

Delegated Report		Analysis sheet		Expiry Date:	24/09/2015
(Members Briefing)		N/A / attached		Consultation Expiry Date:	01/10/2015
Officer			Application Number(s)		
Shane O'Donnell			2015/4396/P		
Application Address			Drawing Numbers		
152 Royal College Street London NW1 0TA			Please see Decision Notice		
PO 3/4	Area Team Signature	C&UD	Authorised Officer Signature		
Proposal(s)					
Erection of five-storey building including excavation of basement to provide 1 x 4 bed maisonette (Class C3) and retail (Class A1) at ground and basement level.					
Recommendation(s):		Grant planning permission subject to Section 106 Legal Agreement			
Application Type:		Full Planning Permission			

Conditions or Reasons for Refusal:	Refer to Draft Decision Notice					
Informatives:						
Consultations						
Adjoining Occupiers:	No. notified	94	No. of responses	14	No. of objections	10
Summary of consultation responses:			No. Electronic	00		
	<p>The owners/occupiers of neighbouring properties Bruges Place, 4, 14, 31 , 36 Bruges Place, flat 8 160-164, 160 Royal College Street, have objected to the proposals for the following reasons:</p> <p><u>Conservation and Design</u></p> <ul style="list-style-type: none"> -The building is too big, too high, and too prominent -The design and use of materials is not in keeping with the surrounding area -The chimney stack is out of character and would cause unnecessary visual clutter -The buildings in the adjoining terrace No.154 and No. 156 are positive contributors in the conservation area. -The proposed design would break the unaltered parapet roof line of the terrace. -The proposed building would out of character with its immediate surroundings and would be contrary to surrounding conservation area -At ground floor and first floor the depth of the proposed design is too great. -The proposed design is out of proportion with neighbouring buildings. -The use of materials is out of keeping with the surrounding area. -The proposed design would be on a prominent corner and the proposed design would be very prominent. <p><i>(Officer's Response: Please see paragraphs 3.1 to 3.9 below)</i></p> <p><u>Neighbour's Amenity</u></p> <ul style="list-style-type: none"> -building may block sunlight to neighbouring properties -The proposal would harm the outlook of properties in Bruges Place and create a sense of enclosure -The sunlight/daylight report has not taken into account residential conversion the conversion of the first floor of Bruges Place into residential accommodation. <p><i>(Officer's Response: Please see paragraphs 5.1 to 5.2 below)</i></p> <p><u>Transport and Parking</u></p> <ul style="list-style-type: none"> -The proposal would have an adverse impact on parking in the area <p><i>(Officer's Response: Please see paragraph 6.1 below)</i></p> <p><u>Land Use</u></p> <ul style="list-style-type: none"> -The retail unit extending to Baynes Street is inappropriate. -The proposed shopfront will detract from the surrounding historic shopfronts. -There is a lack of detail regarding servicing of the site. <p><i>(Officer's Response: Please see paragraph 6.1 to 6.5 below)</i></p> <p><u>Basement</u></p> <ul style="list-style-type: none"> -The proposed commercial basement space will not receive sufficient daylight or ventilation which may result in noisy machinery being installed. 					

	<p><i>(Officer's Response: Please see paragraph 8.3 below)</i></p> <p>-The bedroom at ground floor is poor sited and short of natural light. <i>(Officer's Response: plans revised)</i></p> <p>-There is a lack of information regarding a construction management plan <i>(Officer's Response: Please see paragraphs 5.1 to 5.2 below)-</i></p> <p>The BIA is insufficient and there is a lack of information regarding ground movement. <i>(Officer's Response: Please see paragraph 8.1 to 8.7 below)</i></p> <p>The owners/occupiers of neighbouring properties, 154, 176, 183, 195 Royal College Street, have supported to the proposal for the following reasons:</p> <p>-The proposed design would be bold and make a positive contribution to the surrounding area. -The proposal will help the retail mix in the area. -The proposed designer has a good track record on previous schemes and provided the right choice of materials the proposed design would have a good relationship with the canal opposite.</p>
<p>Camden Broadway CAAC</p> <p>(site lies within Camden Broadway Conservation Area)</p>	<p><u>Support:</u></p> <p>-‘The proposal is a compelling, interesting and well thought-through design of a contemporary home, flexible enough to accommodate a variety of occupants. However, within its context, it isn't very generous to the conservation area, and could have done more to acknowledge its role within this historic urban area. Considering the application history for this site, the current proposals are an improvement in massing, design and accommodation terms.’</p>
<p>Rochester CAAC</p>	<p><u>Objection:</u></p> <p>-Insufficient attention to heritage aspects.</p> <p>-The surrounding area is Georgian insufficient attention paid to the architectural and historical significance of the area.</p> <p>-The proposed design would not be suitable</p> <p>-The proposed rear extension would be too deep</p>

