



<b>Parking Details:</b>		
	Parking Spaces (General)	Parking Spaces (Disabled)
Existing	11	-
Proposed	0	2

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## OFFICERS' REPORT

**This application is being reported to the Committee as it entails a Major development of more than 1000 sqm of non-residential floorspace (Clause 3i)**

### 1. SITE

- 1.1 The application site currently accommodates, 'The Wellesley Road Home for Older People'. The existing care home provides accommodation for 48 persons and has ancillary car parking and access arrangements onto Wellesley Road. The site was occupied by residential development until the 1960s when the existing care home was constructed in 1971 in conjunction with the housing development to the north. The application site is owned by the London Borough of Camden.
- 1.2 The existing care home follows a shape similar to a horseshoe, where the accommodation wraps around a central courtyard. There is an additional single storey wing which projects west from the horseshoe shape and a carpark further west at the corner of Wellesley Rd and Haverstock Rd. The building is a mixture of one, two and three storeys and is built of red brick.
- 1.3 The application site includes some trees. The majority of the existing trees are located at the southern site boundary at the rear of the garage and 3 buildings along Malden Rd. None of the trees are the subject of a tree preservation order, but those trees on site and within the public open space are within Council-owned land and L B Camden is responsible for their maintenance. In addition there is an Ash tree in the centre of the existing care home courtyard.
- 1.4 The site is bounded to the north by Wellesley Road, to the west by Haverstock Road, to the east by open space owned by the London Borough of Camden and on the other side of the open space a residential block of flats four storeys high. To the south there is a single storey car repair garage and three 3 storey commercial properties (pub with ancillary staff accommodation above, 2 retail units with flats above). Opposite the site facing north is a four storey residential block of flats. There is a residential tower to the west of the site providing eight storeys of residential accommodation and a double height undercroft parking area.

### 2. THE PROPOSAL

#### Original

- 2.1 Demolition of the existing building and the construction of a part 2 part 3 storey building comprising a 60 bed care home (Class C2) and associated parking facilities and landscaping.

### 3. RELEVANT HISTORY

- 3.1 4.3.71- planning permission granted for home for elderly
- 3.2 **9.7.09 (2009/0102/P)- outline permission granted** for demolition of existing carehome and construction of new Class C2 60 bed carehome

- 3.3 Maitland Park Rd site- 27.8.09 (2009/0896/P)- outline permission granted for demolition of the existing buildings and the construction of a mixed use building comprising a 60 bedroom care home (Class C2) and 35 extra care sheltered housing flats (Class C3) with associated shared facilities, plus external landscaping and a new entrance, parking facilities and service road.

#### 4. CONSULTATIONS

##### Adjoining Occupiers

	<b>Original</b>
<i>Number of Letters Sent</i>	<b>266</b>
<i>Number of responses Received</i>	<b>02</b>
<i>Number of electronic responses</i>	<b>01</b>
<i>Number in Support</i>	<b>00</b>
<i>Number of Objections</i>	<b>01</b>

- 4.1 Plus site notice and press advert –  
 1 letter of no comment  
 1 objection from resident in Malden Rd due to lack of information on website and raising questions (officers since explained how to access information) .

##### Other bodies

- 4.2 Thames Water raise no objection subject to standard informatives on surface water drainage and water pressure.

#### 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

*The Inspector's Report into the Camden Local Development Framework Core Strategy and Development Policies Development Plan documents ("DPD"s) was published on 13th September and found the policies in the DPDs to be sound. The Council agreed to adopt the DPD's on 8<sup>th</sup> November which means that the LDF has now superseded the UDP as the development plan for the borough.*

- 5.2 CS1 - Distribution of growth  
 CS4 - Areas of more limited change  
 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

- 5.3 DP2 - Making full use of Camden's capacity for housing
- DP3 - Contributions to supply of affordable housing
- DP4 - Preventing the loss of affordable housing
- DP6 - Lifetime homes and wheelchair homes
- DP7 - Care homes for older people
- 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
- DP21 - Development connecting to highway network
- DP22 - Sustainable 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
- DP32 - Air quality

### **Supplementary Planning Policies**

- 5.4 Camden Planning Guidance

## **6. ASSESSMENT**

- 6.1 The principal considerations material to the determination of this application are summarised as follows: landuse policy; sustainability issues; residential standards; bulk, height, footprint and design of new building; impact on trees; landscape and biodiversity; impact on neighbour amenities; transport and parking conditions.

