

Address:	30a Highgate Road London NW5 1NS	
Application Number:	2011/5391/P	Officer: Charles Thuaire
Ward:	Kentish Town	
Date Received:	26/10/2011	
Proposal: Redevelopment of site and erection of 2 buildings (2 and 3 storeys high) providing 9 self-contained residential units (4 x 2 bed flats, 3 x 3 bed flats and 2 x 3 bed houses) (Class C3) and 593m ² of business floorspace (Class B1) with associated landscaping, servicing and cycle parking following demolition of existing buildings		
Drawing Numbers: Site location plan; 1102 -03, 04, 05, 06, 07, 08, 09, 111, 112, 13, 14, 15, 16, 17, 18, 20, 21, 22, 23, 30; 1102-07 (roof plan showing PV panels); architect's response to access comments dated 13/01/12; Daylight, Sunlight and Shade report dated September 2011; email dated 16.1.12 from agent on daylight/sunlight; Overshadowing Percentages table and drawing 9552-01C (relating to 8 Burghley Rd); Design and Access Statement dated October 2011; Energy Statement, Sustainability Statement, BREEAM Pre-Assessment report, Code for Sustainable Homes Pre-Assessment report (all by esconsultancy ltd); Construction Management Statement dated October 2011; Transport Statement dated October 2011; Archaeological desk based assessment dated September 2011; Tree Survey and Arboricultural Report dated September 2011; Landscape design report dated October 2011		
RECOMMENDATION SUMMARY: grant permission subject to S106		
Applicant:		Agent:
London Buildings Highgate Limited Unit 500, Highgate Studios 53 - 79 Highgate Road London NW5 1TL		PAD Consultancy Limited 4 Abbot's Place London NW6 4NP

ANALYSIS INFORMATION

Land Use Details:

	Use Class	Use Description	Floorspace
Existing	<i>B1a Business – Office</i>		197m ²
	<i>B1c Business – Industry</i>		345m ²
	<i>B8 warehouse/A1 Shop</i>		533m ²
Proposed	<i>B1 Business</i> <i>C3 Dwelling House</i>		593m ² 774m ²

Residential Use Details:

	Residential Type	No. of Habitable Rooms per Unit								
		1	2	3	4	5	6	7	8	9+
Proposed	<i>Flat</i> <i>House</i>			4 0	3 2					

OFFICERS' REPORT

This application is being reported to the Committee as it entails a Major development containing overall more than 1000 sqm of floorspace (Clause 3i).

1. SITE

- 1.1 The site contains a horseshoe-shaped mews of 19th C. workshop buildings arranged around a central yard and surrounded by rear gardens of neighbouring residential properties. In detail, there is a single storey element with corrugated iron roof on the NW side, a 2 storey element with slate roof on the SE side and end return on NE side, and a single storey structure on the front part of the SE side. The buildings are rendered white with windows facing both internally and externally to neighbouring gardens, and they are generally in poor condition. The central paved courtyard is open, heavily used for parking and servicing, and is reached by a narrow lane between the 2 adjoining properties on Highgate Road.
- 1.2 The buildings contain a Class B1c joinery workshop on the NW and NE sides, a Class B8/A1 piano warehouse and showroom on the SE side, and 2 Class B1c offices on the south and north ends.
- 1.3 The site adjoins to its south along Highgate Road a 3 storey property with retail on ground and flats above at no. 28b and a 4 storey postwar block of flats at Elsfield. To the west along Burghley Road are 3 storey terraced and semi-detached houses converted into flats and with rear gardens subdivided for the different units; to the east along Fortress Road are 4 storey terraced properties converted to flats and also with long rear gardens adjoining the site. On the southeast side between these properties and 28 Highgate Rd is an open yard of the fire station. On the north side is a single storey wing of a large modern care home.
- 1.4 The property is not located in or adjoining any conservation area nor contains listed buildings.

2. THE PROPOSAL

Original

- 2.1 Redevelopment of site and erection of 2 buildings (2 and 3 storeys high) providing 9 self-contained residential units (4 x 2 bed flats, 3 x 3 bed flats and 2 x 3 bed houses) (Class C3) and 593m² of business floorspace (Class B1) with associated landscaping, servicing and cycle parking following demolition of existing buildings.