Site Description

The site relates to the vacated plot located on the corner of Royal College Street and Baynes Street. The site lies within the Camden Broadway Conservation Area and the vacant plot is identified as detracting from the character and appearance of the Conservation Area. However, the adjoining properties of Nos. 154 - 156 Royal College Street are considered to make a positive contribution to the character and appearance of the Conservation Area.

Relevant History

Application Site

2014/5486/P- Erection of 5x apartments and a retail unit comprising 39sqm.

Decision- Non Determination- Dismissed 10/06/2015

2014/5476/P- Erection of four storey building plus basement to provide 5 x1 bed apartments and a Class A1 retail unit at ground floor level comprising 47.1sqm.

Decision- Refused- 20/03/2015 (see discussion in 'Background' section)

2013/5689/P- Construction of a four storey building including basement excavation balconies to rear at 1st, 2nd & third floor levels. Office (B1) & retail (A1) use at ground floor & basement level, x3 dwellings (C3) on upper floors.

Decision- Withdrawn 30/04/2014

Relevant policies

National Planning Policy Framework 2012

The London Plan 2016

Core Strategy and Development Policies 2010

CS1- distribution of growth

CS5 – managing impact of growth

CS8 – promoting a successful and inclusive economy

CS10 - supporting community facilities and services

CS11- sustainable travel

CS13 - tackling climate change through promoting higher environmental standards

CS14 - promoting high quality places and conserving our heritage

CS16 - Improving Camden's health and well-being

CS19 – delivering and monitoring the Core Strategy

DP16 - transport implications of development

DP17 - walking, cycling and public transport

DP18 - parking standards and limiting the availability of carparking

DP19 - managing the impact of parking

DP22 - promoting sustainable design and construction

DP24 - securing high quality design

DP25 - conserving Camden's heritage

DP26 - managing the impact of development on occupiers and neighbours

DP28 - noise and vibration

DP31 – open space and outdoor recreation

DP32 - air quality and Camden's clear zone

Camden Planning Guidance 2011 (as amended 2015)

- CPG1 – Design
- CGP2 – Housing
- CPG3 – Sustainability
- CPG4 – Basement and Lightwells
- CPG6 - Amenity
- CPG7 – Transport
- CPG8 – Planning Obligations

Camden Broadway Conservation Area Appraisal and Management Strategy Statement dated 12 February 2009

Assessment

1.0 Background

1.1 There have been two applications (2014/5476/P and 2014/5486/P) recently determined in connection to this site attempting to erect a building on the site. Planning application 2014/5476/P was to provide 5 x 1 bed apartments and a ground floor retail unit. The proposed design tried to match the materials and building lines of the existing terrace with a significant roof element and some modern features were refused for 11 reasons. However the most relevant for the this current case are the following reasons:

- *The proposed building, by reason of its inappropriate design and over-dominant roof extension, fails to relate to the context of the adjoining terrace*
- *The proposed mix of residential units sizes fails to provide at least 40% 2 bedroom units and results in an unacceptable mix of dwelling sizes*
- *The proposed residential units at basement level, by reason of their poor outlook and lack of natural light, and proposed units 2, 3 and 5, by reason of their insufficient floor areas, would result in sub-standard accommodation that would fail to provide an acceptable level of residential amenity to their occupant.*

1.2 The planning application 2014/5486/P was a similar proposal to planning application 2014/5476/P was appealed for non-determination and was subsequently dismissed on appeal APP/X5210/A/14/2229005. The inspectorate concluded that:

- *“I consider that the redevelopment of the vacant site could be a public benefit, but I have found that the redevelopment scheme would cause material harm to the character and appearance of the Conservation Area. Consequently the proposed benefits would not be sufficient to outweigh this harm, and the development would be contrary to national policy.”*
- *“I conclude that the development would fail to provide an appropriate housing mix”*
- *“I conclude that the development would fail to provide satisfactory living conditions for potential future occupants.”*

2.0 Proposal

2.1 The current proposal is to erect a 3 storey building, with a rear ground floor projection and courtyard, and a first floor rear projection half the width of the building extending the depth of the site and including a green roof. The proposed building would include retail unit (Class Use A1) at ground floor with an ancillary office space at basement level and a 4 bed residential unit at first floor, second floor, third floor, and part ground floor level.

2.2. The proposed building would have a ground floor to eaves height of 11.1 metres, a width of 6.8

metres, and the main building would have a depth of 8.3 metres.

2.3. The proposed ground floor and first rear element would have a depth of 7.1 metres along Baynes Street beyond the rear wall of the main building. The proposed first floor rear projection would have a width of 3.1 metres and a height of 7.5 metres. This first floor element would include a terrace with a rear wall providing a privacy screen. The rear of the building would also include a courtyard at basement level and ground floor level

2.4 The proposed roof would be multi-pitch with a maximum height of 1.6 metres above the eaves height. Extending above the pitched roof is a modern chimney which extends 3.5 metres above the eaves of the proposed building.

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

- Conservation and Design
- Mix and Quality of accommodation
- Amenity
- Transport
- Sustainability
- Basement Impact
- CIL

3.0 Conservation and Design

Background

3.0 The site is a disused end of terrace plot of land at on the east side of Royal College Street at the junction Baynes Street. The site is located within the Camden Broadway Conservation Area.

3.1 The Camden Broadway Conservation Area is a small area comprising a mix of commercial and residential uses. Its character can be divided into two distinct types : by the busy, main traffic routes through the area (Camden Road, Royal College Street and St Pancras Way) which, on Camden Road and Royal College Street support commercial uses at ground floor level, and by the quieter, residential streets which run between these (Rousden Street and Randolph Street), the height, materials and plot layout broadly respect the C19 development of the area.

3.2 The terrace of which the application site forms a part is broadly typical in this regard however on close inspection includes a mix of contemporary and 19th century building types that allows for an appropriate modern design. The terrace is a group of four buildings. Three of the buildings (nos.154-158) are typical three storey 19th century townhouses with shops to the ground floor and residential accommodation above. No.158 has a mansard roof extension. No.160-164 Royal College Street is a modern four storey residential development designed in the idiom of the adjoining townhouses. It has three storeys with set back fourth floors. To the rear of the application site is the 20th century buildings that form Bruges Place. The application site also faces College Street Bridge over Regent's Canal and forms a relationship with the 3 other buildings facing the College Street Bridge. In particular the application site is directly opposite the contemporary designed Lawfords Wharf.

3.3 The site itself which is a corner plot that is slightly wider than neighbouring plots and is a corner plot that faces onto Royal College Street. The site is highlighted in the Camden Broadway Conservation Area Appraisal and Management Strategy as making a *negative* contribution to the conservation area. The citation in the Camden Broadway Conservation Area Appraisal describes the site as: "*Open space adjacent to 154 Royal College Street. Currently used to park cars. Unightly perimeter railings and advertising hoarding and supporting structure.*"

Policy context

3.4 The Conservation Area Management Strategy goes on to say that "*The Council will particularly encourage proposals which seek to enhance or, where appropriate, redevelop those buildings and*

spaces, which are considered to have a negative impact on the special character or the appearance of the conservation area.” Policies CS6 and DP24 of the Council’s LDF states that the Council will require all development to be of the highest standard of design and will expect developments to consider character, setting, context and the form and scale of neighbouring buildings, as well as the character and proportions of the existing building, where alterations are proposed.

3.5 Policies CS14 and DP25 of the Council’s LDF states that the Council will only permit development within conservation areas that preserves and enhances the character and appearance of the area and where development would not cause harm to the special interest of a listed building.