### Background

- 6.2 The London Borough of Camden has embarked on a project to build new accommodation for older people in the borough. The project is known as, 'Homes for Older People'. The Council is taking a strategic approach in the provision for older people, as it is expected that there will be growing numbers of people in need of support in years to come.
- 6.3 The Council's strategy will deliver the Homes for Older People (HOPS) project by providing two new care homes (at Wellesley Road and Maitland Park Road), more extra-care housing at the latter site and a new Charlie Ratchford resource centre by 2014.

- 6.4 As a result, 2 outline applications were submitted last year for new 60 bedroom carehomes at both sites at Wellesley Rd and Maitland Park Rd to establish the principles of development in planning terms and in particular the issues of layout, height, access and tree retention. In addition, the Maitland Park Site would provide 35 units of Extra Care Sheltered Housing (ECSH Units). Both sites received outline permission in mid 2009 (see history above).
- 6.5 As part of the subsequent bidding process, the applicant Shaw Healthcare was appointed as the Provider. The project will be delivered through a Project Agreement which will be entered between the Council and the proposed Provider which will govern the design and construction of the two Care Homes and the ECSH Units. Under the Project Agreement, the Provider will carry out the construction under licence and will be granted rights to occupy each of the sites under a Lease. The Leases will be granted following certification of completion of construction. In respect of the ECSH Units, Shaw will grant an underlease to Newlon Housing Trust and Shaw will provide the extra care services under a separate Extra Care Agreement entered with the Council. The ECSH Units will be subject to nomination rights in favour of the Council for the duration of the ECSH Underlease.
- 6.6 However as result of working up the schemes in more detail, it transpired that the built volume and layout agreed by outline permission could not accommodate Camden's Output Specification issued for both sites. Thus, as a result of the various changes proposed, it was considered more appropriate to submit applications for full planning permission rather than ones for reserved matters. However it should be stressed that both new schemes are guided in their overall parameters of layout and bulk by the outline permitted schemes.
- 6.7 It is expected that current residents of the existing care homes will transfer to the new facilities as they are completed. Residents in Wellesley Road and Ingestre Road will transfer to Maitland Park. Residents from Branch Hill and St Margaret's will transfer to the new Wellesley Road care home. It is the Council's intention that the first phase of beds will be available to existing Camden residents. It is intended that Maitland Park would be operational by September 2011 and Wellesley Road by September 2013.
- 6.8 Although the applicant is Shaw Healthcare, the Council will retain freehold of the site and therefore it will not be appropriate to make any full planning permission for this site subject to a S106 legal agreement. This issue was recognised with the previous outline permission which was granted solely with conditions covering matters that would normally be controlled by a S106, but a condition was added to state that, in the event that control of the site was transferred from the Council, certain conditions would become heads of terms for a S106. It is proposed that the same arrangement be applied to this scheme.

#### Proposal

- 6.9 The new scheme as before provides 60 bedsits with ancillary facilities in a carehome, with an almost identical layout in the form of a circular block surrounding an internal courtyard with a western wing extending over the existing carpark. It will also have a new pedestrian access from Wellesley Place on the south boundary

and existing vehicular access and drop-off bay from Wellesley Rd on the north side. Trees identified to be retained in the previous scheme will continue to be retained. The only major difference is that a new 2<sup>nd</sup> floor is introduced along the northern side and the western wing is extended further south towards Malden Rd.

- 6.10 Key differences between the outline and proposed schemes are as follows:
- vehicular entrance, carpark and cycle store relocated from Wellesley Place to western carpark;
  - remodelled western end of main courtyard block;
  - larger plant rooms and stores in carpark;
  - corridor instead of bedrooms on south side of main block and corresponding new row of bedrooms on north side facing internal courtyard;
  - thicker western wing over carpark to incorporate lounge, dining room and ancillary facilities;
  - new 2<sup>nd</sup> floor along Wellesley Rd frontage for a 70m stretch, excluding area over western carpark;
  - roof to have sedum roofs, solar panels on SE and north sides and various areas of plant.
- 6.11 The following analysis is based on the premise that the key parameters of use, layout, bulk, landscape etc have been agreed by the outline permission which is a significant and material consideration as it was assessed and determined under the previous 2006 UDP policies. Analysis will be thus confined to the changes made to this scheme (as identified above) and the more substantial details now provided on the overall scheme in terms of design, layout etc., as well as applying new LDF policies where relevant.

