

MAYOR OF LONDON

Elaine Quigley
Development Control
Planning Services
London Borough of Camden
Town Hall
Argyle Street
London WC1H 8ND

Our ref: GLA/3809/KR/04
Your ref: 2015/4407/P
Date: 30 April 2018

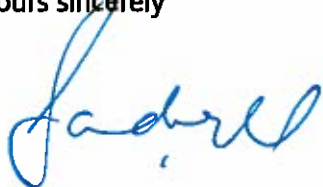
Dear Ms Quigley

**Town & Country Planning Act 1990 (as amended); Greater London Authority Acts 1999 and 2007; Town & Country Planning (Mayor of London) Order 2008.
Templar House, 81-87 High Holborn
Local planning authority reference: 2015/4407/P**

I refer to your letter of 17 April 2018 informing me that Camden Council is minded to refuse planning permission for the above planning application. I refer you also to the notice that was issued on 25 April 2018 under the provisions of article 5(1)(b)(i) of the above Order.

Having now considered a report on this case (reference GLA/3809/02, copy enclosed) I am content to allow Camden Council to determine the case itself, subject to any action that the Secretary of State may take, and do not therefore wish to take over the application for my own determination.

Yours sincerely



Sadiq Khan
Mayor of London

cc Andrew Dismore, London Assembly Constituency Member
Nicky Gavron, Chair of London Assembly Planning Committee
National Planning Casework Unit, DCLG
Lucinda Turner, TfL
Barnaby Collins, DP9 Ltd., 100 Pall Mall, London SW1Y 5NQ

Templar House, 81-87 High Holborn
in the London Borough of Camden
planning application no. 2015/4407/P

<p>Strategic planning application stage II referral</p> <p>Town & Country Planning Act 1990 (as amended); Greater London Authority Acts 1999 and 2007; Town & Country Planning (Mayor of London) Order 2008.</p>
<p>The proposal</p> <p>Demolition of existing building and construction of a 14 storey building comprising 607 sq.m. of retail floorspace, 17,306 sq.m. of office floorspace and 48 residential units.</p>
<p>The applicant</p> <p>The applicant is Northwood Investors, and the architect is Astudio Architects.</p>
<p>Key dates</p> <p>Stage 1 report: 22 December 2015 Camden Council Committee meeting: 22 March 2018</p>
<p>Strategic issues</p> <p>Camden Council has resolved to refuse permission for this application. The Mayor is entitled to consider whether the application warrants a direction that he is to be the local planning authority for the purpose of determining the application under Article 7 of the Mayor of London Order 2008.</p> <p>Having regard to the details of the application, the matters set out in committee report and the Council's draft decision notice there are no sound reasons for the Mayor to intervene in this particular case and therefore no basis to issue a direction under Article 7 of the Order 2008.</p> <p>Should the scheme be considered at appeal or a revised application submitted the applicant must address outstanding matters relating to affordable housing, design, heritage, inclusive design, climate change, energy and transport.</p>
<p>The Council's decision</p> <p>In this instance Camden Council has resolved to refuse planning permission.</p>
<p>Recommendation</p> <p>That Camden Council be advised that the Mayor is content for it to determine the case itself, subject to any action that the Secretary of State may take, and does not therefore wish to direct that he is to be the local planning authority.</p>

Context

1 On 24 November 2015 the Mayor of London received documents from Camden Council notifying him of a planning application of potential strategic importance to develop the above site for the above uses. This was referred to the Mayor under Categories 1B and 1C of the Schedule to the Order 2008:

- *1B: Development (other than development which only comprises the provision of houses, flats, or houses and flats) which comprises or includes the erection of a building or buildings - inside Central London and with a total floorspace of more than 20,000 square metres.*
- *1C: Development which comprises or includes the erection of a building of more than 30 metres high and outside the City of London.*

2 On 22 December 2015 the former Mayor considered planning report GLA/4809/01, and subsequently advised Camden Council that the application did not comply with the London Plan, for the reasons set out in paragraph 97 of the above-mentioned report; but that the possible remedies set out in that paragraph could address those deficiencies.

