

Address:	Arlington House 220 Arlington Road London NW1 7HE	
Application Number:	2007/3283/P	Officer: Neil McDonald
Ward:	Camden Town with Primrose Hill	
Date Received:	03/07/2007	
Proposal: Change of use from 400 room hostel to a mixed use (Class sui-generis) comprising: 95 units of supported accommodation and 35 low cost rented units on 1st-5th floors together with market stalls, art gallery, coffee shop and restaurant on the ground floor and basement to be run as a social enterprise in conjunction with the supported residential accommodation.		
Drawing Numbers: Location Plan 099; Site Plan 100; 101 Rev A; 102 Rev A; 103 Rev A; 104 Rev A; 105 Rev A; 106 Rev A; 107 Rev A; 108; 109; 110 Rev A; 111; 112; 113; 114; 115; 116; 117; 118; 119; 120; 121; PL01; PL02; 201 Rev A; 202 Rev A; 203 Rev B; 204 Rev B; 205 Rev B; 206 Rev B; 207 Rev B; 360 Rev A; 361 Rev A; 362 Rev A; 364 Rev A; 366 Rev A; 368 Rev A; 371 Rev A; 602 Rev A; 603 Rev A.		
Planning & Design Statement dated 29th June 2007; Crime Prevention Statement (Annex H) dated 31st August 2007; Whitbybird Sustainability Statement dated 28th June 2007; Whitbybird BREEAM Bespoke Pre-Assessment Draft Credit List - 25/06/07 ; Whitbybird Energy Efficiency and Renewable Energy Feasibility Study dated 28th June 2007; Arup Accoustics Environmental Noise Survey and Plant Noise Limits Report dated Feb 2007.		
RECOMMENDATION SUMMARY: Granted Subject to a Section 106 Legal Agreement		
Applicant:	Agent:	
Novas Group 68 Parkway Camden London NW1 7AH	Novas Architects 35 Sefton Street Alima Centre Liverpool L8 5SL	

ANALYSIS INFORMATION

Land Use Details:			
	Use Class	Use Description	Floorspace
Existing	<i>Hostel (sui-generis)</i>		9,668 m ²
Proposed	<i>Mixed use of hostel and social enterprise uses of market stalls, art gallery, coffee shop/bookshop and a restaurant (sui-generis) (Social enterprise uses total 940sqm)</i>		9,668 m ²

Parking Details:		
	Parking Spaces (General)	Parking Spaces (Disabled)
Existing	0	
Proposed	2	

OFFICERS' REPORT

Reason for Referral to Committee: This application is reported to Committee because it is a major development involving more than 1,000sq. mtrs of floorspace [clause 3(i)] and the making of a complex Section 106 legal agreement [clause 3(vi)].

The application is a 'major development' as defined by the Office of the Deputy Prime Minister. The application therefore needs to be determined within 13 weeks from the date of submission which expires on 1st November 2007.

1. SITE

- 1.1 Arlington House is a hostel for homeless men, owned and run by the applicant, Novas Group, which is a registered social landlord (RSL). It comprises a large, 6-storey plus basement early 20th century building, and is located on the eastern side of Arlington Road between Inverness Street and Jamestown Road.
- 1.2 The site forms part of the UDP designated 'Camden Town Centre'. It is not in any conservation area.
- 1.3 The surrounding area is mixed in character with retail and entertainment uses predominating at ground floor level to the south, onto Inverness Street, and east (to the rear of the building) onto Camden High Street. Adjoining to the north is 'The Icehouse', a modern development of residential flats. Arlington Road itself is quieter and more residential in character with terraced houses lining the western side of the road (opposite the site), which falls outside of the Town Centre.
- 1.4 The main entrance to Arlington House is at the front of the building on Arlington Road. There is also a turning off of Arlington Road leading along the southern flank of the site, known as Early Mews from which the site may be serviced.
- 1.5 The premises are currently arranged as a 400-room hostel housing homeless men in small, single-person units. Many of the residents are alcohol or drug dependant, requiring support and counselling. The high-density accommodation in cubicle style rooms is considered unfit for the purposes of supporting this client group, according to current standards of practice. In agreement with Camden Directorate of Housing and Adult Social Care (HASC), the hostel has embarked on a gradual decanting strategy and the current number of residents now stands at no more than 100.