#### Landuse

- 6.12 The proposed landuse remains the same as previously approved. However it is now necessary to apply the relevant LDF policies to the scheme as these have now been adopted to replace the former UDP ones.
- 6.13 With regard to this scheme, Policy CS4 identifies this location as an 'area of more limited change'. This states that the Council would expect major development in these areas to respect the character of its surroundings, conserves heritage and other important features and provides environmental improvements. It goes onto state that developments should: improve walking route and other links; contribute towards regeneration; and provide open space and other community facilities.
- 6.14 As a development that provides for extra care accommodation as part of an identified infrastructure project (see below), these proposals broadly accord with the aims of CS4. CS6 provides the Council's overall approach to housing within the borough. Housing for older people is specifically referenced in the supporting text at 6.42-6.43, which acknowledges that there will be a change in the way care accommodation is provided within the borough. It is also important to note that 1 Wellesley Road is identified within the Key Infrastructure Projects and Programmes that will support Camden's development over the period of the Core Strategy. This is outlined in Appendix 1 of the Core Strategy and states that the Council expects the redevelopment of this site for a new care home and extra care sheltered housing, if feasible.

- 6.15 The Development Policies provide the detailed information outlining how the aims and objectives of the Core Strategy can be implemented. DP7 on 'Sheltered housing and care homes for older people' provides the detailed policy approach to housing such as the one subject of this application. It states that the Council will support the development of sheltered housing and care homes for older people provided that the development- would be suitable for the intended occupiers in terms of standard of facilities; will be accessible to public transport; and contributes to creating a mixed and inclusive community.
- 6.16 These issues were considered under the outline permission, and there are no material considerations that have changed since the previous approval to justify a departure from the original position that the proposal is broadly acceptable under these criteria.
- 6.17 In summary, given the history of the site, the nature of the proposals for a Council-led scheme and the fact that the proposals comply with the broad principles of the relevant LDF policy (including the fact that this scheme has been identified within the LDF's major infrastructure projects table), the proposals are broadly acceptable in land use terms.

#### Residential standards

- 6.18 Inevitably, given the nature of the use, the carehome will meet all relevant national and local accessibility and lifetime home standards and all rooms will be 100% wheelchair accessible.
- 6.19 A daylight/sunlight impact study has been provided to analyse the adequacy of light reaching the various habitable rooms within the building and it shows that 91% of these rooms will meet the recommendations set out in the 1991 BRE daylight document. It should be noted that the rooms which do not meet these criteria are all communal spaces facing the internal courtyard and this arrangement has not changed from the outline scheme.

#### Sustainability

- 6.20 The scheme has been designed to accord with the Mayor's energy strategy adopting 3 principles of being lean, clean and green. It will include various energy efficiency measures including maximising natural lighting, use of solar shading, improved thermal insulation and ventilation as well as energy/water efficient fittings. A BREEAM pre-assessment shows that a rating of "excellent" can be achieved and all subcategory targets for energy, water and materials are met.
- 6.21 A gas-fired CHP plant is proposed to provide electrical and thermal energy. Given the context of the site and building, solar panels are considered to be the only most effective means of renewable energy and they are proposed on the roof in 4 arrays on the southern and northern frontages. Although these would reduce carbon emissions by 5% which is short of the London Plan and Camden LDF policy target for renewable energy, the total amount of carbon emission reductions below a Building Regulation-compliant scheme as a result of all these measures adopted would be 45% which is considered satisfactory in this context. A condition (and S106 clause if necessary) would be required to ensure such measures are



provided and maintained.