Assessment

3.6 The site is considered to require a skilled design approach in order to reinstate a townhouse which would reinforce the established pattern of development on the terrace. Camden welcomes modern design approaches and schemes which can deliver buildings of exceptional design quality in conservation areas. The proposed design is considered to achieve these aspirations and would be a welcomed introduction to the streetscene, replacing what currently detracts from the character and appearance of the area.

3.7 The proposal would provide a three storey residential building with shop unit on the ground floor. A setback ‘roof’ storey would provide additional above ground accommodation above. This is consistent with as is consistent with the terrace and traditional buildings along Royal College Street.

Detailed design

3.8 Whilst overtly modern in its appearance, the proposal would reassuringly relate to and reinforce to the key elements of the terrace. It rightly takes advantage of its corner plot to make the most of double aspect and view of the canal.

3.9 At ground floor level a shopfront would match the grain, height and fascia band of the parade of adjoining shop units found in the terrace. At the upper floors, the windows would align with those of the adjoining buildings on the terrace and correctly deliver hierarchy through reducing the window height as you travel up the building. Further details of the shopfront would be secured by condition. Details of the lightwell and any front balustrading would also be secured by condition.

3.10 The parapet provides a shoulder of development which aligns with the parapet height of the terrace and a secondary roof is installed above with a prominent chimney. This echoes the 19th century origins of the terrace.

3.11 The proposed rhythm of vertical breaks helps integrate the new building with the vertical arrangement of the historic terraces. Windows on the flank follow this order, providing a double fronted aspect affording views of the canal. The scale is commensurate with its neighbours with the rear projection reading as a typical ‘closet’ extension which is typically at the rear of building along the terrace and in the area.



Illustrative image showing response to local form and hierarchy.

Materials

3.12 The proposal is unashamedly modern and has been designed to be a contemporary interpretation of the adjoining terrace. It would be constructed using concrete. It is important to note that, as already stated, the terrace already has a modern infill at the northern end and it's not a complete example of an 19th Century terrace. Moreover the building to the south, east and west of the site all vary with regard architectural type and style. The varied townscape allows an additional modern building to sit comfortably in its context without appearing obtrusive.

3.13 The quality of detail and materiality will be essential to the success of the final building. Officers would expect the concrete to have a tonal quality which responds to the character of the area and a large scale sample panel showing each of the typical façade details being constructed on site would be secured by condition. In this regard officers fully endorse the comments of the Camden Broadway CAAC which supports the scheme subject to requiring samples and finishes of the proposed materials and details. This is an architect-led proposal by a practice that has a track record of designing and delivering high quality residential buildings. Although it would not be reasonable to require the continued involvement of the specific practice, it is considered essential to ensuring the quality of the design that an architect of the right experience and expertise is retained throughout the project, and a S106 Head of Term would be added to this effect.

Conclusion

3.14 The proposal is considered to be a high quality and interesting design which successfully responds to its heritage context. The proposal is a simple and rational contemporary response to the end of terrace plot which would undoubtedly enhance character and appearance of the Camden Broadway Conservation Area. The proposal represents a very high quality distinctive design which will deliver the a building of the exceptional design quality officers seek

3.15 Special attention has been paid to the desirability of preserving or enhancing the character or appearance of the conservation area, under s.72 of the Listed Buildings and Conservation Areas Act 1990 as amended by the Enterprise and Regulatory Reform Act (ERR) 2013. The proposed development is in accords with the London Borough of Camden Local Development Framework Core Strategy, with particular regard to policies CS14 of the London Borough of Camden Local Development Framework Development Policies, with particular regard to policies DP24 and DP25.

Mix and Quality of Accommodation

4.0 Unlike the recent applications the 2014/5476/P and 2014/5486/P, the current proposal would be for a single 4 bed residential unit on 3 levels and a single commercial unit at ground and basement level. The proposed unit would have sufficient floorspace to be in accordance with the National Housing Technical Standards and CP2 of the Camden Planning Guidance. The proposed first, second, and third floor would have adequate daylight, sunlight and outlook and it is considered that the proposed residential unit would meet local and national residential standards for floorspace, daylight/sunlight, outlook, and privacy.

4.1 The proposed A1 use at ground floor level with an ancillary office use would contribute to the vibrancy of the streetscene by creating an additional active shopfront.

