

42 PHOENIX ROAD

PLANNING STATEMENT



PLANNING STATEMENT

In support of a planning application for development

42 Phoenix Road, Camden
London NW1 1TA

November 2015

Protean Planning Ltd

PROTEAN PLANNING LTD

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1 Introduction

- 1.1 This application is made on behalf of the Findlay Estate Company, owners of 42 Phoenix Road, a part four, part five storey building with D1 use on the lower floors and student accommodation on the upper floors. The proposal is for redevelopment involving demolition of the existing building and erection of a new ground plus five storey over basement building to accommodate D1 use at ground and basement levels and student accommodation on the upper floors.
- 1.2 The building has been included within the Council's List of Non-Designated Heritage Assets (adopted January, 2015). A detailed heritage assessment has been undertaken and there is some consensus, Camden officers included, that its architectural value is limited to parts of the two street facades and that even those have been heavily altered. The feasibility of retention has been considered and found to be unviable. 42 Phoenix Road provides poor quality accommodation, with no street level access, no insulation, single glazed windows and a myriad of small rooms and narrow corridors.
- 1.3 It has been demonstrated that, even if the viability position were to change, there is no prospect of upgrading the building without sacrificing much of the remaining original fabric. Planning policy requires a balanced judgment weighing the loss of the building and its significance against the benefits of redevelopment. There is a very clear analysis to demonstrate that the building cannot be viably adapted. There are a host of social, economic and environmental benefits a replacement building would bring and which would support the objectives set out in the Euston Area Plan. In summary these include: fully accessible community use accommodation; ground floor active use; a sustainable building of architectural quality; fully accessible and much-needed student accommodation; and public realm improvements including widening the Clarendon Grove alleyway, which has been identified by the local community and Schools as an anti social "hot spot".
- 1.4 The building is neither statutorily listed, nor located within a designated conservation area, so there is no duty for the Council to seek its preservation or enhancement. We believe nonetheless that the Council would be right to insist on a new building of the highest merit, contributing to the vitality and interest of Phoenix Road and Chalton Street. We are confident of meeting that expectation. At a time of dramatic improvements within Somers Town, the Findlay Estate Company would like the opportunity to invest in a brand new sustainable building to provide bright, modern and accessible accommodation to enhance the character and amenity of the area.
- 1.5 The proposals have been developed following extensive engagement and consultation with stakeholders, including the Local Planning Authority and local residents. The details of engagement and public consultation are set out later in this statement, at section 5 and 7 respectively.
- 1.6 The adjoining site is the Maria Fidelis School and discussions are ongoing with Kieran Healey (Education Funding Agency) who is leading the school redevelopment project to try and ensure that both projects were taken forward in a co-ordinated way within the same time scale.

2 Application documents

2.1 The application is supported by the following technical reports and studies:

Heritage Assessment	(Geoff Noble Heritage and Urban Design)
Design and Access Statement	(Allies and Morrison Architects)
Transport Statement	(Paul Mew Associates)
Daylight & Sunlight Assessment	(Schroeders Begg)
Arboricultural Impact Assessment	(Barrell Tree Consultancy)
Energy and Sustainability Statement	(Skelly and Couch)
BREEAM pre assessment	(Eight Associates)
Noise Impact Assessment	(Ramboll Acoustics)
Student Management Plan	(The Findlay Estate Co. Ltd)

2.2 The application drawings are listed as follows:

Existing drawings	988_07_001	Existing Location Plan	1:500	A1
	988_07_002	Existing Site Plan	1:200	A1
	988_07_003	Existing Basement, Ground & 1st Plan	1:100	A1
	988_07_004	Existing 2nd, 3rd & roof plan	1:100	A1
	988_07_005	Existing Elevations, N,S,E &W	1:100	A1
	988_07_006	Existing Context Elevation N&E	1:200	A1
	988_07_007	Existing Context Elevation S&W	1:200	A1
	988_07_008	Existing Demolition plan	1:200	A1
Proposed Floor Plans	988_07_050	Proposed Site plan	1:200	A1
	988_07_100	Proposed Basement & Ground Plan	1:100	A1
	988_07_101	Proposed Typical, 5th & Roof Plan	1:100	A1
	988_07_102	Proposed Area Plans	1:100	A1
Proposed Elevations	988_07_200	Proposed Context Elevations N&E	1:200	A1
	988_07_201	Proposed Context Elevations S&W	1:200	A1
	988_07_202	Proposed North Elevation	1:100	A1
	988_07_203	Proposed East Elevation	1:100	A1
	988_07_204	Proposed South Elevation	1:100	A1
	988_07_205	Proposed West Elevation	1:100	A1
Proposed Sections	988_07_300	Proposed Section North-South	1:100	A1
	988_07_301	Proposed Section East-West	1:100	A1
Proposed Apartment Types	988_07_400	6 bed flat WCH	1:50	A1
	988_07_401	WCH studio flat	1:50	A1
Proposed Bay Studies	988_07_500	Phoenix Road Entrance	1:50	A1
	988_07_501	Chalton Street Entrance	1:50	A1
	988_07_502	Clarendon Grove	1:50	A1

3 Proposed development

- 3.1 The proposal is the redevelopment of the site involving demolition of the existing part four, part five storey 1930's building and erection of a new ground plus five storey over basement building with an extended basement. The existing area of D1 will be re-provided in the new building at ground and lower ground floor with student residential use on floors 1-5 above.
- 3.2 There is an opportunity to accommodate an ancillary café to complement the D1 space at ground floor. This would be located on the corner of Phoenix Road and Chalton Street to provide active frontage.
- 3.3 The new building will contain 55 student rooms in a mixture of cluster apartments (with shared cooking, bathroom and living facilities) and single occupier, self contained studio flats. The accommodation is targeted specifically toward returning (2nd, 3rd year and post graduate) students.
- 3.4 The new development will be serviced from the rear via the adjacent public passageway and include secure and covered cycle parking to encourage cycle use and refuse storage to de-clutter the pavements and encourage recycling. The development will be car free.
- 3.5 The proposals include level access for all and are designed to provide an active frontage on to Phoenix Road and Chalton Street.
- 3.6 The development will also include improvements to Clarendon Grove, the existing public passageway adjacent to the site, which is currently a hotspot for crime and antisocial behaviour. This will be widened from 1.8m to 2.6m.
- 3.7 The existing and proposed accommodation is summarized in the table below. The existing building has a very poor net to gross efficiency of approximately 58% (refer to DAS p 37). The existing 380 square metres of useable D1 space will be replaced by 404 square metres in the proposed development.

	Use (floor level)	Units / sq.m	Floor area sq m (NIA)	GEA	GIA
Existing	D1 (lower, ground, first)		380	740	560
	Student accommodation (first)	1 x studio; 1 x 1bed;	250		
	Student accommodation (second)	2 x 2 bed; 1 x 3 bed			
		5 units / 9 beds			
Proposed	D1 basement, ground		404	758	465
	Cafe ancillary to D1 ground				
	Student accommodation (first – fifth)	8 x 6 bed	1,457		
	Student accommodation (sixth)	7 x studios			
		15 units / 55 beds			

4 Site and context

Site

- 4.1 The property 42 Phoenix Road occupies a site 460sqm (0.046 ha) in area. It comprises a part 4, part 5-storey building, including a lower ground floor level, which is located on the corner of Phoenix Road (long frontage) and Chalton Street. The building comprises an L shaped plan form occupying a rectangular shaped plot with its southern edge, enclosed by a tall boundary wall. The site is adjacent to Chalton House, to the south, a 5-storey residential building with pitched roof, which is set back from the street and with a rear parking area. To the west the site is bounded by Clarendon Grove, a public footpath running south from Phoenix Road to Doric Way, which the building oversails and adjoins the Maria Fidelis School buildings on the opposite side of the footpath.
- 4.2 The building is brick faced and includes characteristic windows on the lower floors of the front elevations. The building has suffered insensitive additions and alterations, particularly to the upper levels.
- 4.3 The building currently comprises D1 floor space on the lower ground, upper ground and first floors. The community space had previously been used by the local Asian women's group Hopscotch, until their relocation to alternative premises in Kentish Town, due to the restricted access, but the building continues to be in use for D1 purposes by the Fine Tutors group, providing private tutoring to students. Fine tutors occupy the building by way of a temporary 12-month licence. The occupational agreement is far from ideal and indicative of the restricted market for a building within D1 with restricted access.
- 4.4 The second and third floors are in use as student accommodation arranged into five units. On the second floor the accommodation comprises 1 studio, 1 x 1 bed, 1 x 2 bed and 1 x 3 bed units. On the third floor there is a 1 x 2 bed unit. The applicant bought the building from Camden Council over 20 years ago and secured vacant possession of the top floor flat in 2011. The second floor units have been used as student accommodation for over 20 years and the top floor has been in this use since the applicant secured ownership. Historically the top floor 'Matron's flat' was ancillary to the use of the building as a nursery and day centre. It is understood that its residential use has only ever been associated with that historic use.

Local area

- 4.5 The site is in the London Borough of Camden in the Somers Town Ward. Somers Town is a predominantly residential area between Kings Cross and Euston Stations, just north of the Euston Road. Phoenix Road is parallel to the Euston Road and runs east to west connecting Kings Cross and Euston station via their entrances on Midland Road and Eversholt Street. Number 42 is approximately half way along Phoenix Road, at the intersection with Chalton Street, on the southwest corner of the junction, diagonally opposite the Cock Tavern and to the south of Oakshott Court and to the west of the Ossulston Estate. The site lies north of Chalton House and shares its western boundary with the Maria Fidelis Convent Upper School.
- 4.6 The immediate surrounding area is predominantly residential, with large mansion blocks to the north south and west. A number of neighbouring buildings are statutorily Listed, including the Cock Tavern Public House, Chamberlain House and the Ossulston Estate buildings. The predominant scale of development in the existing area is 4-5 storeys.
- 4.7 The character of the area is defined by tall, attractive residential buildings, tree lined streets, open community gardens and the award winning Ossulston Estate. Phoenix Road is an increasingly popular pedestrian link between Kings Cross and Euston stations. Camden have recently erected a series of pedestrian signs demarcating

Phoenix Road as the pedestrian route between Kings Cross & Euston.