### Regeneration

- 6.22 As this is a relatively big new build development and likely to be well above the threshold for employment and local procurement obligations, it would be appropriate to request the developer to agree to:
- a) Provide two work placements for a construction trade apprentice to be recruited via the Kings Cross Construction Skills Centre, the Council's construction training centre in York Way. This is in line with our current target which is to secure the employment of one apprentice per £3 million construction costs.
  - b) An agreement to use reasonable endeavours to work with the Kings Cross Construction Skills Centre to provide opportunities to Camden residents to apply for construction vacancies on the site with a target of 15% of the construction workforce to comprise Camden residents.
  - c) An agreement to liaise with i-CAM2, the Council's local procurement service, in relation to the tendering of contracts and to use reasonable endeavours to provide opportunities for local businesses to tender for the supply of goods and services during the construction of the development.
- 6.23 Local employment and procurement create benefits for local business and provide opportunities for young people to gain skills and secure employment, and comply with LDF policy CS8 (Promoting a successful and inclusive Camden economy). These requirements will form part of a condition and the applicant has agreed to them.

### Bulk/height/footprint

- 6.24 The new building almost entirely matches the layout and height of the previous permitted scheme. Apart for some minor remodelling on the western side of the courtyard, the key change in layout is the increased footprint over the western carpark area whereby the 1<sup>st</sup> floor is extended further towards the trees by approx 5m to accommodate lounge, dining room and kitchen. Its impact on trees and amenity remains acceptable as discussed further below. The overall concept of the layout remains acceptable and appropriate to the site and its natural features of retained trees along the edges as well as acceptable in its context, bordering open space on one side and high blocks of flats on the other sides.
- 6.25 The increased height with 3 storeys is reserved to the northern road frontage. This is considered acceptable and indeed was encouraged by officers as it was felt that a higher building frontage along Wellesley Road would respond better to the 4 storey block of flats opposite as well as enhancing the urban grain and streetscape here. It should be noted that the existing building is currently partly 3 storeys here. Again there would be no additional impact on trees and amenity from this increase in height.

### Design

- 6.26 The scheme in its detailed elevational design has evolved further in discussions with officers since the original outline scheme which of course did not show any

detail. This building is of a modest two and three storey scale and has been broken down into façade elements of a traditional domestic scale, hierarchy and rhythm. The somewhat institutional and monolithic form of earlier designs has been reduced while the footprint has a craggy frontage line which will additionally help reduce the bulk. It should be noted that existing building has no architectural merit at present and the context of surrounding buildings is equally somewhat bland and monolithic. The proposed new block facade treatment, especially along the northern side, would enhance this to some extent.

- 6.27 New projecting bays have been randomly introduced in contrasting brick colour along the main frontage of Wellesley Rd with timber panels along the carpark end. All metal window panes will be in different colours to reflect the different house groups by which the carehome is divided and arranged; projecting sunscreens to match these colours will be employed on the south and SE sides. These colours will help to enliven the facade and details should be reserved by condition. In terms of facing materials, officers feel that the bricks could be of better quality and could have a more industrial and consistent finish.
- 6.28 Subject to conditions on materials, this proposal is considered acceptable. Policies on design and townscape have not materially changed between the UDP and LDF and thus this scheme continues to comply with the new policy framework.

#### Landscape/trees

- 6.29 All trees intended to be retained as part of the outline scheme will continue to be retained in this scheme, apart from a couple of small cherries in the western carpark- these are minor specimens overshadowed by the larger trees on either side and their loss is considered acceptable here. The building encroaches within the Root Protection Area (RPA) of two trees in the north east corner and possibly within the RPA of one of the limes at the rear of the car park and details of foundations will be required to ensure damage is minimised. The tree protection details as shown should be sufficient and should be inspected on site prior to works commencing. The new extensions of the western wing southwards towards Malden Road should not harm the crowns of the trees along this boundary as the shapes of these crowns will be mainly untouched by the envelope of the proposed wing.
- 6.30 Extensive areas of green roofs are proposed on all areas of roof not otherwise reserved for use by plant or solar panels. This is welcomed and details will be reserved by condition. The landscape strategy to provide a few communal gardens, principally in the central courtyard, with paved terraces, raised beds, scented plants and lawns is broadly acceptable subject to details. Similarly details of bird bricks, as proposed to enhance biodiversity, will be needed.

#### Neighbour amenity

- 6.31 A daylight/sunlight impact study has been provided to analyse the impact on neighbouring residential properties and it shows that the scheme, including its 3 storey elements and the rear 1<sup>st</sup> floor projection facing Malden Road, would not detrimentally affect daylight and sunlight reaching habitable rooms in accordance with BRE recommendations.