2. BACKGROUND TO THE PROPOSAL

- 2.1 The application proposals have been devised to ensure that the hostel continues to provide a valuable service for its client group and the community as a whole and that the space in this building can be effectively used. The proposals have been designed to meet the requirements of the DCLG's Hostels Capital Improvement Programme (HCIP), which aims to make hostels 'places of change' and will part-fund the redevelopment, and the Council's Hostels Pathway model, which gives homeless people a clear, four-step path from rough sleeping to accepting support and training and eventually moving on to an independent life.
- 2.2 In the past, residents have remained in Arlington House for unacceptably long periods of time. The expectation of HCIP and the Pathway model is to aim for shorter lengths of stay so that people are assessed and move on more quickly before becoming accustomed to hostel life. Effectively the 300 beds that have now been decanted were never part of the hostel circuit as they were occupied by men who had lived at Arlington for many years (and have now been successfully resettled) and thus their occupation of the beds prevented any new referrals being accepted. Previously, with 400 beds, the hostel took on between 90-110 referrals in any one year. With the new 95 beds, under the Pathways approach, it is envisaged that the stay will be shorter with people assessed more quickly and moving on quickly before becoming accustomed to hostel life. Thus, if on average people stay for say 6 months, the remodeled Arlington House could deal with 190 referrals per annum –twice the number than was the case previously.
- 2.3 Camden also has a policy to reduce the overall number of hostel places available to stop the area being viewed as a magnet for people coming from elsewhere expecting to be housed in this type of accommodation.
- 2.4 During the process of decanting at Arlington, new residents with Housing Options and Camden hostel referrals have been accommodated in hostel elsewhere in the Borough with no reported increases in street homelessness in Camden as a result. This has been confirmed by Camden's Street Populations Manager who has sat on the Arlington Project Board during this time.
- 2.5 The number of bedspaces being proposed and their use within the Pathway has therefore been negotiated by Camden Housing and Adult Social Care (HASC) as the maximum of this type that can be sustained in this location, and to cater for any increase is not seen as an option.
- 2.6 Novas' intention is to refurbish and modernise the hostel facilities making them better suited to supporting the needs of Camden's vulnerable residents and achieving their rehabilitation. This would entail reducing the total number of bedspace units to a more appropriate level while improving the overall standard of the building and the services delivered in it. Novas wish to provide support, training and opportunities for life-skills development as part of the hostel's overall service, on a scale which has not previously been possible. It is intended to enable this by the inclusion of 'social enterprise uses' to act as a source of work experience and a market place to help develop and encourage the skills, abilities and employability of the residents. An element of outside involvement from commercial stall-holders is also envisaged to help create a diverse retail setting. At the same time it is hoped that this will help de-institutionalise the setting encouraging a more positive

interaction between the hostel and neighbouring residents to the benefit of all the community.

- 2.7 A further part of Novas' vision for the refurbished hostel is to include an element of accommodation designated for low paid workers from the external community. This is intended to further assist with the de-institutionisation of Arlington House and integration of its residents.
- 2.8 The project would be enabled by substantial grant monies available from the DCLG's Hostel's Capital Improvements Programme (HCIP), which has been agreed in principle subject to the scheme receiving planning permission.

3. THE PROPOSAL

- 3.1 The scheme entails the change of use of the premises to provide lower intensity, more supported accommodation for a reduced number of 95 homeless men in conjunction with an element of commercial uses run as a social enterprise for the benefit of the hostel residents. In addition there will be the provision of 35 low cost rented units intended for occupation by low paid workers.
- 3.2 The aim of both the social enterprise uses and the rented accommodation is to deinstitutionalise the environment of Arlington House and provide a more positive setting for the hostel residents to re-gain their independence and move on into the general community. Initially the application referred to 5 of the low cost rented units on the fifth floor being for volunteer workers at the hostel but it has since been agreed with Camden's Housing Options and Advice team that all of these will now be approached in the same way, being for low paid workers in Camden.
- 3.3 The social enterprise uses would form a fairly minor proportion of the overall floorspace being located solely on part of the ground floor and basement levels. These would comprise market stalls, art gallery, coffee shop/bookshop and a restaurant. The 95 units of supported accommodation would be located on the 1st – 3rd floors and 35 low cost rented units on the 4th and 5th floors.
- 3.4 The proposals would also involve the internal refurbishment of the building and reconfiguring the accommodation to provide for the new mix of hostel, social enterprise and other residential uses. However the overall gross floorspace of the building would remain unchanged at 9668sqm. The social enterprise uses would occupy 940sqm (less than 10% of the total).