Strategic context

- 4.8 The site lies within the boundary of the Euston Area Plan (adopted January 2015) and between the two Growth Areas of Euston, to the west, and Kings Cross, to the east. The wider area includes much larger scale buildings than the immediate area, including St Pancras and Euston railway stations and the British Library. The recently completed Francis Crick Institute, a biomedical research building, is at the eastern end of Phoenix Road on Brill Place. It is 15 storeys high and has approximately 91,000sqm of floor space.
- 4.9 In recent years there have been a number changes in and around the Somers Town neighbourhood. With the introduction of High Speed 1, Thameslink and plans for High Speed 2 (HS2), Kings Cross and Euston railway stations are each experiencing significant transformation. The Euston Area Plan clearly sets out an opportunity for Phoenix Road to be the main pedestrian link between two major transport interchanges.
- 4.10 Camden Council is currently consulting on the Somers Town Community Investment Programme (CIP), a 15 year plan to improve schools, homes and community facilities on council owned land. A significant part of the Somers Town CIP is the Central Somers Town Masterplan to the north of Brill Place. The masterplan will include new housing, community facilities, improved open space and a new building for the Edith Neville Primary School and St Aloysius Nursery due to open in 2017. As part of the programme, some private housing is proposed in the form of a tower onto Brill Place.
- 4.11 Chalton Street has been identified in the Euston Area Plan as a 'local centre'. We understand the intent of this designation is to create a new identity for the area resulting in an increase of shops and street activity.
- 4.12 The delivery of HS2 requires land currently in use by the Maria Fidelis Lower School. A recent land swap has taken place to allow the two separate schools to combine on the Phoenix Road site. The current Maria Fidelis Upper School will be combined with Drummond Crescent Police Garages to create a site for a new 1000 pupil school due to open in 2017.
- 4.13 Somers Town is changing and the redevelopment of 42 Phoenix Road provides the opportunity to contribute to the streetscape as it has a prominent corner position at the crossroads of Phoenix Road and Chalton Street.

5 Pre application advice

- 5.1 A pre application submission was made on the 17th March 2014, reference number 2014/5841/PRE. This included a schematic proposal prepared by Simon Corbett Architect to redevelop the site involving demolition of the existing building and erection of a new building to optimize the development potential of the site and providing accessible community use at ground level with student accommodation over. A meeting was held on the 13th June where officers advised that the building was included on the draft Local List and should be retained.
- 5.2 The Findlay Estate appointed a new professional team to advise on the way forward in light of this advice. This included town planning (John Fannon, Protean Planning), heritage (Geoff Noble, Heritage and Urban Design) consultants and architects (Allies and Morrison). A supplementary pre application heritage assessment was prepared by Geoff Noble and submitted to Camden on the 5th September 2014 and a meeting held on the 5th November 2014, where Allies and Morrison Architects presented their analysis of the site's important context and studies of the building which addressed the retention / refurbishment constraints as well as development opportunities.
- 5.3 Camden officers were appreciative of the in-depth understanding presented noting that this was lacking previously and advised that the team should explore further how the existing building might be modified to accommodate the uses proposed, noting that the building had value because of its presence in the streetscape as well as its architecture. It was agreed that the architecture had been compromised by earlier additions and that now, above the string line / parapet, the lower ground floor, and the rear elevation held little of merit – only the ground and first floor elevations to Phoenix Road and Chalton Street possessed the qualities that have informed the inclusion on the draft local listing.
- 5.4 It was acknowledged that any redevelopment proposals that sought to bring the building up to contemporary regulatory and technical performance standards would impact on the existing facade details – most particularly with regard to the entrances, access/ levels and fenestration. Officers advised that any new build should consider the contextual references from the surrounding buildings particularly highlighting the parapet, eaves and pitched roof of the Ossulston Estate.
- 5.5 There was consensus that this is an important site in an important part of Somers Town about to undergo significant change. Officers advised that Camden has high expectations for design quality. It was agreed to try and resolve the future of the building and site and to meet again to consider the feasibility of retention of the building. Allies and Morrison subsequently prepared a further detailed analysis and feasibility study of retaining and adapting / extending the existing building. This was submitted to Camden on the 8th December 2014 and a further meeting held on the 13th January 2015.
- 5.6 The analysis undertaken demonstrated that retention of the building facades was not considered viable due to the high additional development costs, programme extension and construction complexity that would be required balanced against the limited enabling development achievable in offsetting these. It was also concluded that alterations to the retained facades, to support level access, rationalise windows with floor levels and provide thermally efficient windows / walls, in addition to the visual impact of masonry repairs likely to be needed following construction works would be so significant as to compromise the quality of the facades as seen today and therefore jeopardise the local listing characteristics. Geoff Noble advised that as it was not a Listed Building normal Building Regulations would apply, with no opportunity to seek any dispensations.

- 5.7 Camden officers stated that the planned redevelopment of the adjoining Maria Fidelis School site presented similar issues (as that was also included on the Local List) but questioned whether there would be similar tangible public benefits to justify the loss of a building of merit at 42 Phoenix Road. It is noted that the "public benefit" policy test applies to designated heritage assets and does not apply to non-designated heritage assets, where a balanced judgment is required having regard to the scale of any harm or loss and the significance of the (non-designated) heritage asset. It is further noted that the Drummond Crescent buildings adjacent to Maria Fidelis School were subsequently removed from the Local List, it is understood, as it is an allocated development site.
- 5.8 Written pre application advice was provided, dated 10th March 2015. This is included as an appendix to this statement. It concludes that the building's inclusion on the Local List establishes an overwhelming presumption in favour of retention of the existing building.

6 Planning history

6.1 The planning history for the site 42 Phoenix Road is set out below.

2010/2871/P - Erection of an extension at 3rd floor level, an additional 4th storey with pitched roof, a full height rear extension at lower ground to new roof level with associated balconies, enlargement of existing lower ground floor beneath rear courtyard and alterations to the Chalton Street (east) elevation to create a new entrance in association with an extension of the existing Class D1 (non-residential institution use) and alterations to existing residential/student accommodation at second floor level combined with extensions at third and fourth floor level to provide 8 student cluster units with 35 bedspaces (Sui Generis). **Refused 28/02/2011.**

The reasons for refusal in summary:

1. The proposed extensions at third, fourth and roof levels, by reason of their design, bulk, mass and height, would create a top heavy and overly dominant addition that fails to respect the character and proportions of the host building and would thereby be detrimental to its overall appearance and that of the street scene.

2. The proposed rear extension, by reason of its design, bulk, mass and height at the upper levels, would have an overbearing and dominant appearance that would fail to be subordinate to the host building and would be detrimental to its overall character and appearance.

3. The proposed alterations to the Chalton Street elevation to create a new entrance for the Class D1 occupier, by reason of their design and position would appear as incongruous and unsympathetic alterations to the building.

4. The proposed extension at fourth floor level above the existing private residential roof terrace to Flat 1 at third floor level, by reason of its position and enclosure of the space from above, would be detrimental to daylight, sunlight and outlook

9401388 - Installation of disabled persons wheelchair lift in rear yard as shown on drawing numbered HS/SK1/ISSUE A. **Approved 23.8.1994**

6.2 The planning history for the adjoining Maria Fidelis Convent School 34 Phoenix Road NW1 is set out as follows.

9170239 - Construction of two-storey CDT workshop and classroom block on site of existing single-storey classroom block which is to be demolished.(Plans submitted). **Withdrawn 20.12.91**

9101312 - Construction of two-storey CDT workshop and classroom block on site of existing single-storey classroom block as shown on drawings nos. 11532/824/001A and W/382/02. **Approved 27.11.91.**

7 Public consultation & engagement

- 7.1 The project team has undertaken consultation with local residents as part of the development of the scheme prior to submitting this planning application. Individual meetings have been held with key stakeholders including Cllr Robinson (5th May 2015), and a presentation made to the Somers Town Community Forum (16th June 2015). On the 13th July a presentation was given to the Somers Town Planning Forum. There has also been ongoing engagement with Maria Fidelis School project led by Kieran Healy of the Education Funding Agency.
- 7.2 The central focus for this consultation was a staffed public exhibition held from 5.30pm to 8.30pm on Monday 11 May at the Somers Town Community Centre, 150 Ossulston Street. The event was advertised through a leaflet drop to local residents in surrounding streets and distribution of leaflets in the Chalton Street Market on two mornings.
- 7.3 The team also made direct contact with a number of key stakeholders. These included Sarah Elie, Somers Town Community Association, local councillors including Samata Khatoon. Officers with relevant areas of responsibility were contacted including Michelle Buckberry, the Community Intervention Officer; Jane Denbo, the Placeshaping officer; and Donna Turnbull representing Voluntary Action Camden. Although Donna was unable to attend Michael Parkes did attend on behalf of the Somers Town Neighbourhood Forum.
- 7.4 Representatives from the tenants and residents associations of Oakshott Court, Ossulston Estate, Chalton House, Walker House and Origin Housing were also personally contacted to invite them to attend and to help promote the event to local residents.
- 7.5 The consultation exhibition presented the proposals in context and included an explanation of the work undertaken by the team to explore potential re-use or remodelling of the existing building. The display panels were supported by a scale model of the immediate area with a removable section which allowed people to see the existing building and the proposed scheme in context, relative to the scale of the surrounding buildings.
- 7.6 Approximately 50 members of the public attended the exhibition and included a number of representatives from local Tenants and Residents Associations. A significant number of comments were recorded and in addition to the comments noted through informal discussions the team also provided a consultation questionnaire with four simple questions. The responses are set out in detail in the Design and Access Statement along with an analysis and design response to the comments made.
- 7.7 The proposed design was generally welcomed, and people appreciated the approach that had been taken to the scale and massing of the scheme. A new building which is fully accessible would be welcomed and people understood that the existing building would be difficult to modernise to provide full access. The proposals to improve environmental quality and safety on Clarendon Grove were very well received.

8 Planning policy

National Planning Policy

- 8.1 The National Planning Policy Framework (Adopted March, 2012) provides the policy context at a national level in relation to this submission. The NPPF promotes sustainable development and includes relevant policy guidance under section 7 *Requiring good design* and 12 *Conserving and enhancing the historic environment*.
- 8.2 The NPPF also defines a Heritage Asset, as buildings ... having a degree of significance meriting consideration in determining planning applications. NPPF Policy 135 is relevant: *The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that affect directly or indirectly non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.*

The Development Plan

- 8.3 The adopted Development Plan for the site is the London Plan (2011) and the Camden Local Development Framework. The Camden Local Development Framework includes the Camden Core Strategy (2010), Camden Development Policies (2010) and Supplementary Planning Documents, including the Euston Area Plan.

London Plan 2011

- 8.4 The application is not referable to the Mayor of London as this is a relatively small-scale development proposal. The Greater London Authority (GLA) are working with Camden Council and Transport for London (TfL) to produce the Euston Area Plan, intended to be an Area Action Plan to be adopted as part of Camden's Local Development Framework (LDF) and Supplementary Planning Guidance to the London Plan in the form of an Opportunity Area Planning Framework (OAPF) complementing the Mayor's suite of OAPFs being developed for Opportunity Areas. The relevance of the Euston Area Plan is set out below.
- 8.5 There are relevant London Plan policies specifically supporting the need for student housing in central London locations (Policy 3.3 Housing Choice). In relation to heritage and design the following policies are relevant:
Policy 7.2 An inclusive environment
Policy 7.3 Designing out crime
Policy 7.4 Local character
Policy 7.5 Public realm
Policy 7.6 Architecture
Policy 7.8 Heritage assets and archaeology
- 8.6 In relation to Sustainability & Climate change the core objective of The London Plan is an overall reduction in London's CO2 emissions to 60% of 1990 levels by 2025. The following policies are relevant: Policy 5.2 Minimising Carbon Dioxide Emission; Policy 5.3 Sustainable Design and Construction; Policy 5.6 Decentralised Energy Networks; Policy 5.7 Renewable Energy.
- 8.7 The relevant Core Strategy and Development Plan policies, planning guidance and other relevant documents are listed below.