- 6.32 In terms of privacy, the western wing at 1<sup>st</sup> floor over the carpark has a communal lounge, hall and stairwell facing south to adjoining properties at 162-166 Malden Road which have habitable rooms of staff accommodation and flats above the pub and retail units. As these rooms are less than 18m away, they have the potential for causing overlooking to neighbours and thus it is recommended that a condition is placed requiring measures to be introduced such as obscure glazing or angled windows to prevent this.
- 6.33 Roof plant, in the form of air-handling units and kitchen extraction ducts, has been introduced in various locations throughout the building, although no details have been provided yet on the precise nature of equipment. The plant is placed within screened enclosures approx 1m high and set well back from the edges. As such, they will not provide bulky additions to the building and are considered acceptable in design and form in principle subject to more detail provided by condition. Similarly the location of this plant is unlikely to cause any noise nuisance to adjoining residential properties and a report has been provided to show that that such plant is capable of meeting the Council's noise standards of 5dBA below background levels, given the flexibility of locating such plant on a large area of roofspace. A condition will be imposed requiring all plant to comply with the Council noise standards.

#### Transport

- 6.34 The general approach remains the same as previously approved, except that the previously proposed carspaces and vehicular access to the south frontage off Wellesley Rd has now been omitted and now all vehicular access is to the western carpark. Traffic generation and servicing arrangements remain the same as before and are acceptable for this location and landuse. The number of carspaces has been reduced to only 2 disabled spaces which is acceptable here and it is proposed that all flats will be made car-free. 20 cycle spaces will be provided as before and remains acceptable; however the detailed design of cycle stands is unacceptable and details should be reserved by condition.
- 6.35 A draft Construction Management Plan and Servicing Management Plan have been submitted and still being assessed for their acceptability; in the meantime it is proposed to secure submission and implementation of such plans by condition (or subsequent S106 as appropriate).
- 6.36 In order to tie the development into the surrounding urban environment, the developer will have to fund (estimated to be £58,000) highway works including repaving the perimeter footways and vehicular crossover around the site along Haverstock Road and Wellesley Road, as well as redesigning the paving at the new access from Wellesley Place. Details of the new southern entrance area will be reserved by condition and an informative will be added to advise the applicant of the requirement to carry out such works under S.278 of the Highways Act 1980.

#### Other issues

- 6.37 Adequate space is provided for refuse and recycling storage in dedicated enclosures within the carpark undercroft.

- 6.38 The site has been noted to have the potential for contamination from the adjacent petrol station and a submitted ground investigation report recommends suitable mitigation measures. A condition will be imposed to ensure such measures are carried out.
- 6.39 The scheme has been designed to prevent and minimise crime opportunities and has applied the basic standards for Secured by Design. The Crime Prevention officer has made recommendations for the basic design approach on the outline scheme and a condition is proposed to ensure that design measures are submitted for approval and implemented.

## **7. CONCLUSION**

- 7.1 The new building follows from the previous scheme granted outline permission last year and is based on its parameters and principles of landuse, layout and form. The landuse accords with new LDF policy on carehomes and will help achieve objectives for a range of housing in the borough. The building remains acceptable in terms of bulk, height and footprint, and is considered to have an appropriate facade design within its context. It will retain the most important trees on the site and have a good standard of landscape and biodiversity. The new building will be sustainable in construction and operation, subject to a post-construction review to ensure it meets anticipated standards. The new building will not harm neighbour amenity in terms of outlook, light and privacy, subject to conditions protecting the latter. The scheme continues to be acceptable in terms of traffic generation and parking.
- 7.2 Planning permission is recommended subject to conditions. A final condition will be added to explain that in the event of the Council disposing of its interest in the land prior to implementation and/or occupation of the scheme, certain conditions become heads of terms in a new S.106 legal agreement. These heads of terms will include- highway works, renewable energy, BREEAM, Construction Management Plan, Service Management Plan, car-free housing, local employment (as covered by conditions 19, 21, 22, 23, 24, 25, 28).
- ### **7.3 LEGAL COMMENTS**
- 7.4 Members are referred to the note from the Legal Division at the start of the Agenda