3. RELEVANT HISTORY

- 3.1 28.7.80- permission granted for erection of a first floor extension to provide additional floor space for the industrial workshop.

- 3.2 July 2011- pre-application advice given for proposed redevelopment of commercial site to provide 2 x 2 & 3 storey blocks for 5 business units, 2 houses and 7 flats, plus covered loading bay and landscaped courtyard.

4. CONSULTATIONS

Local Groups

- 4.1 Evangelist Road Residents Association object- considerable impact on residents due to more dominant and overbearing buildings, especially that facing Burghley Rd; overlooking from windows and roof terraces; increased noise nuisance from terraces and balconies; cramped new flats without good amenity; no need for more offices in area, quoting from Inspectorate's decision on College Yard which refers to oversupply of office floorspace in borough.

Adjoining Occupiers

	Original
<i>Number of Letters Sent</i>	69
<i>Number of responses Received</i>	10
<i>Number of electronic responses</i>	00
<i>Number in Support</i>	00
<i>Number of Objections</i>	10

Plus site notice and press advert expiring 15th December.

- 4.2 Objections from residents in 21, 23, 25, 27, 35 Fortess Road and 8 Burghley Road–
- increased overshadowing of garden of 8 Burghley Rd, damage to plants in garden and wall, loss of garden amenity during construction period; loss of privacy from new windows, walkways and terraces; errors in submitted sunlight report and plans of his garden;
 - loss of daylight, sunlight, privacy, views, security, illumination to flats in Fortess Rd; loss of garden amenity;
 - lack of suitable road access for refuse collection; risk to children in shared access for housing and business units etc;
 - overdevelopment of backland site, example of garden grabbing; increased noise and disturbance by more people;
 - construction noise and nuisance;
 - impact on tree roots and wildlife; trees need to be strictly safeguarded; - demolition of buildings of local historical importance; unattractive new building fails to blend with historic surroundings; potential loss of archaeological value.

5. POLICIES

Set out below are the LDF 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 plan taken as a whole together with other material considerations.

5.1 LDF Core Strategy and Development Policies

CS1 - Distribution of growth
CS5 - Managing the impact of growth and development
CS6 - Providing quality homes
CS8 - Promoting a successful and inclusive Camden economy
CS11 - Promoting sustainable and efficient travel
CS13 - Tackling climate change
CS14 - Promoting high quality places and conserving our heritage
CS15 - Protecting and improving open spaces & encouraging biodiversity
CS16 - Improving Camden's health and well-being
CS17 - Making Camden a safer place
CS18 - Dealing with waste
CS19 - Delivering and monitoring the Core Strategy

DP2 - Making full use of Camden's capacity for housing
DP3 - Contributions to supply of affordable housing
DP5 - Housing size mix
DP6 - Lifetime homes and wheelchair homes
DP13 - Employment sites and premises
DP16 - Transport implications of development
DP17 - Walking, cycling and public transport
DP18 - Parking standards and the availability of car parking
DP19 - Managing the impact of parking
DP20 - Movement of goods and materials
DP21 - Development connecting to highway network
DP22 - 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
DP28 - Noise and vibration
DP29 - Improving access
DP31 - Provision of and improvements to public open space

Supplementary Planning Policies

5.2 Camden Planning Guidance

6. ASSESSMENT

6.1 The principal considerations material to the determination of this application are summarised as follows: principle of landuses; quality of new residential; sustainability issues; bulk, layout and design of new building; impact on trees; impact on neighbour amenities; impact on traffic conditions.

Proposal

6.2 The current buildings are dilapidated and considered by the applicant to be worthy of redevelopment for more viable and profitable uses in a more efficient manner. The current layout and buildings are proving to be problematic, relating to parking congestion in the yard, disruption by pantechnicon deliveries to the piano

warehouse, tired roofs, subsidence, and tenant lease difficulties. There is potential for more employment and more intensive landuses. It is noted that the applicant also owns Highgate Studios in Highgate Road opposite the site which contains an intensive mix of small business units.