3 A copy of the above-mentioned report is attached. The essentials of the case with regard to the proposal, the site, case history, strategic planning issues and relevant policies and guidance are as set out therein, unless otherwise stated in this report.

4 Following consideration at planning committee on 22 March 2018 Camden Council resolved to refuse planning permission, against officer recommendation. The Council advised the Mayor of this decision on 17 April 2018. Under the provisions of Article 5 of the Town and Country Planning (Mayor of London) Order 2008, the Mayor may allow the draft decision to proceed unchanged, or issue a direction to the Council under Article 7 that he is to act as the Local Planning Authority for the purposes of determining the application. The Mayor has until the 30 April 2018 to notify the Council of his decision and to issue any direction.

5 The Mayor's decision on this case, and the reasons, will be made available on the GLA's website www.london.gov.uk.

Consultation stage issues summary

6 At the consultation stage, the Camden Council was advised that the application did not comply with the London Plan for the reasons set out below. The Council was advised that the resolution of these issues could lead to the application becoming compliant with the London Plan.

- **Principle of development:** the principle of a mixed-use development within the Central Activities Zone is supported.
- **Housing:** The housing choice and density are generally supported; however, further work is needed to address design and residential quality issues.
- **Affordable housing:** there are some strategic concerns regarding the affordable housing provision. Currently it is not possible to determine if the application accords with London Plan Policies. Further information should be supplied to GLA officers regarding affordable housing provision prior to the application being referred back to the Mayor.
- **Heritage:** GLA officers have requested a design option which retains the High Holborn facade as the building is considered to be a positive contributor to the conservation area.

- **Design:** The appearance of the building will need to be of outstanding quality. Whilst the residential quality is somewhat compromised, given the sites context and central location this may be considered acceptable subject to detailed issues being addressed.
- **Inclusive access:** In order to comply with the London Plan and draft interim Housing SPG the applicant is required to provide an additional wheelchair accessible unit to meet the 10% requirement.
- **Climate change:** Further information and discussion required before the proposal can be considered acceptable and carbon dioxide savings verified. Conditions requiring climate change adaptation must be secured.
- **Transport:** further information regarding transport matters required for assessment prior to the application being referred back to the Mayor.

Strategic planning policy and guidance update

7 The following policy and guidance are now material considerations:

- London Plan 2016 (consolidated with alterations since 2011)
- Camden Local Plan 2017
- Housing Supplementary Planning Guidance
- Central Activities Zone Supplementary Planning Guidance
- Affordable Housing and Viability Supplementary Planning Guidance
- Draft London Plan 2017, which should be taken into account on the basis explained in the NPPF.
- On 5 March 2018, the Government published the draft revised National Planning Policy Framework for consultation (until 10 May 2018). This should be taken into account appropriately in accordance with its early stage of preparation.

Revisions to the proposal

8 The proposal has been revised since consultation stage. The key changes comprise:

- Reduction in the massing of the proposed office building at levels 9-11 and removal of level 12
- Revisions to the principle High Holborn facade
- Internal reconfiguration between the residential and office elements of the development
- Revisions to the western and eastern facades of the residential block
- Affordable housing offer revised from 6 intermediate rented units to 4 affordable rented units
- Revisions to residential mix and reconfiguration of residential core and layouts
- Reduction in size of the basement

9 The impact of these revisions on the strategic issues raised at consultation stage is considered within the sections below.