4. RELEVANT HISTORY

- 4.1 2005/4196/P (GRANTED 16/12/2005) - Change of use of part ground floor from hostel (Sui Generis) to exhibition hall/workshop/gallery space (Class D1) with associated works of alteration and new means of access within Early Mews. This proposal involved approx 200sqm of floorspace for exhibition and workshop space and was granted subject to conditions stating a 2 year temporary period and that that the gallery space shall remain ancillary to the main use as a hostel.
- 4.2 2006/5563/INVALID – An application was submitted in December 2006 for a 94 room hostel and social enterprise uses on a much larger scale than the application

currently being considered (including hotel, gym and conference centre) but this was never progressed to validation.

5. CONSULTATIONS

Local Groups

- 5.2 Camden Town Unlimited – Support the proposal as a way to enable an improvement in the existing service the hostel provides. However they express reservation about the reduction in the number of homeless persons catered for, requesting that any displacement resulting from the proposals be monitored and controlled.

5.3 Adjoining Occupiers

5.4

<i>Number of Letters Sent</i>	134
<i>Number of responses Received</i>	1
<i>Number in Support</i>	00
<i>Number of Objections</i>	00
<i>Number Electronic</i>	0

- 5.5 Consultation was carried out with surrounding neighbours and a site notice displayed. 1 comment was received from a neighbouring resident raising concern about the low rental accommodation and that this should not become community housing which would exacerbate existing problems from community housing already in the area.

6. POLICIES

- 6.1 Set out below are the UDP policies that the proposals have primarily been assessed against, together with officers' view as to whether or not each policy listed has been complied with. 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.

Camden Replacement Unitary Development Plan –adopted June 2006

- 6.2
- SD1 – Quality of life (*complies*)
 - SD2 – Planning obligations (*complies*)
 - SD6 – Amenity for occupiers and neighbours (*complies*)
 - SD7B – Noise/vibration (*complies*)
 - SD8 – Disturbance (*complies*)
 - SD9 – Resources and energy (*complies*)
 - SD12 – Development and waste (*complies*)
 - H1 – New housing (*complies*)
 - H7 – Lifetime homes and wheelchair housing (*partly complies*)
 - H8 – Mix of units (*complies*)
 - H9 – Hostels (*complies*)
 - B1 – General design principles (*complies*)

N4 – Providing public open space (*complies*)
 N5 – Biodiversity (*complies*)
 T1 – Sustainable transport (*complies*)
 T3 – Pedestrians and cycling (*complies*)
 T7 – Off-street parking, city car clubs and bike schemes (*complies*)
 T8 – Car-free housing (*complies*)
 T16 – Movement of goods (*complies*)
 E1 – Location of business uses (*complies*)
 R1 - Location of new retail and entertainment uses (*complies*)
 R2 – General impact of retail and entertainment uses (*complies*)
 R3 – Assessment of food and drink uses and licensed entertainment (*complies*)
 R4 – Markets (*complies*)
 C1 – New community uses (*complies*)
 C3 – New leisure uses (*complies*)

Supplementary Planning Guidance

- 6.3 Camden Planning Guidance 2006; Access for all; Affordable housing; Biodiversity; Car free housing; Cycle parking and storage; Designing safer environments; Energy and renewables; Lifetime homes and wheelchair housing; Noise and vibration; Sustainable buildings; Town centres, retail and entertainment uses; Transport Assessment; Travel plans; Vehicle access/servicing; Waste/recyclables; Water.
- 6.4 Area Guidance:- Food, Drink and Entertainment in Camden Town 2003

Strategic and Government Policy

- 6.5 London Plan

7. ASSESSMENT

- 7.1 The main issues raised by this application are considered to be the reduction in number of hostel rooms; the principle of converting part of the existing hostel accommodation to non-residential social enterprise uses, and the effect of these uses on the functioning of the town centre and the amenities of the area in general. Being a major application the proposals are also expected to meet the required standards of sustainability and energy efficiency as prescribed by the Replacement UDP and the London Plan. These issues are assessed in the light of the relevant Council adopted policies and standards as follows:

Land use policy issues

Protection of hostel uses

- 7.2 The Council always seeks to protect existing residential uses and land so far as practicable and reasonable and has made housing the priority use of its UDP. For hostel uses a specific policy applies –H9. H9B –Loss of hostels, states that the Council will not grant planning permission for proposals for the loss, without adequate replacement, of hostel accommodation. Therefore, in order to comply with H9B the proposal should in the first instance ensure the ongoing provision of hostel facilities on the site equivalent to those existing presently.

