can be mitigated by good construction practices. Such measures would be secured through the Construction Management Plan for each phase which should include a real time-dust monitoring plan in line with Camden's monitoring protocol. The submitted assessment also recommends that mechanical ventilation is installed throughout all the residential units of the scheme to provide a source of 'clean' air. This is considered prudent in view of the high levels of NO<sub>2</sub> in the vicinity.
- 6.134 The inclusion of the CHP within the scheme has the potential to have an impact on air quality and was not included in the originally submitted assessment. Following ongoing discussions Environmental Health Officers are now satisfied that the proposed CHP has been modelled appropriately. CHP systems significantly increase NO<sub>2</sub> compared with traditional boilers, and therefore would require the condition/shadow s106 agreement to include the following requirements:
- Total emissions from the energy plant (both the gas fired CHP and boilers) must not add more than 1% to NO<sub>2</sub> levels at any of the identified receptors.

- When the gas boiler and CHP specifications have been finalised, the final emissions calculations must be sent to the Sustainability Team confirming that they add less than 1% to NO<sub>2</sub> at any of the identified receptors.
- If any alternative technology, plant locations or flue heights to those specified in the modelling provided by TGA on the 7<sup>th</sup> February 2013 are included, then they must remain under the 1% increase in NO<sub>2</sub> threshold, and will be subject to approval by the Sustainability Team.
- CHP must adhere to the forthcoming GLA CHP emissions standards (due for publication Spring 2013)
- CHP system must be specified to the correct size (considering baseload requirements).
- Lowest NO<sub>x</sub> systems should be utilised, this is usually a natural gas turbine system, if alternative technologies are used then justification must be provided.
- Emissions must be mitigated through the best-in-class abatement technology.
- Regular maintenance and monitoring must be undertaken to ensure that predicted emissions are not exceeded.
- Any back-up boilers must be low NO<sub>x</sub> and energy efficient

### **Community infrastructure levy**

- 6.135 The proposal will be liable for the Mayor of London's CIL as the additional floorspace exceeds 100sqm GIA or one unit of residential accommodation. Based on the Mayor's CIL charging schedule and the information given on the plans, the charge is likely to be £158,480 (3169sqm (total GIA minus social rented GIA) x £50). This will be collected by Camden after the scheme is implemented and could be subject to surcharges for failure to assume liability, for failure to submit a commencement notice and/or for late payment, and subject to indexation in line with the construction costs index. An informative will be attached advising the applicant of this charge.

## **7. CONCLUSIONS AND RECOMENDATIONS**

- 7.1 The proposed development would provide much needed new housing within the Borough. It would comprise just over 50% of affordable housing. The development would make more effective use of the site to provide new housing and community facilities. It would provide well designed buildings which relate perfectly to the historic building and layout of the estate and create a safe and accessible public realm that is readily legible and ensures an improved relationship between the estate, Portpool Lane, Baldwin Gardens, and Verulam Street.
- 7.2 The development has been designed to have full regard to the amenity of existing residents living in and around the estate and the future occupiers of the new buildings in terms of daylight/sunlight, privacy, outlook, noise disturbance and lightspill issues. The operation of St Albans Primary School would also not be compromised by the proposals. The development will provide £1million towards the provision of new public open spaces, play facilities and landscaping, which would greatly improve the health and well being, access and community safety within estate and the area generally.
- 7.3 The scheme would deliver significant environmental performance improvements through incorporation of a CHP, achieving of at least Level 4 of the Code for Sustainable Homes, a green roof and the potential for enhanced site wide biodiversity. In reaching its decision the Council has struck a reasonable balance between its policy of protecting small areas of open space and achieving much needed improvements to the Bourne estate as part of the Council's CIP programme.

- 7.4 Planning Permission, listed building and conservation area consent is therefore recommended subject to conditions and a shadow s106 Agreement which would secure the Heads of Terms listed below.

**Condition/shadow Section 106 Heads of Terms**

- 7.5 A condition/shadow s106 agreement would be prepared for this Council-own scheme in order to inform the full details of all those matters that would normally be included in a s106 agreement but cannot be entered into by the Council as developer. A full list of heads of terms are set out below. It should be noted that all matters covered in the condition/shadow s106 heads of terms will form the subject of additional conditions to follow on from those included in the officer recommendation to this report, the detailed wording of which will be worked up by officers in conjunction with the Legal Division subsequent to any minded decision to grant permission taken by the Council.

1. Affordable housing
2. Phasing Plan: To ensure the construction of Block 1 and the provision of affordable housing within this building following the demolition of Mawson House.
3. Recruitment and apprenticeships to provide five construction industry apprenticeships to Camden residents using a range of options tailored to the build requirements of the development. The placements would be delivered throughout the course of the development.
4. Local Procurement - to work with the Council's local procurement team to provide opportunities for Camden-based businesses to tender for the supply of goods and services during construction.
5. Energy Strategy
6. Sustainability Plan
7. CHP requirements
8. Car free housing
9. Construction Management Plan
10. Construction working group
11. Financial contribution towards Stopping Up the highway.
11. Pedestrian, cycle and public realm contribution of £64,000 towards improvements in the vicinity of the site.
12. Education contribution of £94,634
13. Community contribution of £50,000 towards a sustainable management strategy

## **8. LEGAL COMMENTS**

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