Council's reasons for refusal

10 The Council's draft decision notice includes the following reasons for refusal:

- 1 *'The proposed development, by reason of its excessive height and bulk in relation to its surroundings and the loss of the existing front facade which makes a positive contribution to the surrounding Bloomsbury Conservation Area, would cause harm to the character and appearance of the Conservation Area contrary to Policies D1 (Design) and D2 (Heritage) of the Camden Local Plan'.*
- 2 *'The proposed building height and density, by reason of excessive loss of daylight and sunlight to neighbouring residential occupiers, is considered to result in an overdevelopment of the site contrary to policies A1 (Managing the impact of development), D1 (Design) of the Camden Local Plan 2017.'*
- 3 *The proposed development, in the absence of a legal agreement to secure an appropriate contribution to affordable housing including onsite provision and a deferred affordable housing contribution should viability improve, would fail to contribute to the borough's affordable housing needs, contrary to policies H1 (Maximising housing supply) and H4 (Maximising the supply of affordable housing) of the London Borough of Camden Local Plan 2017*
- 4 *The proposed development, in the absence of a legal agreement securing a local employment and training package including an appropriate financial contribution, would be likely to lead to the exacerbation of local skill shortages and lack of training opportunities and would fail to contribute to the regeneration of the area, contrary to policies G1 (Delivery and location of growth), E1 (Economic development) and DM1 (Delivery and monitoring) of the London Borough of Camden Local Plan 2017.*
- 5 *The proposed development, in the absence of a legal agreement to secure a construction and demolition management plan and an appropriate financial contribution towards implementation support, would be likely to give rise to conflicts with other road users and be detrimental to the amenities of the area generally, contrary to policies G1 (Delivery and location of growth), A1 (Managing the impact of development), T3 (Transport Infrastructure), T4 (Sustainable movement of goods and materials), DM1 (Delivery and monitoring), A4 (Noise and Vibration) and CC4 (Air quality) of the London Borough of Camden Local Plan 2017.*
- 6 *The proposed development, in the absence of a legal agreement to secure the development as 'car-free', would be likely to contribute unacceptably to parking congestion in the surrounding area and promote the use of non-sustainable modes of transport, contrary to policies T1 (Prioritising walking, cycling and public transport), T2 (Parking and Car Parking) and A1 (Managing the impact of development) and DM1 (Delivery and monitoring) of the London Borough of Camden Local Plan 2017.*
- 7 *The proposed development, in the absence of a work place travel plan and a residential travel plan and financial contributions for travel plan monitoring, would fail to promote sustainable forms of transport, contrary to policies G1 (Delivery and location of growth), A1 (Managing the impact of development), DM1 (Delivery and monitoring) and CC4 (Air quality) of the London Borough of Camden Local Plan 2017.*
- 8 *The proposed development, in the absence of a legal agreement to secure an appropriate financial contribution towards public highway works, would be likely to harm the Borough's transport and public realm infrastructure, contrary to policies T1 (Prioritising walking, cycling and public transport), T3 (Transport Infrastructure), A1 (Managing the impact of development) and DM1 (Delivery and monitoring) of London Borough of Camden Local Plan 2017.*
- 9 *The proposed development, in the absence of a legal agreement to secure an appropriate financial contribution towards public realm and environmental improvements would fail to mitigate the impact of additional trip generation associated with the development, thereby harming the*

Borough's transport and public realm infrastructure, contrary to policies T1 (Prioritising walking, cycling and public transport), T3 (Transport Infrastructure), A1 (Managing the impact of development) and DM1 (Delivery and monitoring) of London Borough of Camden Local Plan 2017.

10 The proposed development, in the absence of a legal agreement securing an appropriate financial contribution towards Legible London Signage would fail to promote walking in the borough contrary to policies T1 (Prioritising walking, cycling and public transport), A1 (Managing the impact of development) and DM1 (Delivery and monitoring) of the London Borough of Camden Local Plan 2017.

11 The proposed development, in the absence of a legal agreement securing an appropriate financial contribution towards London Cycle Hire Scheme would fail to mitigate the impact by reason of the type of cycle parking and its layout and location, and would discourage the ownership and use of cycles as a sustainable form of transport, contrary to policies T1 (Prioritising walking, cycling and public transport), T3 (Transport Infrastructure), A1 (Managing the impact of development) and DM1 (Delivery and monitoring) of London Borough of Camden Local Plan 2017

12 The proposed development, in the absence of a legal agreement securing a delivery and servicing management plans would not secure a strategy to prevent traffic and other activities associated with the servicing needs of the development from causing serious disruption to amenities in the area and to the maintenance of the satisfactory and safe operation of the public highway around the development site. The proposal would therefore be contrary to policies T4 (Sustainable movement of goods and materials), A1 (Managing the impact of development) and DM1 (Delivery and monitoring) of London Borough of Camden Local Plan 2017.