- 7.3 The remodelled accommodation is proposed to provide a total of 95 rooms for hostel residents. These will be graded according to Camden's 'Pathways' Strategy leading the way from dependency to independent living. The accommodation would start from the 25 High Supported Progress beds on the first floor; moving on to the 33 Assessment and Specialist beds on the second floor; and finally the 20 generic progress and 17 move through beds on the third floor as residents prepare to move on to full independence. The move through beds would be equipped with kitchenettes while the remainder would rely on the hostel's catering facilities on the lower levels and communal tea making areas closer to the rooms.
- 7.4 The rationale for reducing the number of hostel spaces, and how this fits with the 'Pathways' approach, is explained in the 'Background' section to this report. In this context, it is seen that whilst the number of hostel rooms is reduced, the improved facilities and standards of care enable a quicker through-put of hostel residents so that in theory, the new beds could handle more referrals per annum than was the case for the 400 rooms previously. Furthermore, the decanting of existing hostel rooms to the currently proposed number has not resulted in any practical issues in terms of current demands on bedspaces. Since the hostel is likely to continue providing for over 90 homeless referrals a year (the same number as was the case previously), and in much improved conditions, it is considered that the reduced number of rooms is acceptable.

Social enterprise

- 7.5 Part of the improved facilities entail secondary uses, which would in effect change the use of Arlington House from purely a hostel to a mixed use of a hostel with retail, gallery and food and drink uses. These secondary uses would function as a 'social enterprise' to give residents an opportunity to develop the necessary skills and self-confidence required for rehabilitation.
- 7.6 The 'social enterprise' uses would be run as training/employment activities primarily for the residents of the hostel, although there is expected to be some degree of outside involvement to encourage positive interaction with commercial traders. In as far as these uses are tied into the main hostel use, they would not constitute independent uses in their own right, although being obviously commercial in character they would go beyond what could properly be considered as 'ancillary'. The whole can therefore be considered to entail a single planning unit, which, like hostels on their own, would be classed as 'sui-generis' for the purposes of the Use Classes Order.
- 7.7 The social enterprise uses would be located on the ground floor and basement of the premises, which have largely been used as storage and ancillary areas rather than as hostel rooms. However, some residential accommodation would be displaced (net loss of 26 hostel rooms with evidence on the existing plans of further rooms in the stripped out centre wing). Whilst this is a relatively minor proportion of the overall existing amount of hostel floorspace, any loss of residential accommodation is normally contrary to policy.
- 7.8 In this instance, the displacement of hostel rooms by other uses is considered distinct from the 'loss of hostels' as resisted by policy H9B. It is instead seen as a part of the process of remodelling and modernising Arlington House to provide an

enhanced service for housing and rehabilitating vulnerable homeless persons in accordance with current modes of practice. The social enterprise activities form a key part of this process of upgrading. In effect, the premises is enabled to continue in its traditional function as a hostel while addressing the weaknesses of a past system of 'warehousing' social need, to which Arlington House undeniably contributed. This is explained at length in the applicant's 'Planning and Design Statement' submitted with the application and is summarised in the 'Background' section of this report.

- 7.9 Importantly, it can also be accepted that the relatively modest scale of the social enterprise component (940sqm or 9.7% of the total) is reasonably related in scale to the needs of the 95 hostel residents. The applicant has agreed to enter into a Section 106 agreement to define the extent of the social enterprise uses to that shown in the plans so that it continues to function as a subordinate element of the main hostel use. The agreement would also limit the proportions of staff and market traders from outside the hostel. In this respect the proposed thresholds are that the hostel residents make up at least 50% staffing of the catering facilities and bookshop, and run at least one-third of the market stalls. It is proposed that the remaining market stalls are run by one-third other voluntary organisations working with excluded people in Camden and one third commercial stall holders to provide a commercial mix and realistic setting.
- 7.10 It is proposed that the 4th and 5th floors of Arlington House are converted for low cost rented accommodation (see below). At 95 hostel beds Arlington will still be one of the largest hostels in the country. Any attempt to increase this number further would make the project increasingly difficult to manage and impede the move away from the institutional model of care for the homeless, which is perceived as outdated.
- 7.11 In the above context therefore, the proposed reduction in scale and intensity of the hostel accommodation, combined with social enterprise elements is considered an essential part of improving the existing service at Arlington House and, therefore, in compliance with policy H9B.