- 6.3 The scheme involves total redevelopment of the site (apart from retention of the boundary wall on the SE side adjoining Fortress Rd gardens) and erection of 2 new blocks orientated SW-NE along the site and arranged around a 5.5m wide landscaped courtyard. The NW facing block will be 2 storeys high, replacing the existing single storey block, and contains 2x 3 bedroom houses and 4x 2 bedroom flats; the houses will be at either end and will also contain rooftop terraces with projecting staircase hatches, acting as bookends to the block. The SE facing block will be 3 storeys high, replacing the 2 storey element, and will contain a maximum of 5 business units at ground and 1st floor, a covered servicing bay at the front end, and 3x 3 bedroom flats at 2nd floor, each with inset roof terraces. The B1 units are accessed via 2 communal staircases whereas the upper floor flats on both blocks are accessed from a communal staircase via external walkways, including one spanning across the courtyard. Both blocks will have pitched roofs and will contain solar panels on the SE facing slopes. The NW block will be slightly recessed from the existing boundary edge to provide thin strips of amenity space for the ground floor flats. The central courtyard will be planted at its northern end for more amenity space and be paved at its southern end for manoeuvring space to the servicing area. The latter is shown to provide space for one van, 7 cycle stands and several refuse bins.

Landuse-employment

- 6.4 The existing commercial uses comprise 533 sqm of piano warehouse/showroom (Classes B8/A1), 197 sqm B1a office and 345 sqm B1c workshop. No objection is raised to the loss of the A1 retail here, which is not in a designated retail parade, nor to the B8 storage, which is poor quality due to its difficult access from the highway resulting in problems of congestion and obstruction in access to the warehouse. The remaining 542 sqm of B1 business space is in poor condition with poor access and no onsite manoeuvring space for large vehicles. It falls within Category 2 as defined by CPG5 on industrial premises.
- 6.5 The existing B1 space will be replaced and indeed increased by new space totalling 593 sqm (GIA) in the form of 5 linked units. They are flexibly designed and located so that they can be let separately or as one large unit or combined in different configurations to provide differing sized units. The units will be accessed by double doors on ground floor from the servicing bay or via staircases and external hoists on the 1st floor. Toilets are provided for each unit. All units can be accessed from each other via double doors. Adequate internal headroom will be maintained at 2.77m which compares favourably with the existing workshop headrooms of 2.66m and 2.74m. A large servicing bay is provided under cover which can accommodate a large transit-style van, refuse stores and cycle parking; the yard provides manoeuvring space so that the van can enter and exit the site in a forward-facing direction unlike the current situation.
- 6.6 Overall the new business space represents an enhancement of the existing situation and provides flexibly-designed units capable of accommodating a variety

of employment uses. The physical quality of the premises will also be better than the existing dilapidated situation. As category 2 space, it provides good access for servicing and delivery, large door openings, goods hoists and high internal headroom, plus a large proportion (260 sqm) at ground floor level with direct access to the servicing bay. The applicant, who owns the successful complex of business units at Highgate Studios opposite, intends that the new units will operate as an extension to this complex and will benefit from the ancillary facilities offered there; as such it is considered that the new units will be highly lettable. Indeed it is estimated that the new units could employ more people than the current ones (34-48 compared to current 29). The principle of mixed employment and residential uses will preserve the character of the site and surrounding area.

Landuse- residential

- 6.7 774sqm of new residential space in 9 units is provided here which is welcomed. No affordable housing is required as the new space lies below the threshold of 10 units/1000sqm. The mix comprises 2 x 5p 3 bed houses, 2 x 5p 3 bed flats, 1 x 4p 3 bed flat, 2 x 4p 2 bed flats and 2 x 3p 2 bed flats. The mix is satisfactory as the emphasis on 2 and 3 bedroom units accords with the LDF dwelling size priorities table and it provides 5 family sized dwellings. The plans have been amended so that some of the flats clearly show the number of bedspaces to comply with minimum standards for 3p and 4p units. The internal space and arrangement of units is generally satisfactory. Each unit is provided with some amenity space, either ground floor strips alongside the NW boundary wall, balcony walkways facing the courtyard, inset roof terraces at 2nd floor on the SE side, or projecting roof terraces for the 2 houses. In addition, landscaping of the courtyard will provide attractive communal amenity space.
- 6.8 All units will comply with lifetime home standards where relevant and the plans have been revised where necessary to meet them.
- 6.9 As this scheme involves more than 5 new dwellings, financial contributions will be required for the offsite provision of public open space and educational facilities. In accordance with CPG formulae for 5 x 3bedroom and 4 x 2bedroom units, this is estimated to be £16,801 and £41,758 respectively.