13 The proposed development, in the absence of a legal agreement securing an appropriate financial contribution towards an approval in principle would fail to mitigate the impact of the basement works on the public highway of High Holborn and Eagle Street contrary to policies T3 (Transport Infrastructure) and DM1 (Delivery and monitoring) of the London Borough of Camden Local Plan 2017.

14 The proposed development, in the absence of a legal agreement securing level plans demonstrating the completed development can be tied to the public highway, would fail to secure adequate provision for the safety of pedestrians, cyclists and vehicles, contrary to policies T1 (Prioritising walking, cycling and public transport), T3 (Transport Infrastructure), A1 (Managing the impact of development) and DM1 (Delivery and monitoring) of London Borough of Camden Local Plan 2017.

15 The proposed development, in the absence of a legal agreement securing an appropriate financial contribution towards public open space, would fail to mitigate the additional pressures and demands placed on existing open space in this area by the development, contrary to policies A1 (managing the impact of development), A2 (Open space) and DM1 (Delivery and monitoring) of the London Borough of Camden Local Plan 2017.

16 The proposed development, in the absence of a legal agreement securing sustainability design stage and post-construction sustainability reviews to achieve 'excellent' in a BREEAM Assessment would fail to be sustainable in its use of resources, contrary to policies CC1 (Climate change mitigation), CC2 (Adapting to climate change), CC3 (Water and flooding), C1 (Health and wellbeing) and DM1 (Delivery and monitoring) of the London Borough of Camden Local Plan 2017.

17 The proposed development, in the absence of a legal agreement securing an Energy Efficiency Plan and renewable energy plan including the measures set out in the Energy Strategy and an appropriate financial contribution towards decentralised energy, would fail to be sustainable in its use of resources, contrary to policies CC1 (Climate change mitigation), CC2 (Adapting to climate

change), CC4 (Air quality), C1 (Health and wellbeing) and DM1 (Delivery and monitoring) of the London Borough of Camden Local Plan 2017.

18 The proposed development, in the absence of a legal agreement securing a carbon off-set contribution, would fail to be sustainable in its use of resources, contrary to policies CC1 (Climate change mitigation), CC2 (Adapting to climate change), CC4 (Air quality), C1 (Health and wellbeing) and DM1 (Delivery and monitoring) of the London Borough of Camden Local Plan 2017.

19 The proposed development, in the absence of details regarding the feasibility of connecting to a decentralised energy network would fail to be sustainable in its use of resources, contrary to policies CC1 (Climate change mitigation), CC2 (Adapting to climate change), CC4 (Air quality), C1 (Health and wellbeing) and DM1 (Delivery and monitoring) of the London Borough of Camden Local Plan 2017.

20 The proposed development, in the absence of a legal agreement securing a financial contribution towards Crossrail would fail to help fund infrastructure needed to support the development of London and the south-east of England contrary to policy DM1 (Delivery and monitoring) of the London Borough of Camden Local Plan 2017 and policies 6.4 (Enhancing London's transport connectivity) 6.5 (Funding Crossrail and other strategically important transport infrastructure) and 8.3 (Community Infrastructure Levy) of the London Plan 2016 and Crossrail Funding Supplementary Planning Guidance (updated March 2016).

21 It should be noted that the Council's draft decision notice also includes an informative that states that reasons 3-20 for refusal could be overcome by entering into a legal agreement for a scheme that was in all other respects acceptable.

Article 7: Direction that the Mayor is to be the local planning authority

22 The Mayor's power to take over and determine applications referred under Categories 1 and 2 of the schedule of the Order is a decision about who should have jurisdiction over the application rather than whether planning permission should ultimately be granted or refused.