Camden Core Strategy (2011)

CS1 Distribution of growth
CS3 Other highly accessible areas

CS4 Areas of more limited change
CS5 Managing the impact of growth and development
CS6 Providing quality homes
CS7 Promoting Camden's centres and shops
CS8 Promoting a successful and inclusive Camden economy
CS9 Achieving a successful Central London
CS10 Supporting community facilities and services
CS11 Promoting sustainable and efficient travel
CS13 Tackling climate change through promoting higher environmental standards
CS14 Promoting high quality places and conserving our heritage
CS15 Protecting and improving our parks and open spaces & encouraging biodiversity
CS17 Making Camden a safer place
CS18 Dealing with our waste and encouraging recycling
CS19 Delivering and monitoring the Core Strategy

Development Policies DPD (2011)

DP1 Mixed use development
DP2 Making full use of Camden's capacity for housing
DP3 Affordable Housing
DP5 Homes of different sizes
DP6 Lifetime Homes & Wheelchair Housing
DP9 Student housing, bedsits and other housing with shared facilities.
DP10 Helping & promoting small and independent shops
DP12 Supporting strong centres and managing the impact of food, drink, entertainment and other town centre uses
DP13 Employment sites and premises
DP15 Community and leisure uses
DP16 The 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 the highway network
DP22 Promoting sustainable design and construction
DP23 Water
DP24 Securing high quality design
DP25 Conserving Camden's heritage
DP26 Managing the impact of development on occupiers and neighbours
DP28 Noise and vibration
DP29 Improving access
DP30 Shopfronts
DP32 Air Quality

Camden Planning Guidance (updated 2013)

CPG1 Design
CPG2 Housing
CPG3 Sustainability
CPG6 Amenity
CPG7 Transport
CPG8 Planning Obligations

CS4 – Areas of more limited change

- 8.8 The site lies within the boundary of the Euston Area Plan and between the two Growth Areas of Euston, to the west, and Kings Cross, to the east. This is an area defined by CS4 as an area of more limited change. The Council will seek to ensure that development in these areas respects the character of its surroundings, conserves heritage and other important features and provides environmental improvements and other local benefits where appropriate. In particular, the Council will seek improvements to walking routes and other links, amongst other benefits.

Euston Area Plan (Adopted January, 2015)

- 8.9 The Euston Area Plan (EAP) is a long term planning framework to guide transformational change in the area, focused around the redevelopment of Euston Station and seeks to spread regeneration potential to benefit the local community and London as whole. The Vision for the Euston area in 2031: *The Euston area will be rejuvenated as both a local hub of activity and a gateway to London through new high quality comprehensive and transformational development above and around a world class transport interchange at Euston Station. New homes, businesses, shops, community facilities, schools, new and improved public realm and open space will transform the area.*
- 8.10 Phoenix Road is identified as a key east west route connecting Euston and Kings Cross St Pancras Stations. The EAP identifies the need to enliven activity along the road, attract new street front businesses, improve pedestrian links and reduce crime and anti social behaviour.
- 8.11 The EAP supports the redevelopment of Drummond Crescent /Maria Fidelis site for school and/or employment and housing. It is noted that the site is included in Camden's Site Allocations document and the recommended height for redevelopment is 5-6 storeys tall.

Local List of Non-Designated Heritage Assets (Adopted January, 2015)

- 8.12 The building has been included within the Council's adopted List of Non-Designated Heritage Assets (adopted January, 2015).

Blackheath to St Paul's viewing corridor

- 8.13 The site lies within the background assessment area of the Blackheath to St Paul's viewing corridor. The Euston Area Plan shows potential general building heights and protected vistas including the Blackheath to St Paul's viewing corridor. Buildings of 9 – 10 storeys are indicated around Euston Station and the Drummond Crescent site is highlighted as suitable for new development between 5 and 6 storeys tall and up to 18m in height. 42 Phoenix Road is directly adjacent to this site.

9. Technical reports summary and conclusions

Heritage Assessment (Geoff Noble Heritage and Urban Design)

- 9.1 Geoff Noble's Heritage Assessment examines the architectural and historic significance of the existing building at 42 Phoenix Road and considers its relationship with designated heritage assets nearby. The condition of the building is described, noting later alterations and repairs. It considers the architectural qualities of the proposed development as a replacement for the locally listed building, and assesses its expected contribution to the street scene.
- 9.2 The site is not in a conservation area, but it is adjacent to the Grade II listed Chamberlain House, one of a complex of listed buildings on the interwar Ossulston Estate. This report assesses the impact of the proposed development on the setting of the listed buildings and assesses the effect on their significance.
- 9.3 42 Phoenix Road is on Camden Council's Local List of buildings of interest. Accordingly it is treated as a non-designated heritage asset and the proposal for demolition and replacement is tested against national and local policy.
- 9.4 The assessment finds that the building does not appear to meet Camden Council's principles of selection for inclusion in its Local List, which call for a minimum of two from six specified criteria to be met. Taken overall, the architectural merit of the original building is considered unexceptional. Furthermore, the building has not been preserved intact and has suffered from various alterations and accretions that disfigure its appearance, especially at third and fourth level. The historic interest of the building is modest. The claimed social interest of the building is unexplained in the local list entry.
- 9.5 The building is of townscape significance, in that it is big enough to have some presence on the corner of Chalton Street, and the detail that survives provides some visual interest. It is noted that such qualities could readily be reproduced by a contemporary building of stature and enhanced by creating a more active frontage.
- 9.6 The proposed replacement building will offer a much higher standard of accommodation to its users and be accessible to all, including users of the ground floor community facility. The building will engage much more positively with both Chalton Street and Phoenix Road, providing an active frontage. The architectural refinement of the proposed building is exemplary, by an award-winning practice noted for its skill in designing in context.
- 9.7 The scale and massing of the building together with the careful selection of materials will ensure that the new building fits in with its surroundings. It is much more modest in scale than the newly completed Crick Institute (on the opposite side of the Ossulston Estate) but of sufficient size to have a positive and complementary relationship with its historic neighbours. The overall effect of the new development will be to enhance the setting of the Ossulston Estate, ensuring that its significance is preserved.
- 9.8 The Heritage Assessment demonstrates that beyond its contribution to the townscape, the heritage significance of 42 Phoenix Road is low. It is not a work by a known designer or builder, it has no evident historic associations and compared with many buildings in Euston and Bloomsbury, is relatively recent. Furthermore, it has been substantially degraded by alterations and additions, which restrict its aesthetic appeal to only two parts of the street elevations.
- 9.9 The NPPF test for proposals for the demolition of non-designated heritage assets is a lesser test than that required for listed buildings, where substantial harm or loss is considered to be "exceptional" (or in the case of grade I or II* buildings, "wholly exceptional"). In the words of the NPPF (para 132) "The more important the (*designated heritage*) asset, greater the weight should be" The presumption in favour of retaining a non-designated heritage asset cannot therefore be overwhelming.

- 9.10 It is concluded that the new building at 42 Phoenix Road will have all the architectural virtues of the existing building, whilst also engaging much more positively with the corner, having an active frontage that will provide surveillance on the street. By virtue of its design qualities it will enhance the setting of the grade II Chamberlain House and be part of a worthy sequence of buildings along Phoenix Road, culminating in the Crick Institute and the flank of St Pancras Station.
- 9.11 The site is within the background of the Blackheath Panorama, as defined in the Mayor of London's London View Management Framework 2012. The Heritage Assessment finds that the proposed development will not be seen from this position and the viewer's ability to recognise and appreciate St Paul's Cathedral will be unaffected.

Design and Access Statement (Allies and Morrison)

- 9.12 The Design and Access Statement (DAS) records the comprehensive effort that has been made to find a way of refurbishing the building and extending its life. Several options have been investigated, including various degrees of extension to offset the cost of renewal. It has not proved financially viable to do this without sacrificing the very qualities that prompted its inclusion on the local list.
- 9.13 The DAS sets out how the qualities of the existing building and an understanding of the site and context have informed the design approach. It also documents how the design has developed in response to pre application engagement with the planning authority as well as with local residents and stakeholders.
- 9.14 The DAS provides supporting detail including:
- Access and inclusive design
 - Waste Management Strategy
 - Secured by Design
 - Daylight, Sunlight & Amenity
 - Energy and sustainability
- 9.15 The DAS demonstrates that a contemporary building of high quality is proposed which incorporates the positive characteristics of the existing building and improves the townscape of this part of Somers Town.

Transport (Paul Mew Associates)

- 9.16 The development at 42 Phoenix Road, Camden, is proposed to be car-free. The developer, The Findlay Estate Company, is committed to reducing the traffic impact of the development through the implementation of a Travel Plan (TP). The site is situated within an area where public transport and sustainable transport links are readily accessible, with an 'excellent' PTAL rating of 6b. The mainline railway terminus of Euston and Kings Cross, in addition to a plethora of tube connections and bus services will be heavily promoted to residents, staff and to an extent, visitors as part of the TP.
- 9.17 Thorough and regular monitoring of the scheme will identify targets, and assess the extent to which they are being reached over the life of the scheme. The reporting of the progress will be carried out in consultation with the Council's Travel Plan Officer. It is the overarching aim of this framework TP to influence travel behaviour upon occupation, and to further increase the levels of walking and cycling from the site by residents, staff and visitors over the first years of the travel plan and thereafter to continue to aim for further reductions.
- 9.18 The TP will be implemented prior to occupation of the new units. The design of the building, inclusive of secure cycle parking, and its location amidst a range of transport hubs is considered, in terms of transport potential, to strongly represent a vanguard sustainable residential development.