Sustainability

- 6.10 A Code for Sustainable Homes report has been provided which estimates that the residential element will achieve Code Level 3 at 60.7% with sub-categories of energy, water and materials meeting the relevant targets. Similarly the BREEAM report for the commercial element has been submitted which shows that it will meet a Very Good score at 60.3% as well as relevant targets for the 3 subcategories. These scores accord with CPG advice.
- 6.11 The energy statement demonstrates that energy efficient measures will save 24% of CO2 emissions and in addition renewable energy provision will save a further 20%, resulting in a total saving of 39% of CO2 emissions compared to the baseline situation. This is in accordance with targets in LDF policy and is welcomed. It is proposed to install 2 arrays of photo-voltaic panels, totalling approx 80sqm, on both SE facing slopes of the pitched roofs of both blocks. The details of these will be

subject to submission by condition. The S106 will require a post-construction review of the scheme as built to ensure it meets these anticipated targets.

Demolition

- 6.12 No objection is raised to the building's demolition, as it is not considered to be worthy of retention as an undesignated heritage asset outside a conservation area. According to the submitted archaeological report, the buildings appear to have been previously used as stables, cabinet workshops, piano factory and engineering works. The single storey building is a large workshop of little distinction. The two-storey buildings are modest, average quality mews-style industrial buildings with some interesting features such as large first floor windows and winch doors. However the buildings have suffered from alterations over time, especially at ground level and are considered to have limited local heritage interest. No basement excavation is proposed in this Archaeological Priority Area and in any case the report states that there is little potential for any below ground remains.

Bulk/height/footprint

- 6.13 The footprint, form and layout of the new buildings are similar to the existing horseshoe shape of pitched roof blocks. The heights are raised by an additional storey on both sides of the courtyard, from 1 to 2 on the NW side and from 2 to 3 on the SE side. This results in an increase of approx 2.5m in eaves and 1m in ridge on the NW elevation facing Burghley Rd and an increase of 1.7m in eaves and 1.2m in ridge on the SE side facing Fortress Rd. It is considered that these height increases, taking account of the existing ridge lines, are not significant and that they continue to preserve the existing subordinate nature of the mews with the surrounding context of higher residential properties. The overall development is not excessively bulky and it will not harm the character or appearance of the area. In this regard the mass and layout relates well to the historic development of the site and retain the industrial scale and form expected from a back-land site such as this. A central courtyard is retained as shared space for the residents and workers. This would be typical of other similar sites and relates well to the historic nature and form of the space.

Design

- 6.14 The elevations also relate well to the historic style and former use of the space – the ground floor proportions and large industrial style window allow for good quality work space at ground level, whilst the size and position of windows at on the upper floors relates to the historic form and character of typical of industrial style mews architecture. A simple palette of brick, timber boarding and zinc roof results in a high quality natural façade treatment, highlighted with fret-cut metal balustrades and planters and timber and aluminium windows. Finer details such as recessed windows and high level loading doors reinforce the style and bring authenticity to the concept.
- 6.15 For the reasons outlined above, the development optimises the land for live and work accommodation without harming the original character or form of the space. The development provides an appropriate high quality response to the site which relates to the nature of the industrial mews. The detailed design and use of

materials reinforces the approach to provide a contemporary mews and would enhance the character and appearance of the development and surrounding area. Conditions will require submission of more details on architectural features and materials. A condition will also be imposed withdrawing permitted development rights for the 2 houses to prevent uncontrolled extensions and alterations taking place.