Amenity

5.0 A Daylight/Sunlight Report has been submitted along with the application. Given the design and orientation it is considered that the proposed building would be an appropriate distance from neighbouring buildings and be of an orientation so as not to result in a significantly detrimental impact upon the amenity levels enjoyed by any adjacent residential accommodation.

5.1 The rear extension would run to the boundary with Bruges Place, the neighbouring development on Baynes Street which was purpose built as upper floors of offices above ground floor parking. The first floor of Bruges Place is under conversion to residential use under Office -> Residential prior approval (2014/4321/P). The proposed extension would terminate with a two storey element on the boundary, finished in concrete as per the rest of the building, separated from the residential studio unit on the corner of Bruges Place/Baynes Street by 5.5 metres. The proposed first floor boundary wall would include a window and the screening element of the proposed terrace would include a large obscure glazed window. These would break up the appearance of the rear wall facing Bruges Place and would help to preserve outlook from the nearest affected single corner flat. The corner flat is dual aspect and has outlook from the south across Baynes Street as well as west towards the rear of the application site.

5.2 The proposal includes a first floor terrace. This terrace is screened from Bruges Place by the proposed rear wall and the obscure glazed panel. The proposed terrace would be in close proximity to the roadways along Royal College Street and Baynes Street and there are existing terraces along Bruges Place. A condition would be added requiring the obscure glazing to be fitted and retained to the end kitchen window and the terrace screen at first floor in order to protect the privacy of the new residential units in Bruges Place. In conclusion, it is considered that the proposed building would not have a detrimental impact on the light, outlook, privacy, or amenity of the residents of Bruges Place and is acceptable in terms of policy DP26.

6.0 Transport

6.1 The proposal would create a new flat. The area has medium level access to public transport with a PTAL score of 6A. The controlled parking zone is under high levels of stress. Therefore the entire development would be required to be car free secured by a S106 legal agreement. This is in accordance with policies CS11 and DP18.

6.2 The proposal would involve basement excavations directly adjacent to the public highway on Baynes Street and Royal College Street. A basement impact assessment (BIA) has been submitted in support of the planning application. However, this in order to ensure that the stability of the public highway adjacent to the site is not compromised by the proposed basement excavations, an 'Approval In Principle' (AIP) report would be secured by s106 legal agreement for approval by the Council's Highways Structures & Bridges Team. This report would include structural details and calculations to demonstrate that the proposed development would not affect the stability of the public highway adjacent to the site.

6.3 The proposed 3 cycle parking spaces proposed are considered sufficient to meet the requirements of the London Plan 2016. However, the proposed cycle parking would be located next to a refuse store. Prior to commencement, details of the how the proposed cycle storage would be separated from the bin storage shall be submitted to the council.

6.4 DP21 seeks to protect the safety and operation of the highway network. The site is located on a strategic cycle route and observations also suggest that significant volumes of cyclists use the cycle track on Royal College Street, particularly during peak periods. Servicing during construction is therefore likely to be difficult. Therefore a CMP for the proposed would be secured though a S106 legal agreement. The applicant should use the pro-forma on the Council's website and provide evidence of having entered into consultation with neighbouring properties, local resident's groups and Ward Members.

6.5 Development Policy DP21 states that *'The Council will expect works affecting Highways to repair any construction damage to transport infrastructure or landscaping and reinstate all affected transport network links and road and footway surfaces following development'*. As set out above the whole development is required to be car free. Therefore the proposed courtyard at ground floor on Baynes Street shall not be used for parking of a vehicle and the existing vehicle crossover will be removed and this would be secured by s106. The footway and vehicular crossovers directly adjacent to the site are also likely to be damaged as a direct result of the proposed works. We would therefore secure a financial contribution for reinstatement of the highway, crossover and associated streetworks secured via a section 106 agreement.

7.0 Sustainability and Accessibility

7.1 Policy CS13 notes that the Council will require all development to take measures to minimise the effects of, and adapt to, climate change and encourages all development to meet the highest feasible environmental standards that are financially viable during construction and occupation. Policy DP22 also requires development to incorporate sustainable design and construction measures.