23 The policy test consists of the following three parts, all of which must be met in order for the Mayor to issue a direction.

- (a) Significant impact on the implementation of the London Plan;
- (b) Significant effects on more than one borough; and
- (c) Sound planning reasons for intervention.

24 Parts (a) and (b) of the test identify the impact an application would have on the Mayor's policies and the geographical extent of the impact, whilst part (c) deals with the Mayor's intervention, having regard to the Council's draft decision notice on the application. These tests are intended to ensure that the Mayor can only intervene in the most important cases.

25 In applying the relevant policy test and as part of his consideration of whether there are sound planning reasons for this to intervene, the Mayor is required to take account of the extent to which the Council is achieving and has achieved any other targets set out in the development plan which are relevant to the subject matter of the application.

26 This report considers the extent to which the policy tests under Article 7 apply in this case and whether, therefore, the Mayor should direct that he is to be the local planning authority and apply tests set out in Article 7(3) of the Order 2008.

Policy test 7(1)(a): Significant impact on the implementation of the London Plan

27 Whilst the principle of an office-led mixed use development on the site is strongly supported, the quantum of development concerned in this case is not sufficient to generate a significant impact on the implementation of the London Plan and draft London Plan. Therefore, the overall impact of the development in terms of its contribution to residential, retail and employment floorspace is not considered significant. Accordingly, test 7(1)(a) has not been met.

Policy Test 7(1)(b): Significant effects on more than one Borough

28 Given the scale of the proposal, and its location wholly within the London Borough of Camden, it does not have a significant effect on more than one borough.

Policy Test (7)(1)(c): Sound planning reason for intervening

29 Part C of the policy test is whether the Mayor considers there to be sound planning reasons to intervene. The proposal would not impact upon the Council achieving London Plan and draft London Plan development targets. Having regard to the detail of the proposal, the Council's draft reasons for refusal and specifically outstanding issues raised by the Mayor in relation to the unacceptable level of affordable housing and loss of the historic facade, there is no sound planning reason to intervene in this case.

30 In order for the Mayor to issue a direction that he is to be the local planning authority, all relevant policy tests must be met. Given that policy tests (a), (b) and (c) have not been met, there is no basis to issue a direction under Section 2A of the Town and Country Planning Act 1990.

Issues outstanding

31 Notwithstanding the above, should a scheme be considered at appeal or a revised application be submitted the applicant should have regard to the following matters considered in this report and the comments set out in the Mayor's Stage 1 planning report of 22 December 2015 (attached, ref: D&P/3809/01).

Affordable housing

32 At Stage 1, the provision of 13% affordable housing by habitable room (wholly intermediate tenure) raised strategic concerns. The Council undertook an independent assessment of the applicant's viability which resulted in a revised affordable housing offer of 10% by habitable room (wholly affordable rented tenure to be let at London Affordable Rent) which was independently verified to be the maximum reasonable amount. Whilst the enhancement in affordability is generally welcomed, at 10%, the offer falls significantly short of the Mayor's threshold target of 35%, and in the absence of the scenario testing of alternative tenure balances, the overall level of affordable housing is, in isolation, wholly unacceptable.

33 The Mayor's commitment to developments with a mix of tenures, including affordable tenures, and to tenure-blind development, is embedded in the draft London Plan and the Mayor's Affordable Housing and Viability SPG. Policy H7 sets an expectation that developments will provide a minimum tenure split of affordable housing of at least 30% affordable rent/30% intermediate rent with the remaining 40% to be determined by the borough. Camden Council has a requirement for a mix of 60% affordable/social rent and 40% intermediate. Should a revised application be submitted or should the application be considered at appeal, a minimum of 30% low cost rented units and 30% intermediate units should be provided in accordance with Policy H7 of the draft London Plan.

34 As the provision is below 35% and single tenure, should a revised application be submitted, or the scheme to be considered at appeal, an early and late stage review mechanism must be secured in accordance with Policy H6 of the draft London Plan and the Mayor's Affordable Housing and Viability SPG.