Landscape/trees

- 6.16 The site is not in a Conservation Area and does not contain any trees; there are currently no TPO's on trees adjacent to the site. There are however several trees overhanging the site from adjacent properties which are visible from the public realm providing visual amenity as well as valuable screening for the properties on Fortress Road. As stated in the submitted arboricultural report, it is unlikely that there will be significant roots present within the area to be redeveloped as this is within the footprint of the existing building and as the existing boundary wall will be retained. The facilitative works proposed to the aerial parts of the trees are considered to be acceptable and will not negatively affect the appearance of the trees or their value as a screen provided they are carried out to the specification described within the arboricultural report.
- 6.17 The entrance to the site will be gated and well-lit to provide a secure environment as required by the Crime Prevention Officer. The northern end of the courtyard beyond the servicing bay will be planted to provide communal amenity space and prevent vehicular access. The southern accessway will be suitably paved to act as a shared surface for both pedestrians and vehicles. Overall it will provide a more pleasant and safer environment than the existing congested situation.
- 6.18 The landscaping of the central courtyard and entranceway is acceptable in principle subject to more detail submitted via condition for the new green walls, planting, paving, gates and lighting.

Amenity

Neighbours

- 6.19 The site is surrounded by long gardens of residential properties on all sides, plus a care home on the northern side. As a result, neighbouring buildings are 19m away on the western side and at least 16m away on the eastern side, and approx 13m and 14m away on the south and north sides respectively. The increased height and bulk of the new scheme compared to the existing buildings, as explained in para 6.13 above, is not significant and will not result in a harmful loss of outlook to neighbouring residential windows, given these distances of the scheme from surrounding houses.
- 6.20 Bearing in mind these distances, there will be no overlooking to neighbouring habitable room windows from the boundaries of the development as they are over the minimum recommended distance of 18m away. Nevertheless the scheme has been designed to prevent any actual or perceived overlooking from windows and terraces into neighbouring gardens. On the SE side, the existing boundary wall will be retained and its existing windows in the commercial units will be glazed by glass

blocks thus improving privacy levels. The new 1st floor B1 units and 2nd floor flats will have only windows facing into inset roof terraces and both will be obscure glazed or screened up to 1.7m height to maintain privacy. On the northern end elevation, the flank walls will be entirely blank in contrast to the existing situation with several windows of the workshops and offices. On the NE side, the new block will be inset by a metre from the site boundary to allow for amenity space; the ground floor will be screened by a high garden boundary wall and 1st floor windows will be again obscure glazed up to 1.7m high. The projecting roof terraces for the new houses will have privacy screens on all relevant sides to prevent overlooking into gardens in Burghley Rd and windows in Elsfield, as well as into windows of the new 2nd floor flats opposite.

- 6.21 In terms of daylight and sunlight, the 25 degree light angle, as recommended by the BRE guide, is maintained to all sides thus retaining adequate light to all surrounding residential properties.
- 6.22 A shadowing test has been carried out which shows that, although there will be some limited increase in overshadowing of gardens, there will be no additional permanent overshadowing due to the orientation of the site so that gardens to the east or west will still enjoy sunshine in the morning or afternoon respectively. The most shaded garden to the north (belonging to 8a Burghley Road) will experience minor losses of sunshine at various times of the day but also gains in sun in the afternoon. Overall the situation complies with BRE recommendations in that, although generally over 40% of this garden is in permanent shade, the increased shadowing in the morning is much less than 20% of the existing situation and thus deemed insignificant.

Proposed occupiers

- 6.23 In terms of amenity to the proposed residential units, care has been taken in designing the courtyard-facing units so that there is no undue overlooking between properties given their close proximity. Thus the commercial units have obscure glazing up to eye level and the 2nd floor flats have balcony trellis screens to prevent easy views downwards into other flats. Adequate daylight will be received to the NW facing rooms of the ground and 1st floor flats and to all rooms of the 2nd floor flats. Inevitably in a small mews scheme with a 5.5m wide courtyard such as this, access to light for rooms facing the courtyard will be limited. Nevertheless the submitted daylight report shows that all rooms of the ground and 1st floor flats facing internally will receive adequate daylight using ADF criteria in accordance with BRE recommendations.
- 6.24 Adequate sunlight, in accordance with BRE recommendations, is received by the 1st floor rooms of both flats and houses facing the courtyard as well as the SE facing windows of 2nd floor flats. However the 2 smaller ground floor flats will receive no or very little sunshine due to the overshadowing effect of the opposite block and to the orientation of the NW facing rooms. In the context of this courtyard mews development with inherent constraints, this shortfall for 2 out of 9 units is considered acceptable.
- 6.25 Conditions will be imposed to ensure provision and retention of obscure glazing and screening as appropriate to all relevant elevations.