Daylight & Sunlight Assessment (Schroeders Begg)

- 9.18 Schroeders Begg's report summarises the relevant policy provision and identifies Camden Planning Guidance (CPG) 6 – Amenity – Chapter 6 – Daylight & Sunlight, as the key reference. Paragraph 6.4 states that 'a daylight and sunlight report should assess the impact of the development following the methodology set out in the most recent version of Building Research Establishment's (BRE) "Site layout planning for daylight and sunlight: A guide to good practice".
- 9.19 The report includes an assessment of the effects on the surrounding buildings resulting from the proposed development in terms of daylight and sunlight. The findings are:
- Chamberlain House** (55-83 Chalton St) – windows opposite at 1st, 2nd & 3rd floors (ground floor is commercial) – these windows are considered primarily, to serve living rooms and bedrooms. Reductions in VSC (vertical sky component) range from 0% to 8% thus not greater than a 20% reduction target threshold.
- Chalton House** (1-35 Chalton St) - windows in closest proximity (rear projection). It can be seen that in terms of the windows analysed (at ground, 1st, 2nd, 3rd & 4th floors), reductions in VSC range from 8% to 11% thus not greater than a 20% reduction target threshold.
- Oakshott Court** (Building F) – nearest / facing window likely to be serving a habitable room. It can be seen that in terms of the windows analysed (at 1st floor), the reduction in VSC is 4% thus not greater than a 20% reduction target threshold.
- Cock Tavern Public House** (23 Phoenix Road) – windows at 1st & 2nd floor which are assumed to have a residential element (ground floor is commercial / Public House). It can be seen that in terms of the windows analysed (at 1st & 2nd floors), reductions in VSC range from 2% to 3% thus not greater than a 20% reduction target threshold.
- Walker House** (Phoenix House) - lowest floor / ground floor window in flank elevation. It can be seen that in terms of the windows analysed (at ground floor), the reduction in VSC is 3% thus not greater than a 20% reduction target threshold.
- Maria Fidelis School** (34 Phoenix Rd) – windows in rear elevation and school hall. Windows to the school building have reductions in VSC ranging from 3% to 22% (only 2 windows are marginally over the target threshold of 20%) and the average reduction in VSC is 14%. In terms of the school hall, reductions in VSC range from 15% - 19% (for the windows facing the development) with the exception of window W6 which has a VSC reduction of 26%. Window W6 is the window closest to the proposal and given that the school hall is assumed to be served by the running series of these upper large / tall arched windows, we consider that this one isolated reduction that is over the target value of 20% reduction will not be detrimental or material to the daylight to this room assumed served by the series run of these windows.
- 9.20 The findings detailed in this daylight and sunlight report are that the daylight (vertical sky component - VSC) and sunlight to neighbouring residential properties, are not adversely affected by the proposed development with reductions to residential neighbouring habitable rooms well within the target criteria within the Building Research Establishment's (BRE Guide) "Site layout planning for daylight and sunlight: A guide to good practice". In terms of daylight assessment of average daylight factor (ADFs) within neighbouring rooms, they conclude that the proposed development has minimal effect on current ADF levels.
- 9.21 For sunlight, in accordance with BRE Guide, the assessment confirms that good levels of sunlight exist at present to neighbouring room windows, and these will be maintained in the proposed scenario and generally significantly better than the target criteria within the BRE Guide.

- 9.22 In summary, there are no significant adverse effects on any surrounding buildings with the effects of the proposed development on neighbouring residential properties satisfying the BRE Guide target criteria.

Arboricultural Impact Appraisal and Method Statement (Barrell Tree Consultancy)

- 9.23 No trees will be lost because of the proposal. The construction activity could affect trees if appropriate protection measures are not taken. However if adequate precaution to protect the retained trees are specified and implemented through the arboricultural method statement provided in the report, the development proposal will have no significant impact on the contribution of trees to local amenity or character.

Energy Statement (Skelly & Couch Engineering Consultants)

- 9.24 As per the requirements of Camden council and the London Plan, the statement provides details of the various design decisions and methodologies employed in order to meet the building performance and CO2 reduction targets for the development of student accommodation at 42 Phoenix Road.
- 9.25 Following the energy hierarchy specified in The London Plan and Camden Councils Planning Guidance (CPG) a number of sustainable design techniques were incorporated into the design for 42 Phoenix Road to demonstrate compliance with local, regional and national dwelling performance and emission requirements:
- Passive design
 - Energy efficient design of the services
 - Feasibility study on joining the local district heating scheme
 - Integration of an onsite Photovoltaic system

- 9.26 The energy assessment was carried out using approved thermal modelling analysis software TAS on the whole development and BREDEM methodology to calculate the unregulated energy. Results indicate that when compared to the notional development, the various energy efficient strategies employed collectively reduce the developments emissions enough to meet Building regulations 2013 and the criteria set by The London Plan and Camden council.

BREEAM Assessment (Eight Associates)

- 9.27 Eight Associates have been appointed, as registered BREEAM assessors, to carry out an assessment of the proposed new development at 42 Phoenix Road, London. This assessment is under BREEAM 2014 New Construction (Multi-Residential) Methodology. This summary is a pre-assessment of the development and details the anticipated score following the information provided by the design team at a meeting held in February 2015 and subsequent discussions.
- 9.28 The London Borough of Camden strongly encourage that the following standards are met for BREEAM:
- EXCELLENT BREEAM rating overall achieved;
 - 60% of Energy credits achieved
 - 60% of Water credits achieved
 - 40% of Materials credits achieved
- 9.29 The site reviewed currently achieves a score of 74.93%, which equates to an EXCELLENT rating (70%). Eight Associates recommend a safety margin of at least 3-5% to safeguard any rating at formal assessment.

Noise assessment (Ramboll Acoustics)

- 9.30 A noise survey has been undertaken and an assessment of the results in relation to achieving suitable internal ambient noise criteria within the proposed residential

accommodation and in relation to limiting noise emissions from new building services plant affecting nearby properties, has been undertaken.

- 9.31 The noise climate at the site is considered typical of a central London location away from the busy main streets. The main sources of noise being local noise from passing and distant traffic and occasional aircraft noise. At the front elevation of the building, daytime noise levels were up to LAeq 66 dB. Night time noise levels did not exceed LAeq 60 dB. The lowest measured background noise level was LA90 40 dB (night time) and LA90 44 dB (daytime). These noise levels are representative of the quietest elevation to the rear of the building. Plant noise emission limits of 30 dB LAeq at the location of the nearest noise sensitive window are proposed in line with Camden Council policy. This will be achieved through careful selection of plant and implementing appropriate attenuation measures as necessary.
- 9.32 In terms of ventilation, acoustic trickle ventilators will be necessary to ensure that the external noise break-in is adequately controlled whilst providing the minimum background ventilation rate. With proposed trickle vents open, the internal ambient sound level requirements set in BS8233 will be met. However, windows may remain openable for rapid or purge ventilation, or at the occupant's choice accepting higher levels of noise inside the apartments. Double glazed windows are required to all the elevations.
- 9.33 In summary, the proposed development is considered acceptable from an acoustic perspective, provided that the plant noise emission limits are met and that the external building envelope recommendations are followed.

Student Management Plan (The Findlay Estate Co. Ltd)

- 9.34 A Student Management Plan has been prepared by the Findlay Estate Company to inform the planning application for the redevelopment of 42 Phoenix Road. The document is in draft form as it is intended to be a live document.
- 9.35 It is noted that returning 2nd and 3rd year students pose the greatest threat to the limited availability of affordable rented accommodation from the private rental market. Returning and post graduate students, once social groups have been established, tend to migrate from University halls to self contained rented accommodation within the private sector, competing directly against key workers and they families. The accommodation is arranged primarily as cluster flats and targeted specifically toward returning students.
- 9.36 The plan outlines how Findlay Estate Company will work with the local community to deliver the services, security arrangements and welfare provision, and how local feedback will be gathered and used.
- 9.37 A partnership between a University/college and Findlay Estate Company is proposed which will provide numerous benefits for both students and the local community. These will include;
- A University/college led pastoral care team supported by a full time Findlay Estate Company management team with clear lines of responsibility for student welfare and behaviour.
 - The delivery of a range of services including maintenance, security and cleaning by Findlay Estate Company with more than 15 years experience in the Higher Education sector.
 - The establishment of a community liaison group, including members of the local community, which will meet quarterly, to review operations and address issues of common concern to local stakeholders.
 - Enhanced security arrangements both by design and operation, utilising the latest in technology.
 - An on-site concierge and 24 hour helpline for reporting any issues, with target response times.

10. Retention feasibility and viability

- 10.1 Camden officers in their pre application advice oppose the loss of the building and have also stated that there would be no principle objection to a scheme incorporating retention of the principal facades below second floor level. They conclude that, as the building is in use this demonstrates that the building continues to be suitable for a degree of community use and the public benefit of (retaining) the existing building is clear. They state that, the submitted options fail to explore less invasive, and costly, alterations to the existing building and conclude that the full extent of options involving retention of the building has not been explored.
- 10.2 The Council's objection in principle and their conclusions in respect of the information provided are considered unreasonable and are not supported by planning policy. The building is not listed and not located within a conservation area. NPPF Policy 135 requires a balanced judgement having regard to, in this instance, the loss of the building and its significance as a heritage asset. There is a very clear analysis to demonstrate that the building has limited heritage value and despite the building's inclusion on the local list, 42 Phoenix Road does not appear to meet Camden Council's principles of selection. Notwithstanding, an extensive study into the feasibility and viability of retaining and adapting the building was undertaken.
- 10.3 The Findlay Estates Company's development initiative is as a result of the existing building proving increasingly hard to economically maintain, repair and occupy and a realization that the building is no longer fit for its intended purpose. In response to Camden Council's advice that the building was included in a draft local list as a non-designated heritage asset the Findlay Estate appointed a new professional team to take the project forward. This included commissioning specialist heritage advice and highly acclaimed architects, experienced in working with old buildings.
- 10.4 Allies and Morrison have undertaken a detailed analysis and feasibility study of retaining and adapting / extending the existing building. This was submitted to Camden on the 8th December 2014 and is included as part of the accompanying Design and Access Statement. As part of the feasibility study, Allies and Morrison have reviewed the condition of the existing building to understand its potential for reuse and adaptation. A team of services, structure and fire engineers were also appointed at an early stage to comment on the likelihood of reusing the existing building.
- 10.5 It was found that it would be technically possible to alter the existing building to improve accessibility notwithstanding the adverse impact to the heritage elements of the building. However any such investment would have to be commercially viable and unless the poor quality accommodation could be improved to increase its value, even the minimum investment could not be justified. The feasibility study therefore set a number of objectives to be met, including: providing street level and internal level access, rationalizing a myriad of small rooms and narrow corridors, improving thermal performance to walls and glazing, and identifying opportunities for creating additional floor area to offset the costs.
- 10.6 The constraints are significant. As it is not a Listed Building normal Building Regulations would apply, with no opportunity to seek any dispensations. Furthermore any internal remodeling of building should not result in the loss of D1 community floor space. Only two storeys of the north and east facade would remain in a facade retention scheme. This would make it hard to reconcile the proportional relationship between the existing building and any new extension. The existing brickwork would not be able to support additional storeys and so new structure would need to be introduced on the inside of the existing facade, taking out more useable space within the building.