7.3 The applicant has provided additional information on the how the energy efficient design measures will be implemented in the proposal. Taking into account energy efficiency savings, it is envisaged that the proposal will achieve a CO2 emissions reduction of 19% below Part L 2013 Building Regulations. To ensure this target is met, a suitable planning condition will accompany any approval.

7.4 The proposed floorplans indicate a level access shower on the entrance level and sufficiently wide staircase for a lift to be installed. However to ensure step free access and accessibility for all users, which goes beyond the minimum Building Regulation standards and meets Camden planning policy, a condition would secure compliance with Building Regulations Part M4 (2).

7.5 Policy DP23 requires developments to reduce their water consumption, pressure on the combined sewer network and the risk of flooding. According to additional information submitted by the applicant, the proposed development will be capable of achieving a maximum internal water use of 105 litres a day (includes 5 litres for external water use). A condition would be added to ensure this target is met.

7.6 Given the extent of subterranean development it is considered appropriate to secure SUDS by condition to ensure the development does not increase surface water run-off, in accordance with policy DP23.

8.0 Basement Considerations

8.1 Policy DP27 notes that the Council will only permit basements and other underground development where the applicant can demonstrate it will not cause harm to the built and natural environment and local amenity and does not result in flooding or ground instability.

8.2 The proposed basement level will cover an area of 68.5 m² under the footprint of the main building and including the proposed courtyard. The basement has a floor to ceiling height of 2.5 metres.

8.3 The proposed basement level will be lit by the front lightwell along Royal College Street and by the light provided by the rear courtyard area. Given the proposed office use of this basement level, it is considered that this level will receive sufficient daylight and sunlight for occupiers.

8.4 At the site, slope stability has been identified as an underground development constraint. The application is accompanied by a Basement Impact Assessment (BIA), which has been independently audited by Campbell Reith, in line with the requirements of CPG4.

8.5 The BIA independent report concluded that:

- The proposed basement will be founded in the London Clay and the surrounding slopes are stable.
- The basement is to be constructed by underpinning the party wall with no 154 Royal College Street with a bored pile forming the remainder of the site perimeter. It is indicated in the BIA addendum that is contagious wall following clarification.
- It is accepted that any groundwater encountered is likely to be perched and pumping is likely to be sufficient to deal with this.

8.6 A condition would secure construction of the proposed basement in accordance with the recommendations of the BIA, a condition is attached to the Decision Notice.

8.7 Based on the expert advice from Campbell Reith, the proposal would accord with the requirements of policy DP27 and CPG4. The application is therefore considered to be acceptable in this respect.

9.0 CIL

This proposal will be liable for the Mayor of London's Community Infrastructure Levy (CIL) and the Camden CIL as the additional floorspace exceeds 100sqm which results in a Camden CIL charge of approximately £88900 based on the 130m² commercial floorspace created + 171m² residential floorspace created in charging zone B. This charge will be further assessed by the Council's CIL team Based on the Mayor's CIL charging schedule and the information given on the plans, the charge for this scheme is likely to be £10050 (£50 x 201m²) This will be collected by Camden after the scheme is implemented and could be subject to surcharges for failure to assume liability, submit a commencement notice and late payment, and subject to indexation in line with the construction costs index.

10.0 Conclusion

10.1 Redevelopment of the current vacant site is encouraged on the current site in the Camden Broadway Conservation Area. The proposed building would be a contemporary design, sensitively referencing essential characteristics of the conservation area while representing high quality contemporary design. The proposed retail unit would support the vibrancy of the surrounding streetscene. Considering all the issues, it is considered the proposed building would be a positive addition to the street and to the surrounding conservation area and would have limited impact on neighbouring amenity.

10.2 The Planning Permission is recommended subject to a S106 Legal Agreement covering the following Heads of Terms:

- Car Free development

- Construction Management Plan
- Removal of crossover and Highways and Streetworks Contribution
- Basement Approval in Principle
- Retention of architect

The decision to refer an application to Planning Committee lies with the Director of Regeneration and Planning. Following the Members Briefing panel on Monday 4th July 2016, nominated members will advise whether they consider this application should be reported to the Planning Committee. For further information, please go to www.camden.gov.uk and search for 'Members Briefing'.