Transport

- 6.26 The site is highly accessible by public transport with a PTAL score of 6a (excellent). It is envisaged that the proposed scheme will result in reduced vehicular generation compared to the existing situation, given the overall reduction in commercial floorspace. The proposed housing will also be car-free as no onsite parking is proposed. However there will be a significant increase in trips made by public transport, bicycle and on foot and thus a workplace travel plan is recommended by transport officers to encourage sustainable forms of travel by staff of the commercial units.
- 6.27 Communal cycle parking for 14 cycles is provided in the covered servicing area which is acceptable in principle. Although the entrance gate will provide security to the overall site, additional security can be created by providing cycle lockers. The 7 cycle stands shown on plan do not meet standards but there is sufficient space to accommodate more here; a condition is proposed to ensure details of 19 secure stands are submitted and provided onsite.
- 6.28 Adequate onsite servicing is provided for a van with a dedicated covered parking/loading bay and manoeuvring space so that it can enter and exit the site in a forward-facing direction, which is an improvement over the existing situation. Sufficient refuse storage facilities are provided in accordance with standards in the covered servicing bay. A servicing management plan is not required in this instance.
- 6.29 The applicant has provided a Construction Management Statement (CMS) which is considered by transport officers to be generally acceptable. However no details have been provided regarding the number or type/size of motor vehicles likely to visit the site each day during the demolition and construction periods. It is recommended that the S106 secures the submission of a CMS, amended to provide an estimation of such trips, and secures its implementation throughout the development process.
- 6.30 Reconstruction of the public highway at the entrance will be needed following redevelopment of the site and this will need to be paid by the developer via a S106 clause. This will ensure that any damage caused during the demolition/construction works is repaired to the Council's satisfaction. An estimate of the cost, likely to be approx £5000, will be provided later.
- 6.31 Given the proposed intensification in use of the site, a S106 contribution of £20,000 should be sought from the applicant in respect of pedestrian, cycle and environmental improvements in the local area. This financial contribution would be used to help to mitigate the impacts of additional trips (pedestrian, cycling and public transport) associated with the development while also helping to encourage sustainable transport choices. The applicant has agreed to this contribution.

Other issues

- 6.32 The site may have been previously contaminated due to the former uses onsite, such as smithys, engineering works and printers. As such, environmental health

officers recommend that the Council impose the standard planning condition requiring a site investigation and remedial measures as appropriate.

- 6.33 No plant is proposed at this stage for the business units which are all well ventilated so there is no need of an acoustic report. In any case, a condition will be placed to ensure that any future equipment is submitted for approval.

7. CONCLUSION

- 7.1 The retention and enhancement of business floorspace and the provision of new housing is welcomed. The new units comply with relevant space and layout standards. The demolition of the existing buildings is acceptable. The replacement mews scheme is considered appropriate in terms of bulk, height, footprint and design and it will preserve the essential character of this mews and the surrounding area. The new buildings will not harm neighbour amenity in terms of outlook, light or privacy and similarly the new housing will receive overall adequate levels of light and privacy. The scheme will not harm local traffic or parking conditions, subject to conditions and S106 clauses on servicing, cycle parking, car-free housing, demolition/construction management, and local highway improvements.

- 7.2 Planning permission is recommended subject to a S106 Legal Agreement covering the following heads of terms, which have been agreed by the developer:

- a) car-free housing
- b) submission of workplace travel plan
- c) submission of CMP (to be amended from submitted one)
- d) contribution of £3483 to highway works at entrance
- e) contribution of £20,000 to public realm improvements
- f) contribution of £41,758 to educational facilities
- g) contribution of £16,801 to public open space facilities
- h) post-construction review to ensure development meets sustainability targets referred to in BREEAM and CfSH reports

7.3 LEGAL COMMENTS

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