- 10.7 The study started by looking at options which kept as much of the building as possible and it was quickly realised that achieving level access to each of the existing levels would take up too much floor space and would not be viable from a cost perspective as it would result in a reduction of lettable area and create lower quality spaces. The study then considered options involving enabling development required to balance the financial viability of the changes, and to understand the works required to achieve the changes and their impacts.
- 10.8 Cost consultants were appointed to advise and the analysis undertaken demonstrates that retention of the building facades is not viable due to the high additional development costs, programme extension and construction complexity that would be required balanced against the limited enabling development achievable in offsetting these. It is also concluded that alterations to the retained facades, to support level access, rationalise windows with floor levels and provide thermally efficient windows / walls, in addition to the visual impact of masonry repairs likely to be needed following construction works would be so significant as to compromise the quality of the facades as seen today and therefore jeopardise the local listing characteristics.
- 10.9 It has also been demonstrated that, even if the viability position were to change, there is no prospect of upgrading the building without sacrificing much of the remaining original fabric.

11. Assessment

11.1 The main issues surrounding this application can be summarized as follows:

- Principle of Development - Loss of Non-Designated Heritage Asset
- Proposed mix of uses in redevelopment
- Design & Appearance
- Impact on Amenity
- Standard of Student Accommodation
- Transport Issues
- Energy performance and climate change

Principle of Development - Loss of Non-Designated Heritage Asset

- 11.2 The building has been included within the Council's adopted List of Non-Designated Heritage Assets (adopted January, 2015). A detailed heritage assessment has been undertaken. The assessment concludes that 42 Phoenix Road is architecturally unexceptional; the building has not been preserved intact and has suffered from various alterations and accretions that disfigure its appearance especially at third and fourth floor levels. The historic interest of the building is modest and it is clear that the architectural value of the building is limited to only parts of the two street facades and that even those have been heavily altered. It does not appear that 42 Phoenix Road meets Camden Council's principles of selection for inclusion on the Local List.
- 11.3 The building is of townscape significance but these qualities could readily be reproduced, or even enhanced, by a contemporary building of stature.
- 11.4 NPPF Policy 135 requires a balanced judgement having regard to the scale of any harm or loss and the significance of the heritage asset. There is a very clear analysis to demonstrate that the building has only limited heritage value and that it cannot be viably adapted to meet reasonable minimum modern standards.
- 11.5 London Plan Policy 7.7 (Heritage Assets and Archaeology) states that development should identify, value, conserve, restore, re-use and incorporate heritage assets, where appropriate. The detailed assessment of the non-designated heritage asset, its context and the alternative development options considered, demonstrate that it is not appropriate to retain the building and the proposals are not in conflict with this policy.
- 11.6 There are no Camden local policies relating to non-designated heritage assets.
- 11.7 The principle of redevelopment is not contrary to any national, strategic or local policy. The acceptability of the proposal is therefore dependant on its merits and an assessment against other policies and considerations.

Proposed mix of uses in redevelopment

- 11.8 The building currently comprises D1 floor space on the lower ground, upper ground and first floors. This is poor quality accommodation, with no level access – a significant factor preventing occupation by any publically funded body. The proposed development comprises D1 floorspace on the lower ground and ground floors, to replace the existing D1 floor area. The accommodation is accessible to all, flexible, economic to occupy and high quality.
- 11.9 There is an opportunity to accommodate a café ancillary to the D1 use at ground floor level. The café would compliment and increase the attractiveness and viability of the D1 use. It is also in line with The Euston Area Plan which identifies the need to enliven activity along the road, attract new street front businesses, improve pedestrian links and reduce crime and anti social behaviour. The re-provision of the D1 use is in accordance with strategic and local policy.

- 11.10 The upper floors provide student housing which increases the current capacity from 9 to 55 persons. London Plan Policy 3.3 Housing Choice requires that provision be made for student housing, without compromising the capacity for conventional homes. The redevelopment of the site which already provides student housing, is clearly in line with London Plan policy because it optimises the level of student housing provided for which there is a clear need. The London Plan also recognizes that new provision may also tend to reduce pressure on other elements of the housing stock currently occupied by students, especially in the private rented sector.
- 11.11 The accommodation is arranged primarily as cluster flats and targeted specifically toward returning students. It is noted that although the undersupply of student accommodation within Camden is being addressed, the focus of new developments remains firmly on developments designed for first year students, despite the fact that the returning 2nd and 3rd year students pose the greatest threat to the limited availability of affordable rented accommodation from the private rental market. Returning and postgraduate students, once social groups have been established, tend to migrate from University halls to self-contained rented accommodation within the private sector, competing directly against key workers and their families.
- 11.12 The proposals are in accordance with Camden policies and guidance as set out in CS6, DP9 and CPG2 as a mix of units are provided to a high design standards and 42 Phoenix Road has established student housing located in an area that is highly accessible to the third level institutions it serves. Policy DP3 states that student housing would need to be restricted to use as student accommodation and this could adequately be achieved through a section 106 legal agreement.
- 11.13 The application is accompanied by a Student Management Plan to ensure student welfare and to mitigate the potential impacts of the development on the local community. The Student Management Plan includes details of safety and crime prevention and community liaison.
- 11.14 The top floor 'Matron's flat' was ancillary to the use of the building as a nursery and day centre. It is understood that its residential use has only ever been associated with that historic use. This accommodation is currently in use as student accommodation. Therefore the proposals do not lead to any loss of residential accommodation for which there is a need.
- 11.15 In line with guidance in Development Policy 9 (DP9) a mixture of apartment sizes have been provided in the student accommodation. These range from cluster apartments with 6 students sharing to solo studio apartments for single occupants. The 6 bed cluster apartments will be targeted towards second or third year students who likely already know one another and want to rent as a group. The upper floor studios will be completely self contained bedsits including kitchenette and bathroom. The student accommodation has been designed to suit DP9 and meets the space requirements set out in Camden's design guidance for Houses of Multiple Occupation (HMO). Returning and post grad students are targeted and this has a positive impact by reducing the demand for private residential accommodation.
- 11.16 The proposed land uses are in accordance with strategic and local Camden policy and guidance.

Design and appearance

- 11.17 The design attributes of the proposal are evidenced in the 10 principles or design objectives that are delivered:
1. Access for all - Creates a clear entrance and level threshold into and around the building which is accessible to all.
 2. An active street frontage -The building occupies a prominent corner location and will contribute to the life and vitality of the street.
 3. High quality spaces for the ground and basement - Provides flexible space on the lower floors for facilities which could benefit the local community and contribute to the vibrancy of the streets.
 4. Contribute to a vibrant local centre – The community use particularly with an ancillary café engages with passers-by, spills out onto the street and ties into the Camden aspiration for the vibrant local centre which Chalton Street will become.
 5. A safer public realm - Improves public safety by providing passive surveillance with windows onto a wider Clarendon Grove passageway, giving careful consideration to materials and lighting.
 6. High quality student accommodation - Provides well-managed apartments that are designed and built to a high specification.
 7. Declutter and widen pavements - Removes the existing lightwells and railings, widening the pavements and keeping bins, bikes away from the public footpath.
 8. Reflect attributes of the existing building - Reinterprets the character of the existing brickwork and the lightness of the metalwork.
 9. Complement the adjacent Grade II Listed Building (Ossulston Estate) & surrounding context – the building respects the height, form and materiality of the local area character with the patterns of repetition in the window openings within brick and the pitched roofs with chimneys and dormers.
 10. A sustainable future - Achieves a BREEAM Excellent rating through the design of flexible, robust building that utilises the district heating system and includes solar panels for renewable energy and hot water sources.
- 11.18 The scale and form of development has been carefully determined in reference to the surrounding residential mansion blocks, including the listed Ossulston Estate and Chalton House. It conforms to the 5 – 6 storeys (15 – 18 metres) height guide in the EAP. The design approach also delivers the policy objectives of the EAP as it will generate additional activity and overlooking of the principal Phoenix Road and Chalton Street frontages and also over the widened Clarendon Grove passageway.
- 11.19 The improvements in the accessibility, active frontages and sensitive design strategy ensure that the proposals meet London Plan policies 7.2, 7.3, 7.4 and 7.5 are in accordance with London Plan policies. The appearance of the building will make a positive contribution to the townscape and area in accordance with Policy 7.6.
- 11.20 The proposals are in accordance with CS14 (Promoting high quality places and conserving our heritage) as the design is to a high standard that respects local context and character, not least the setting of the nearby listed buildings. Furthermore the proposals provide the highest standards of access, improve the street and make Clarendon Grove safer.

- 11.21 The design and appearance of the building meets the policy objectives set out in the London Plan, Camden Core Strategy and the Euston Area Plan.
- 11.22 The site lies within the background assessment area of the Blackheath to St Paul's viewing corridor. It is noted that the Euston Area Plan shows potential general building heights within this viewing corridor including buildings of 9 – 10 storeys around Euston Station. The site adjacent to 42 Phoenix Road, the Drummond Crescent site is highlighted as suitable for new development between 5 and 6 storeys tall and up to 18m in height. The proposed building at 42 Phoenix Road is six storeys tall, (ground + 5 storeys) where the fifth storey is within the pitched roof. The proposals stand approximately 18.5m above the street level (which is rising around the building). The building is therefore consistent with the height of many of the mansion blocks in the neighbourhood and will not be discernible in the background within the Blackheath to St Paul's viewing corridor. The proposed development will cause no harm to the setting or significance of St Paul's Cathedral

Impact on Amenity

- 11.23 The nearest neighbouring residential occupiers are located within Charlton House, to the south, with other residential occupiers present on the opposite side of Charlton Street. A Daylight and Sunlight assessment has been undertaken and this demonstrates that VSC reductions from the existing to proposed scenario do not exceed a 20% reduction to neighbouring residential windows; thus this meets the BRE Guide target criteria (even for this urban locality).
- 11.24 In terms of the school, again reductions do not exceed 20% except in a very small isolated number of areas which are generally negligibly over the target threshold and / or the window under review serves a room with a number of other windows thus not of primary importance; thus in all cases of such reduction, we do not consider the reduction is detrimental or a material loss.
- 11.25 The analysis concludes that the proposal has minimal effect on the internal daylight (ADF) to neighbouring residential habitable rooms and such rooms retain very close to their current daylight levels in terms of ADF which are typically at reasonable levels (for both existing and proposed scenario).
- 11.26 In terms of sunlight, all the windows to the surrounding neighbouring windows assessed (that face within 90° of South) do not have any reductions of greater than 20% of former value where they have a proposed value below 25% APSH (5% winter) in terms of sunlight. Indeed, typically neighbouring residential windows retain circa double the APSH target value of 25% and circa triple for 5% winter sun, which is far in excess of the baseline target criteria so will continue to enjoy good levels of sunlight (APSH). The proposed development does not result in any material reductions to sunlight in reference of the BRE Guide and good levels of sunlight are maintained.
- 11.27 Chalton House is orientated at 90 degrees to the south elevation of 42 Phoenix Road, reducing the likelihood of overlooking in this location. In addition to the perpendicular orientation, the west elevation of Chalton House is the location of the deck access and front doors - windows on this elevation are recessed from the façade and smaller than on the east elevation. There are no windows into habitable rooms on the north elevation of Chalton House facing onto the site.
- 11.28 Chalton Street is approximately 18m wide which is a good distance between facing windows into habitable rooms. Due to the directly opposite eye level views which would be shared across the street, the windows on the east elevation have been kept to a minimum size and do not project from the building line - there are no balconies on this elevation. The bedroom windows have been located on the north facing elevation where Oakshott Court 20m across the road and at 90 degrees to 42 Phoenix Road does not have any facing windows.