Low cost rented units

- 7.12 Further space on the upper floor accommodation which presently comprises hostel rooms is to be converted to small self-contained residential units for low paid workers. This element of the proposal would provide 35 units of accommodation on the fourth and fifth floor levels for which Camden would have the option to nominate for an initial period each time one becomes vacant. The letting of these units would be at rates substantially below market levels in line with Camden Council's definition of affordability (i.e. 30% of household income for a low paid worker; likely to be on or close to the minimum wage). This will be secured in the S106 agreement.
- 7.13 The occupancy of the low cost rented units is expected to encompass former hostel residents as well as person who simply have a housing need. However, a strict policy will be adopted regarding tenant selection to ensure a mix of these and include only people who are working and who are genuinely ready for independent living. These tenants will therefore not have support needs. The units would serve a

useful purpose as a stepping-stone for young people and/or former hostel residents into the private rented sector and therefore represent a logical follow-on from the 'Pathways' strategy. At the same time this would provide an opportunity for an informal befriending/mentoring system from the external community for the Arlington House hostel residents and aid in the process of de-institutionalisation.

- 7.14 The units would differ from most forms of permanent residential accommodation in being limited to 6 month assured short hold tenancies. The intention is that these would not be renewed more than twice, in order to encourage tenants to move on.

Room sizes and internal standards

- 7.15 The unit sizes would range between 12 sqm and 25 sqm for the hostel accommodation. Most of the low cost rental units would be larger, ranging from 15 sqm to 33 sqm. These unit sizes would be sub-standard for permanent residential dwellings (minimum 32 sqm for a 1 person flat as sought by the CPG). However, the temporary nature of the accommodation combined with the extensive communal facilities (lounge/lobby areas for the low cost rental units, and more extensive support facilities for the hostel units) should be taken into account. In these respects the internal standard of accommodation is considered acceptable.

Disabled Access

- 7.16 The lifetime homes aspect of policy H7 is not applicable to this temporary nature of accommodation. However, the proposed units have been designed to include a total of 15 wheelchair accessible rooms which equates to over 10% in full compliance with the policy.
- 7.17 An access design statement has been submitted with the application detailing the various measures for wheelchair and other enhanced forms of access within the confines of the existing building. This is considered to meet with the UDP objective of securing inclusive design.

Other land use policies

- 7.18 The site is located within the Camden Town Centre. Policy R1 (Location of new retail and entertainment uses) requires developments within the Centre to be of an appropriate scale and character so as to not harm the vitality and viability of the centre as a whole. The social enterprise uses would comprise the following:

Market Place	294 sq m
Gallery	292 sq m
Bookshop/café	106 sq m
Restaurant	248 sq m
(Total)	(940 sq m)

- 7.19 Other uses shown on the submitted floorplans (including offices, training rooms, gym, workshops, community/meeting hall) all form ancillary parts of the hostel accommodation and are not available to the wider public.

- 7.20 The social enterprise uses are not considered to be of such a scale as to have any major impact on the functioning of Camden Town Centre. The general impact on the adjoining area, assessed under policies R2 (general impact of retail and entertainment uses) and R3 (assessment of food and drink uses) may be satisfactorily addressed by conditions relating to hours of use, noise from plant, cooking odours and servicing.
- 7.21 The market use, in particular (assessed under policy R4 -Markets) is likely to require a service plan in place, which will be secured under S106.
- 7.22 Public access to all the above facilities will be via the main Arlington Road entrance. Opening times are intended to be mainly during the daytime hours of 8am – 6pm, with a later evening opening one day during the week to ensure wide accessibility. Novas have experience in running such enterprises with there already being a sculpture gallery for residents and the community in Early Mews, and the small chain of coffee shops (Café Arlington) managed by Novas employing homeless people.
- 7.23 Subject to conditions, therefore, the social enterprise activities are considered to make a positive addition to Camden Town Centre and comply with relevant land use policies.