Standard of Student Accommodation

- 11.29 The proposals will provide accommodation for a total of 55 students. The accommodation is arranged as eight apartments over four floors with up to six students occupying each apartment. In addition there are seven studio apartments planned for the top floor of the building, set within the roof level. The scheme provides a total of 1675 sqm of student residential floor space (GIA). The six bedroom apartments have an net internal area (NIA) of 159sqm whilst the studio apartments range from 22-33sqm.
- 11.30 Policy CPG2 Housing asks for 10% of student bedrooms to be wheelchair accessible. Five out of the 15 apartments are designed to be suitable for wheelchair users. All apartments are accessible to wheelchair visitors.
- 11.31 The student accommodation has been designed to comply with Camden's guidance for HMOs and the boroughs Development Policy 9 which is relevant to student housing. It also takes account of Camden Planning Guidance 1 Housing in particular chapter 3 which is relevant to student housing. Each of the units would provide very good floor space for individual bedrooms and the flats as a whole. In addition to this, the flats would be well laid out on plan, many would be dual aspect and would have access to suitable refuse storage facilities and secure bicycle parking facilities.

Transport Issues

- 11.32 The development at 42 Phoenix Road, Camden, is proposed to be car-free. This is in accordance with Camden's Core Strategy and Development Policy DP18, which expects new development in the Euston area to be car free, due to the excellent public transport links available in the area. The developer, The Findlay Estate Company Limited, is committed to reducing the traffic impact of the development through the implementation of a Travel Plan (TP).
- 11.33 The design of the building, inclusive of secure cycle parking, and its location amidst a range of transport hubs is considered, in terms of transport potential, to strongly represent a vanguard sustainable residential development.
- 11.34 The development provides active frontage along both Phoenix Road and Chalton Street and thus contributes to improved east-west connections along these key routes that link Euston and St Pancras stations and the heart of Somers Town, supporting Camden and EAP policies.

Energy performance and climate change

- 11.35 The Energy Statement submitted demonstrates how the proposals will meet the requirements of Camden council and the London Plan. A number of sustainable design techniques have been incorporated into the design for 42 Phoenix Road to demonstrate compliance with local, regional and national dwelling performance and emission requirements. These include: Passive design; Energy efficient design of the services; Feasibility study on joining the local district heating scheme; and, Integration of an onsite Photovoltaic system.
- 11.36 The energy assessment results indicate that when compared to the notional development, the various energy efficient strategies employed collectively reduce the developments emissions enough to meet Building regulations 2013 and the criteria set by The London Plan and Camden council. In terms of BREEAM a score of 74.93%, which equates to an EXCELLENT rating (70%) is anticipated.

12. S106, CIL and planning conditions

- 12.1 Camden's Planning Guidance CPG 8, 2015 Planning Obligations provides an indication of what may be required when the Council considers that a development proposal needs a planning obligation to be secured through a legal agreement.

Student housing restriction

- 12.2 Student housing led scheme would need to be restricted to use as student accommodation to avoid any contribution and this could adequately be achieved through a section 106 legal agreement.

Provision of public open space

- 12.3 Where developments cannot realistically provide sufficient open space and are considered otherwise acceptable in overall terms the Council will consider using CIL funds to improve existing open spaces to address the impacts generated by new development. In the case of larger developments a financial contribution may be sought for open space improvements, but only for related schemes which are not included in the 123 list?

	Capital cost	Maintenance	Design and Project Management
Student housing, hotels and hostels			
Single rooms	£297	£297	£37
Double rooms	£593	£594	£71
Commercial/ higher education development in the Central London Area			
Per 1,000 sq m	£1,265	£1, 284	£152

CIL

- 12.4 Camden started charging a local CIL on the 1st April 2015.

- 12.5 The Mayor's CIL is charged at £50 per square metre.

Type of Development	CIL Tariff (pounds per square metre)		
	Zone A (central)	Zone B (Rest of Camden)	Zone C (Highgate , Hampstead)
Student Housing	£175	£400	£400
Health, Education, Community meeting spaces, Police, Fire, Water Waste Management and related infrastructure, Care homes with no selfcontainment subsidised by the public sector	£0	£0	£0
Other commercial uses	£75	£75	£75

- 12.6 The Mayor's CIL is charged at £50 per square metre.

- 12.7 CIL is charged on the net additional (gross internal area) floorspace created. This takes into account any existing floorspace on the proposed site which has been lawful use at the time of the grant of planning permission. The regulations also make an allowance for any part of the building due to be demolished before the completion of the chargeable development.

- 12.8 The applicant is prepared to meet any reasonable requirements in terms of S106 obligations, CIL and planning conditions.

13. Conclusions

- 13.1 The status of the existing building on the Local List has prompted the applicants and their architects to try and avoid demolition and investigate, systematically and comprehensively, all possibilities of modernising the structure to extend its life. Comparable projects suggested by Camden's officers, including rebuilding behind façades, have been examined to see if any experience could be transferred.
- 13.2 The outcome of these studies is set out in detail in the Design and Access Statement. They prove conclusively that there is no financially viable model that could bring the building up to modern standards (in particular disabled access) without a very substantial number of additional floors, and significant changes to the existing facades. Furthermore, to meet current building regulations, the original windows could not be retained or convincingly reproduced, resulting in a further loss of integrity.
- 13.3 The outcome of this work would be that the alteration would unavoidably sacrifice the very qualities that prompted the local listing. The inescapable conclusion is that if the building is to be accessible to all and with a new lease of life as a community asset, demolition and redevelopment is unavoidable.
- 13.4 Planning policy requires a balanced judgment weighing the loss of the building and its heritage significance. The benefits of redevelopment are also material. There is a very clear analysis to demonstrate that the building has limited heritage value and cannot be viably adapted. There are a host of social, economic and environmental benefits a replacement building would bring and therefore the principle of redevelopment is justified.
- 13.5 In summary the merits of the proposals include:
- Fully accessible community use accommodation
 - Townscape improvements to the frontage/ entry off Phoenix Road and Chalton Street
 - A building of architectural quality that would match the aspirations for the area as set out in the Euston Area Plan
 - Improved, fully accessible and much-needed student accommodation
 - An opportunity to provide a building with a sustainable future replacing a building that is no longer fit-for-purpose in terms of contemporary performance standards, energy efficiency and occupier expectations
 - Public realm improvements including widening the Clarendon Grove alleyway through to Drummond Crescent, which has been identified by the local community and Schools as an anti social "hot spot"
- 13.6 The proposals to replace and improve D1 use accommodation, provide high quality student accommodation where it is needed and through the care and quality of the design approach, otherwise support strategic and local planning policies objectives and particularly those set out in the Euston Area Plan. Planning permission should accordingly be granted.

Appendix 1– Pre application advice
2014/5841/PRE dated 10th March 2015

Pre Application Report

Reference	2014/5841/PRE
Date Submitted	Initial submission received 17 th March 2014 Further information received on 5 th September 2014, 8 th December 2014 and 19 th January 2015.
Site Address	42 Phoenix Road
Proposal	Demolition of the existing building and redevelopment of the site to provide a replacement 7 storey building, comprising D1 (unspecified) on the ground and basement floors and student accommodation (sui generis), on the first to sixth floors
Information Submitted	Pre-app form; Pre-planning application pack, produced by Simon Corbett (dated March 2014); Survey of the Existing Condition of the Building, produced by the Findlay Estate Company (dated June 2011); 42 Phoenix Road Heritage Statement, produced by Goeff Noble (dated September 2014); 42 Phoenix Road options document, produced by Allies and Morrison (dated December 2014); Phoenix Road Comparison Study, produced by Allies and Morrison (dated January 2015), Phoenix Road Opportunity Diagrams, produced by Allies and Morrison (dated January 2015).
Agent Name & Address	John Fannon
Camden Officers	Neil Collins, Michelle O'Doherty and Ed Jarvis
Dates of Meetings	12 th June 2014, 5 th November 2014, 13 th January 2015
Date of Advice	10 th March 2015

1.0 Site & Surroundings

- 1.1 The subject site comprises a part 4, part 5 storey building, including a lower ground floor level, which is located on the corner of Phoenix Road (long frontage) and Chalton Street. The building comprises an L shaped plan form occupying a rectangular shaped plot with a courtyard on its southern edge, which is enclosed by a tall boundary wall. The site is adjacent to Chalton House, to the south, a 5-storey residential building with pitched roof above, which is set back from the street and comprises a rear parking area. To the west the site is bounded by Clarendon Grove, a public footpath running south from Phoenix Road to Doric Way, which the building oversails and adjoins the Maria Fidelis School buildings on the opposite side of the footpath.
- 1.2 The site is neither statutorily listed, nor located within any designated conservation area, the building has been included within the Council's adopted List of Non-Designated Heritage Assets (adopted January, 2015). The building is brick faced and includes delicate steel framed 2-storey oriel windows, large ground floor steel framed arched sash windows and expressed full height circulation core bays with stone detailing and porticos. The building has suffered insensitive additions and alterations, although they are not considered to detract from the positive character features of the host building.
- 1.3 The building currently comprises D1 floor space on the lower ground, upper ground and first floors. The second floor is in use as student accommodation arranged into four units, which appear to fall within the C3 use class, due to their limited sizes. A further self-contained residential flat occupies the uppermost extension on the 3rd floor. The community space had previously been used by the local Asian women's group Hopscotch, until their relocation to

alternative premises in Kentish Town, but the building continues to be in use for D1 purposes by the Fine Tutors group, providing private tutoring to students.

- 1.4 The immediate surrounding area is predominantly residential, with large mansion blocks to the north south and west. A number of neighbouring buildings are statutorily Listed, including Cock Tavern Public House, Chamberlain House and the Ossulston Estate buildings.
- 1.4 The predominant scale of development in the existing area is 4-5 storeys. Some neighbouring buildings comprise accommodation within the roof space of the building, but generally the eaves height terminates at a maximum of five storeys, defining the predominant scale of the neighbourhood.
- 1.5 The site lies within the boundary of the Euston Area Plan (adopted January 2015) and between the two Growth Areas of Euston, to the west, and Kings Cross, to the east. The wider area includes much larger scale buildings than the immediate area, including St Pancras and Euston railway stations, the British Library and the Francis Crick Institute, which is currently under construction. The Central London Area also envelops those areas and land extending little northward of Euston Road at this point.
- 1.6 The site lies within the background assessment area of the Blackheath to St Paul's viewing corridor.