Resources and Sustainability

- 7.24 Policy SD9C requires developments to conserve energy and resources through: design, renewable energy use, optimising energy supply and the use of recycled and renewable building materials. Part B of the policy relates to water usage, requiring developments to be designed in a manner that does not cause harm to the water environment, water quality or drainage systems and prevents or mitigates flooding.
- 7.25 The applicant has provided a Sustainability Statement including a BREEAM pre-assessment, and an Energy Efficiency and Renewable Energy Feasibility Study, both prepared by Whitbybird environmental consultants.
- 7.26 The BREEAM pre-assessment expects a rating of 'very Good' to be achievable for the building as proposed to be refurbished which is the standard normally sought by Camden Planning Guidance. The CPG particularly focuses on the materials, energy and water categories seeking a 40% score in Materials and 60% in each of Energy and Water for the purposes of BREEAM. The scheme would score 53% in the materials category, which is welcomed. However, for Energy and Water the pre-assessment scores are 58% and 50% respectively. In terms of the Energy category, a further credit is required to be achieved in subcategory 1. As for the Water category, more credits could be obtained by installing special low flush or waterless WCs, more sophisticated proximity detecting bathroom fixtures, major leak detection and water recycling system. Since no explanation is provided as to why some or all of these measures cannot be incorporated, it is considered appropriate for a Section 106 agreement to be entered into requiring a sustainability plan and post construction BREEAM assessment showing that the full CPG targets are met, or provide reasonable explanation as to why this cannot be achieved (e.g. use of all existing taps, showers and baths in the refurbishment).

- 7.27 The plans show a water storage tank to be located below ground. This will store water collected from the roof and is very welcome as it will slightly reduce the amount of run-off from the site and reduce water consumption as this water is to be used to water landscaping.

On-site energy generation/renewables

- 7.28 Both the UDP and Mayor of London require all major developments to demonstrate how a proportion of their energy requirements can be met through on-site renewables, with 10% being the target expected. This should be after incorporating reasonable energy efficiency measures –In this respect the air tightness of the existing building is to be improved through the installation of double glazing, which should significantly increase energy conservation.
- 7.29 Whitbybird have undertaken a GLA Renewables Toolkit assessment to determine the most appropriate means for maximising on-site renewables and conclude that the optimum means is through employing a biomass heating system, which would meet 13.5% of the site's energy requirements.
- 7.30 However, policy SD9C also seeks an efficient energy supply and therefore CHP should be considered where appropriate, being a highly efficient power source for mixed use proposals in particular. In this respect the applicant's energy calculations only take account of the residential parts of the accommodation and not the communal and social enterprise uses on the ground floor and basement. The applicant has stated that CHP is not feasible for this mainly residential scheme as there is inadequate summer cooling of the basement uses to take the excess heat and chill it.
- 7.31 Therefore, in terms of renewable energy, it is accepted that biomass is the most appropriate and sustainable technology for on-site generation in this case. A S106 agreement securing a Renewable Energy Plan should be entered into including aspects such as fuel source and taking account of local air quality requirements.

Biodiversity

- 7.32 Policy N5 expects development schemes to have considered conserving and enhancing biodiversity, including by creating wildlife habitats. The plans indicate a green roof for all the external roof top areas at fifth floor level. Details demonstrating how this (or alternatively, a brown roof) will be achieved should be required as a condition to any approval.

Amenity issues

Impacts on adjoining occupiers

- 7.33 Policy SD6 requires development proposals to have regard to the amenities of existing occupiers. In that regard, aspects of the social enterprise proposals, such as hours of use and fume ventilation would need to be controlled by conditions to protect residential amenity as stated above. In this respect it is noted that the location falls within an Environmental Frontage of the Camden Town Food, Drink and Entertainment Guidance, where night café licences to 12am may be

acceptable. A further condition on amplified music should also be included as an additional safeguard.

Noise

- 7.34 Policy SD8 deals with noise nuisance likely to arise from plant and machinery, in which respect various plant is proposed at 5th floor roof level in connection with the fume extract and ventilation systems serving the ground and lower ground floor areas. An acoustic survey prepared by Arup has been submitted with the application. This sets out noise limits within which the combined building plant should be kept to avoid breaching the thresholds set out in UDP Table E, Appendix 1. The reports states that the proposed new building services plant would be attenuated to ensure compliance with the stated noise limits and a subsequent report will be submitted to detail this. Appropriate conditions should therefore be imposed to ensure that these recommendations are complied with, and also to ensure that residents of the hotel itself are not disturbed.
- 7.35 In terms of the residential aspects of the remodelled hostel, the reduction in the number of rooms is likely to reduce many of the impacts from the comings and goings of its residents, especially at night after the social enterprise uses have closed.

Construction

- 7.36 The applicant has included measures to reduce impact on neighbouring occupiers (as well as to reduce consumption of energy, water and resources) in their sustainability statement. These measures should be formalised in a construction management plan secured under S106.
- 7.37 Subject to the conditions as recommended, the proposals are not considered to raise any adverse issues regarding residential amenity.

Provision of public open space

- 7.38 Since there is no additional floorspace proposed and the number of bedspaces is reduced, the application will not generate a requirement for open space contributions under policy N4.
- 7.39 The site does already have some limited outside areas comprising the narrow mews at the side and a back yard running the length of the rear boundary. It is proposed that these areas be enhanced through appropriate landscaping to encourage their use as amenity spaces and for cycle parking, rather than for dumping of rubbish and other unseemly activity as at present.

Transport and access

Parking and travel

- 7.40 The proposals provide for 2 parking bays within Early mews for disabled visitors, deliveries and contractors. This is well within the UDP (Appendix 6) maximum parking standard for hostel uses which is 1 space per 1,500 sq m. Beyond this the proposals will be subject to a car capping agreement which forfeits any rights of the residents to hold a residents parking permit.

- 7.41 The proposed cycle facilities provide 20 secured cycle stands, which equates to 10% of the building occupants including staff. However, in terms of the UDP standard this figure represents around one-quarter of the 78 resident and staff spaces that would normally be expected. Given the high public transport accessibility of the area (PTAL 6a) and the nature of the use, this level of cycle parking is likely not to be utilised, however, there would appear scope within the rear yard for the presently proposed number to be increased. Therefore it is considered reasonable that a condition be attached requiring details demonstrating how this number will be increased to 40 spaces. The cycle parking should be in the form of 'Sheffield' stands to the full standards set out in the CPG.
- 7.42 The cycle parking in Early Mews behind the first set of gates (so likely to be accessible during the day) should be reserved for visitors, including customers of the Social Enterprise uses. Details of how this is to be managed should be included in a travel plan for the scheme.
- 7.43 A (green) travel plan has been prepared for the proposal to encourage sustainable transport options. Further details of this will be required and secured under S106.

Servicing

- 7.44 Deliveries servicing the existing hostel have mainly taken place from Arlington Road via the front door, or the service chute at the northern end of the building frontage, which will remain. There is additionally scope for servicing from Early Mews where the storage and collection of waste and recyclables is to take place. In view of the additional uses now proposed, it is considered that a service management plan should be entered into by the applicant, mainly to define the points of delivery and to restrict use of these to outside peak hours. This will be secured under S106.

Community safety and crime prevention

- 7.45 The applicant has submitted a detailed Crime Prevention Statement along with a ground and lower ground floor Community Safety and Security Plan, which has been found acceptable by the Metropolitan Police Crime Prevention Design advisors.
- 7.46 All residents and visitors to the premises will enter through the main door onto Arlington Road which will be well lit and subject to 24 hour security. The upper floors living areas would be segregated from the public spaces such as the market stalls and restaurant/café areas on the ground floor. Access to the upper floors residential accommodation will be subject to a card swipe system and subdivided into individually controlled zones. Measures for the surveillance of the premises and adjoining outside spaces by regular patrols and CCTV would also be employed.
- 7.47 A large metal gate at the entrance to Early Mews is already in place to secure the side and rear of the building and locked at night. In addition a further gate will be installed towards the rear of the Mews for enhanced security of the less used areas, which are not shared for the purposes of servicing adjoining premises. Doors and windows would be enhanced according to 'Secured by Design'

guidelines. All the various measures are detailed in the submitted statement and will be secured as part of the S106 agreement accompanying any grant of permission.

- 7.48 Overall, the design concept of the Arlington House proposals is to enhance the well being of its residents in a high quality environment and to dispel the 'nothing to do' attitude which has previously prevailed. It is therefore envisaged that the propensity for the hostel residents to be involved in, or affected by crime and disorder will be reduced by the alternative opportunities and activities provided.

8. CONCLUSION

- 8.1 The proposed remodelling of Arlington House and the nature of functions and services carried out within, is considered to enable a much improved level of care to its residents and increase the scope for their full rehabilitation within a shortened timescale. This is very much in accordance with the Council's and the DCLG's advocated approach to social care via the 'pathways' procedure.
- 8.2 In safeguarding the on-going role of the premises as providing care for Camden's vulnerable homeless, the proposals are considered to comply with the UDP policy of protecting hostels. Along with the crime prevention measures to be employed, the social enterprise aspects included in the proposals are considered likely to compliment and enhance this part of the Camden Town Centre and preserve or improve the amenities of existing residents.
- 8.3 In line with current Council and Mayor of London policy, the proposal also observes sustainable principles of design and practice in the use of energy, transport, quality of life and other key indicators.
- 8.4 The proposals are therefore considered to comply with all relevant policies and approval is recommended subject to a Section 106 legal agreement to cover the heads of terms listed below.