2.0 Proposed Development

- 2.1 The submission seeks advice with regard to the proposed demolition of the building and redevelopment to provide a larger, seven-storey, replacement building.
- 2.2 The proposed scheme involves the following existing and proposed uses:

	Use and floor level	Floor area (GEA)
Existing	D1 Non-Residential Institution (lower ground-first floor)	769m ²
	C3 Residential accommodation (Second floor level)	261m ²
	C3 Residential Flat (Third floor including terrace)	102m ²
	Total	1132m²
Proposed	D1 Non-Residential Institution (lower ground and ground floors)	734m ²
	C3 Student Accommodation (first to sixth floors)	1985m ²
	Total	2719m²

3.0 Planning History

- 3.1 9401388 - Installation of disabled persons wheelchair lift in rear yard, GRANTED, 23/09/1994
- 3.2 2014/1992/PRE - Demolition of the existing building and redevelopment of the site to provide new build student accommodation (sui generis) and a range of non-residential basement/ground floor uses.
 - 3.2.1 This pre-application submission was withdrawn, due to very early advice that the scheme was not suitable for detailed comment. Brief written advice was provided in the anticipation of this subsequent pre-application submission. The advice was sent directly to Duncan Pittaway on 15th November 2013 and, in the interest of consistent advice, is noted below:

'Although larger scale development has, is and will continue to occur within the Growth Areas to the east and west of the site and within the Central London area to the south, its immediate context has not seen development of that scale and any development scheme would need to have regard to the character of that immediate context. Given this, the full range of building massings illustrated would be overdominant and overwhelming upon the lower scale local built environment, including designated heritage assets, in close proximity. We are of the view that, as with the most recent planning application decision, there is no objection to a carefully designed and subordinately massed addition to the building, which would be liable to be able to enhance the function and appearance of the existing built form on site, and thus its contribution to the character and appearance of the immediate locality. It just would not be expected to be of so great a scale as that indicated even at the lower end of the range of massings / heights set out in the initially submitted images.

As you will be aware the site building is included in the draft Local List consultation documents and represents a building considered to have a positive impact on its locality. The desirability of retaining part or all of this building is not offset by the limited deficiencies listed in the accompanying report, which in our view, record that the main façade / structural elements are largely sound'.

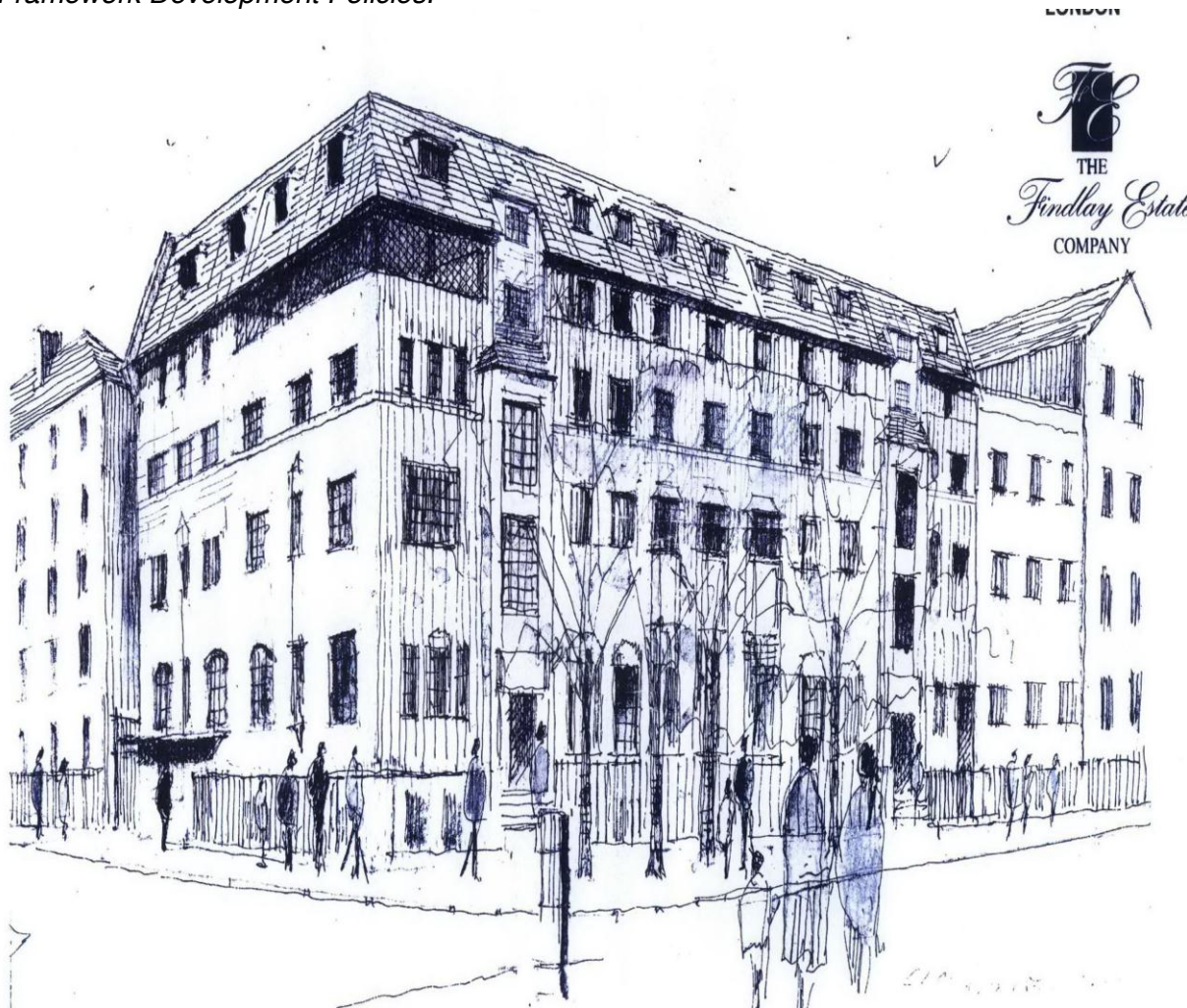
- 3.3 2010/2871/P - Erection of an extension at 3rd floor level, an additional 4th storey with pitched roof, a full height rear extension at lower ground to new roof level with associated balconies, enlargement of existing lower ground floor beneath rear courtyard and alterations to the Chalton Street (east) elevation to create a new entrance in association with an extension of the existing Class D1 (non-residential institution use) and alterations to existing residential/student accommodation at second floor level combined with extensions at third and fourth floor level to provide 8 student cluster units with 35 bedspaces (Sui Generis). REFUSED, 28/02/2011

The application was refused for the following reasons:

- 1. The proposed extensions at third, fourth and roof levels, by reason of their design, bulk, mass and height, would create a top heavy and overly dominant addition that fails to respect the character and proportions of the host building and would thereby be detrimental to its overall appearance and that of the street scene generally contrary to policy CS14 (Promoting high quality places and conserving our heritage) of the London Borough of Camden Local Development Framework Core Strategy and policy DP24 (Securing high quality design) of the London Borough of Camden Local Development Framework Development Policies.*
- 2. The proposed rear extension, by reason of its design, bulk, mass and height at the upper levels, would have an overbearing and dominant appearance that would fail to be subordinate to the host building and would be detrimental to its overall character and appearance contrary to policy CS14 (Promoting high quality places and conserving our heritage) of the London Borough of Camden Local Development Framework Core Strategy and policy DP24 (Securing high quality design) of the London Borough of Camden Local Development Framework Development Policies.*
- 3. The proposed alterations to the Chalton Street elevation to create a new entrance for the Class D1 occupier, by reason of their design and position would appear as incongruous and unsympathetic alterations to the building that would be detrimental to the character and appearance of the facade and the street scene contrary to policy CS14 (Promoting high quality places and conserving our heritage) of the London Borough of Camden Local Development Framework Core Strategy and policy DP24 (Securing high quality design) of the London Borough of Camden Local Development Framework Development Policies.*
- 4. The proposed extension at fourth floor level above the existing private residential roof terrace to Flat 1 at third floor level, by reason of its position and enclosure of the space from above, would be detrimental to daylight, sunlight and outlook from both the existing terrace space and the residential room facing onto the terrace to the detriment of the amenity of the occupier(s) of Flat 1 contrary to policy CS5 (Managing the impact of growth and development) of the London Borough of Camden Local Development Framework Core*

Strategy and policy DP26 (Managing the impact of development on occupiers and neighbours) of the London Borough of Camden Local Development Framework Development Policies.

5. *The proposed extension at third and fourth floor and associated rear balconies for use by the proposed student accommodation would result in an unacceptable loss of residential amenity to the rear (west facing) windows of the existing private residential Flat 1 at third floor level in terms of day/sunlight, outlook and visual privacy contrary to policy CS5 (Managing the impact of growth and development) of the London Borough of Camden Local Development Framework Core Strategy and policy DP26 (Managing the impact of development on occupiers and neighbours) of the London Borough of Camden Local Development Framework Development Policies.*



4.0 Planning Policy Context

National Planning Policy

- 4.1 The National Planning Policy Framework (Adopted March, 2012) provides the policy context at a national level in relation to this submission.

The Development Plan

- 4.2 The adopted Development Plan for the site is the London Plan (2011) and the Camden Local Development Framework. The Camden Local Development Framework includes the Camden Core Strategy (2010), Camden Development Policies (2010) and Supplementary Planning Documents.

LDF Core Strategy (2011)

CS1	Distribution of growth
CS3	Other highly accessible areas
CS5	Managing the impact of growth and development
CS6	Providing quality homes
CS7	Promoting Camden's centres and shops
CS8	Promoting a successful and inclusive Camden economy
CS9	Achieving a successful Central London
CS10	Supporting community facilities and services
CS11	Promoting sustainable and efficient travel
CS13	Tackling climate change through promoting higher environmental standards
CS14	Promoting high quality places and conserving our heritage
CS15	Protecting and improving our parks and open spaces & encouraging biodiversity
CS17	Making Camden a safer place
CS18	Dealing with our waste and encouraging recycling
CS19	Delivering and monitoring the Core Strategy

Development Policies DPD (2011)

DP1	Mixed use development
DP2	Making full use of Camden's capacity for housing
DP3	Affordable Housing
DP5	Homes of different sizes
DP6	Lifetime Homes & Wheelchair Housing
DP10	Helping & promoting small and independent shops
DP12	Supporting strong centres and managing the impact of food, drink, entertainment and other town centre uses
DP13	Employment sites and premises
DP15	Community and leisure uses
DP16	The 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 the highway network
DP22	Promoting sustainable design and construction
DP23	Water
DP24	Securing high quality design
DP25	Conserving Camden's heritage
DP26	Managing the impact of development on occupiers and neighbours
DP28	Noise and vibration
DP29	Improving access
DP30	Shopfronts
DP32	Air Quality

Camden Planning Guidance (updated 2013)

CPG1	Design
CPG2	Housing
CPG3	Sustainability
CPG6	Amenity
CPG7	Transport
CPG8	Planning Obligations

Other relevant documents

Euston Area Plan (Adopted January, 2015)

Local List of Non-Designated Heritage Assets (Adopted January, 2015)

5. Assessment

5.1 The main issues surrounding this submission are:

- Principle of Development - Loss of Non-Designated Heritage Asset
- Proposed mix of uses in redevelopment
- Design & Appearance
- Impact on Amenity
- Standard of Student Accommodation
- Transport Issues
- Section 106 Legal Agreement

5.2 Principle of Development - Loss of Non-Designated Heritage Asset

5.2.1 The original submission documents failed to provide any comprehensive evaluation of the existing building in terms of its designation and policy context. As such, the building's presence on the now adopted Draft Local List of Non-Designated Heritage Assets was not identified in the early stages of this submission. Our preliminary meeting echoed earlier advice on this aspect of the site (provided in response to the previous pre-application submission) and, given its pertinence to the assessment of the scheme, we allowed a response to this issue. Following the appointment of Geoff Noble and Allies and Morrison, and the provision of further advice regarding the level of information required for assessment of the proposed demolition of the Non Designated Heritage Asset (NDHA), a more comprehensive appraisal of the building and a clearer understanding of the case is now presented for assessment.