9. LEGAL COMMENTS

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

10. RECOMMENDATION 1: Grant planning permission with conditions and subject to a S106 legal agreement with the following heads of terms:

- **Payment of the Council's reasonable legal costs;**
- **Occupancy of the hostel units restricted to homeless persons within the Borough with support needs;**
- **Low cost rented units let on 6 month assured short hold tenancies at affordable rents to low paid workers in Camden;**
- **Social enterprise uses (bookshop/café, restaurant, exhibition and market space) to be limited to the areas designated on the ground and lower ground floor plans;**
- **Hostel residents to make up at least 50% of employees of the bookshop/café and restaurant uses and to run at least one-third of the market stalls;**

- Car capped at two on-site car parking spaces;
- Travel Plan;
- Service Management Plan;
- Construction Management Plan;
- Community Safety and Crime Prevention Plan;
- Renewable Energy Plan
- Submission of a Sustainability Plan, including Post-Construction Phase Sustainability Statement to achieve BREEAM/Eco-homes standard rating of 'Very Good' or higher with a target of achieving 60% of the credits in the categories of Water and Energy and 40% in materials.

11. **RECOMMENDATION 2:** That in the event of the S106 referred to in Recommendation 1 has not been completed within 13 weeks of the date of complete submission of the application, the Head of Development Control be authorised to refuse the application for the following reasons:

- *The proposed development, in the absence of a legal agreement for supported needs hostel accommodation, would fail to ensure an appropriate form of housing for the scheme contrary to policies H9B (Loss of Hostels) and SD2 (Planning obligations) of the Camden Replacement Unitary Development Plan 2006.*
- *The proposed development, in the absence of a legal agreement for low cost rented units, would fail to ensure an appropriate form of housing for the scheme contrary to policies H9B (Loss of Hostels) and SD2 (Planning obligations) of the Camden Replacement Unitary Development Plan 2006.*
- *The proposed development, in the absence of a legal agreement to restrict the extent of social enterprise uses, would fail to ensure the primary use continuing as a hostel contrary to policies H9B (Loss of Hostels) and SD2 (Planning obligations) of the Camden Replacement Unitary Development Plan 2006.*
- *The proposed development, in the absence of a legal agreement controlling the proportion of hostel residents employed by the social enterprise uses, would fail to ensure that these remain linked to the hostel accommodation contrary to policies H9B (Loss of Hostels) and SD2 (Planning obligations) of the Camden Replacement Unitary Development Plan 2006.*
- *The proposed development, in the absence of a legal agreement for car-capping, would be likely to contribute unacceptably to parking stress and congestion in the surrounding area contrary to policies T7 (Off-street parking), T9 (Impact of parking) and SD2 (Planning obligations) of the Camden Replacement Unitary Development Plan 2006.*

- ***The proposed development, in the absence of a travel plan, would be likely to give rise to significantly increased car-borne trips contrary to policies T1 (Sustainable transport), T2 (Capacity of transport provision) and SD2 (Planning obligations) of the Camden Replacement Unitary Development Plan 2006.***
- ***The proposed development, in the absence of a service management plan, would be likely to give rise to conflicts with other road users and pedestrians especially at peak times contrary to policies T12 ((Works affecting highways) and SD2 (Planning obligations) of the Camden Replacement Unitary Development Plan 2006.***
- ***The proposed development, in the absence of a construction management plan would be detrimental to the amenities of neighbouring occupiers and the area generally, contrary to policies SD6 (Amenity for occupiers and neighbours) and SD8B (Disturbance from demolition and construction) of the Camden Replacement Unitary Development Plan 2006.***
- ***The proposed development, in the absence of a Community Safety and Crime Prevention Plan, would fail to ensure a safe and secure environment contrary to policies SD1 (Quality of life) and SD2 (Planning obligations) of the Camden Replacement Unitary Development Plan 2006.***
- ***The proposed development, in the absence of a renewable energy statement, would fail to ensure proper standards of sustainability in the development contrary to policies SD9 (Resources and energy) and SD2 (Planning obligations) of the Camden Replacement Unitary Development Plan 2006.***
- ***The proposed development, in the absence of a post-construction sustainability statement, would fail to ensure proper standards of sustainability in the development contrary to policies SD9 (Resources and energy) and SD2 (Planning obligations) of the Camden Replacement Unitary Development Plan 2006.***