5.2.2 Given the building's inclusion on the Local List, para. 135 of the NPPF (as well as CPG1) is relevant, which states that the significance of a NDHA should be taken into account in determining an application in respect to the scale of the harm or loss of the asset. Given that the building meets three criteria on the adopted list, it is a building of identified heritage significance and makes a valuable contribution to its area. Ultimately, the NPPF seeks a balanced judgment with regard to the loss of, or harm to, non-designated heritage assets.

5.2.3 Furthermore, Para 7 of the NPPF describes three dimensions to sustainable development, comprising an economic, social and environmental role and that in order to achieve sustainable development, a balance must be sought. Para 8 outlines *'to achieve sustainable development, economic, social and environmental gains should be sought jointly and simultaneously through the planning system'*. With these things in mind, it falls to the Council to consider the proposed harm to the heritage asset, whilst balancing the benefits that the proposal would bring.

5.2.4 The continued use of the building by community oriented groups, including current occupiers 'Fine Tutors', demonstrates that the building continues to be suitable for a degree of community use. Coupled with existing student accommodation on the second floor, the public benefit of the existing building is patently clear. The submitted scheme would result in a loss of community floor space and no public benefit case has been presented that would justify the wholesale demolition of the existing heritage asset. Furthermore, the submitted options fail to explore less invasive, and costly, alterations to the existing building to address the issue of accessibility. It should be noted that, any internal remodeling of building should not result in the loss of community floor space.

5.2.5 The most recently received information aims to demonstrate, by way of worked examples, that the existing building cannot be retained and modified. It is first noted that the submitted information records that the building is of sound construction. Whilst various superficial elements require maintenance/replacement, the building is robust to withstand retention and renovation. Whilst it is noted that the submitted information makes a case against façade retention on grounds of the likely costs, there would be no principle objection to this, or any other scheme incorporating retention of the principal facades below second floor level.

- 5.2.6 The submitted options, produced by Allies and Morrison, seek to explore extensive internal remodeling of the floor plates to overcome level changes throughout the building. However, options 2 and 3 demonstrate that level access to the building is achievable, although the presented alterations appear insensitive to the NDHA and would not be supported. There is no specific disagreement, at this stage, with the assertion that the heavy remodeling of internal floor levels shown in the submitted options would be unviable, or that comprehensive additions would be required to offset the costs. However, the submission of the refused application in 2010 (ref: 2010/2871/P) is germane. The application demonstrates that the full extent of options involving retention of the building has not been explored. The refused application records at least one alternative (and less obtrusive) option than those presented in this submission and, by its own omission, is deemed viable.
- 5.3 Proposed mix of uses in redevelopment
- 5.3.1 The submission presents a replacement building comprising D1 floorspace on the lower ground and ground floors (as noted on the submitted drawings), with the remaining floors being set aside for student housing. Due to the size, arrangement and self-containment of units, it is considered that they would fall within either the C3 (as family units) or C4 (where each unit is occupied by 3-6 unrelated individuals).
- 5.3.2 Policy DP3 of the adopted LDF states that developments with capacity for 10 or more additional dwellings, or those exceeding 1000m², should contribute to the supply of affordable housing. The proposed replacement building would provide residential floor space in the form of flatted accommodation and, without control, would be liable for an on-site affordable housing contribution. Therefore, any student housing led scheme would need to be restricted to use as student accommodation to avoid any contribution and this could adequately be achieved through a section 106 legal agreement.
- 5.3.3 The above policy requirements are supported by the adopted Euston Area Plan, which states that *'A proportion of student housing may be appropriate as part of this additional housing provision but the priority will be to maximise the provision of these units as permanent homes to meet local housing needs, therefore at least 75% of new housing should be provided as permanent self-contained homes (use class C3).'*
- 5.4 Design & Appearance
- 5.4.1 The existing building is well placed in its immediate surroundings in terms of its height, scale and character. The building possesses a robust appearance, holding the corner of Phoenix Road and Charlton Street, whilst retaining the 5 storey predominating scale of development in the area.
- 5.4.2 The design of the proposed replacement building is immediately alien to its surroundings in terms of its overall height, scale and massing and the resulting building would have an overly dominant impact upon the street scene. The proposed height of the building would dominate its neighbours, including statutorily listed buildings on the opposite sides of Charlton Street and Phoenix Road. As such, the scale of proposed development is ill-conceived and would not only be out of keeping with the general character of the immediate area, but crucially would have an oppressive and overly dominant impact upon the setting of statutory listed buildings in the vicinity.
- 5.4.3 Following on from this, the site lies within the strategy viewing corridor from Blackheath to St Pauls and the proposed building height would have an impact upon this view. Any revised development height should take into account the impact upon this view and should be modestly sized in comparison to neighbours.
- 5.4.4 Design appraisal of the proposed options would appear to be a hypothetical exercise, given that each option intends to demonstrate that retention and adaption of the building would be unviable, even with the addition of a four storey roof extension. However, I can confirm that, whilst there are reservations regarding the proposed alterations to the fenestration, there is no

principle objection to infilling of the site or to replacement of the upper two floors with replacement additions, subject to appropriate design and set back.

5.5 Impact on Amenity

- 5.5.1 The nearest neighbouring residential occupiers would be located within Charlton House, to the south, with other residential occupiers present on the opposite side of Charlton Street. The proposed replacement building would be overly dominant in the street scene and it is considered that the impact of the building's height would be significant to the outlook of residential flats on the upper storeys of buildings on the Ossulston Estate. As such, I conclude that the proposed height of the building would result in an overly dominant impact upon neighbouring residential occupiers.

Daylight/Sunlight

- 5.5.2 Taking into account the orientation of buildings, it is not envisaged that loss of daylight/sunlight would be a significant issue for residents of Charlton House. However, given that scale of the proposed replacement building, any application for such would need to be accompanied by a daylight/sunlight report to ensure that residential occupiers, especially those on the opposite side of Charlton Street, would not suffer from an unacceptable loss of light. In this respect, it is advised that any development proposal involving an increase in height of the existing building includes a Daylight/Sunlight Report to demonstrate with clarity that that Average Daylight Factor (ADF) and Vertical Sky Component (VSC) measurements for neighbouring sensitive dwellings is maintained, consistent with BRE's 'Site layout planning for daylight and sunlight: A guide to good practice', and advised by CPG6 (Chapter 6).

Privacy

- 5.5.3 The existing building provides an outlook towards the neighbouring Charlton House, which comprises shared balcony access at the rear, with habitable flat windows recessed on the rear elevation. The exact arrangement of flats within Charlton House is not known and whilst there is no immediate concern regarding visual intrusion, the full consideration of the impact upon the privacy of neighbouring occupants would be made in considering any future planning application and would take into account of any comments made following public consultation.

5.7 Standard of Accommodation

- 5.7.1 Notwithstanding the above comments, the residential accommodation would be assessed against current Camden and Local Plan minimum Gross Internal Area (GIA) standards in relation to C3 development. Each of the units would provide a very good amount GIA floor space for individual bedrooms and the flats as a whole, meeting both London Plan and Camden's adopted residential space standards.
- 5.7.2 In addition to this, the flats would be well laid out on plan, would be dual aspect and would have access to suitable refuse storage facilities.
- 5.7.3 It is noted that the flats would neither have any private outdoor amenity space for each flat, nor would any communal space be available on site. In order to meet London Plan and Camden's adopted standards (CPG2: Housing), a degree of private or communal space should be provided in relation to new residential accommodation.

5.8 Transport Issues

Parking

- 5.8.1 In accordance with Policy DP18, the Council will seek to ensure developments provide the minimum necessary car parking provision and will expect developments within Controlled Parking Zones (CPZ) that are easily accessible by public transport to be car-free. Given the application site is within a CPZ and has excellent access to public transport (PTAL level 6b),

the development is considered appropriate for a car-free arrangement for new residential dwelling. Should any residential development of the site be considered acceptable, planning permission would only be granted subject to Section 106 legal agreement to restrict the uptake of on-street parking permits by residents of new dwellings, in the interest of preventing further exacerbation of car parking stress and general congestion on London's transport network.

Cycling

- 5.8.2 Given that the scope of development is subject to agreement, neither the required amount, nor the appropriate location of cycle storage can yet be determined. However, feedback from the Transport Officer has highlighted that the proposed location of cycle storage under the overhang at the entrance of Clarendon Grove would fail to meet the Council requirements in providing secure cycle storage facilities. As such, an alternative location, preferably internal or with better natural surveillance, should be sought.

5.9 Section 106 Legal Agreement

- 5.9.1 Notwithstanding the shortcomings of the proposal, as identified above, any scheme for the provision of more than five residential units would be liable for contributions to public open space, community facilities, education and, in the case of 10 or more units (or in excess of 1000 m²); healthcare and affordable housing. You are advised to refer to the Council Planning Guidance 8 (Obligations), which provides more details on the thresholds and calculations for contributions.

6. Conclusion

- 6.1 Given the above considerations, there are obvious shortcomings with the proposed development. The building's inclusion on the Local List establishes an overwhelming presumption in favour of retention of the existing building. The submitted documents largely record that the building is suitable for retention and adaption, whilst failing to provide any demonstrable case to suggest why the existing facilities could not be improved upon through minor intervention. There is no challenge, at this stage, to the assertions that wholesale remodelling, or façade retention, would be so costly to warrant a significant increase in replacement floor space. However, we are of the opinion that minor interventions to the building would be possible to improve the accessibility of existing facilities. Nevertheless, the proposed replacement building fails to take account of the most principal land use policy and is considered to be highly inappropriate to its local context, which includes designated heritage assets, in terms of its height, bulk, massing and form.
- 6.2 Alteration and extension of the building is not objectionable in principle and replacement of accretions to the original building, as well as infilling the open areas of the site would be considered on their own merits.



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