35 The Council is reminded that, in line with the Mayor's Affordable Housing and Viability SPG, it is obliged to publish the applicant's submitted financial viability assessment to ensure transparency of information.

Urban design

36 The need for this development to make a positive contribution to local character was highlighted at stage 1, and is particularly important given that the High Holborn elevation of Templar House is identified as making a positive contribution to the character of the conservation area. The choice of materials and detailing was identified as critical to the overall quality of the proposed building, and the applicant was strongly encouraged to seek to retain and incorporate the existing High Holborn elevation.

37 As discussed in the heritage section below, retention of the existing facade as part of this scheme has been demonstrated to be challenging due to a mismatch in floor levels. Notwithstanding this, the applicant has made a number of design changes resulting in a reduction in the massing of the proposed office building, and revisions to the proposed newbuild High Holborn facade. However, whilst the reduced massing would help to significantly reduce the visual impact of the proposal in local views, GLA officers are of the opinion that the proposed High Holborn elevation falls short of the outstanding architectural quality sought at stage 1. This is primarily due to the overdominance of the terrace/roof levels to the office building (in terms of its materiality and scale relative to the principal white stone component of the office elevation). The extent of layering to the building (including setbacks and multiple external treatments) also leads to an overly complicated appearance - which contrasts with the simplicity of the existing elevation. In general, officers would encourage a less-complex approach that would simply articulate a base, middle and top to the building. Such an approach should be explored if the application is considered at appeal, or if a revised scheme is submitted.

38 Notwithstanding the concerns with architectural appearance discussed above, whilst it is noted that the Council refused the application on the grounds that the excessive height and bulk of the scheme, GLA officers consider that the overall scale of the proposal appropriately optimises the development potential of the site.

39 Design concerns were also raised at stage 1 regarding residential quality (overlooking, outlook, sunlight/daylight and minimum space standards). These issues have been addressed through the amendments made to the application as described in paragraph 8 above.

Heritage

40 The site is located within the Bloomsbury Conservation Area and as noted at Stage 1 the existing facade of the building along High Holborn is identified as being a positive contributor to the conservation area. At Stage 1 the applicant was requested to explore a design solution that incorporated the retention of the existing facade.

41 In response the applicant has provided additional detail in an effort to demonstrate that the retention of the existing facade is not feasible due to a mismatch between existing and proposed floor levels. Having considered the additional detail provided GLA officers acknowledge that a facade retention approach in this case would result in a number of design compromises for both the quality of the new office space and the perceived integrity of the retained elevation. Therefore, on balance, GLA officers are of the view that the loss of this facade may be outweighed by a

contemporary replacement of appropriately high quality (i.e. one which makes a similarly positive contribution to the conservation area). However, further to consideration within the urban design section above, GLA officers are not satisfied that the current proposal would make a positive contribution to the conservation area. As discussed in the urban design section above, if the application is considered at appeal, or if a revised scheme is submitted, a revised approach should be explored for the High Holborn elevation.

Inclusive design

42 Should a revised application be submitted, or should a scheme be considered at appeal, compliance with Building Regulation requirement M4(2) and Building Regulation requirement M4(3) must be secured in accordance with London Plan Policy 3.8 and Policy D5 of the draft London Plan.

Climate change

43 The carbon savings meet the target set within Policy 5.2 of the London Plan, and Policy S12 of the draft London Plan. Detailed information and clarifications were provided by the applicant on energy efficiency, CHP and air source heat pumps. The proposal now complies with the energy policies of the London Plan and the draft London Plan, subject to the conditions and S106 obligations recommended by the Council in its committee report.

Transport

44 At stage 1, the proposals were considered to be generally acceptable in transport terms subject to conditions and s106 obligations and addressing an apparent shortfall in commercial long stay cycle parking. The approval of disabled parking, electric vehicle charging, cycle parking and cyclist facilities, travel, demolition management, construction logistics and delivery and servicing plans, infrastructure protection (London Underground and Highways), public highway works, Legible London signage, cycle hire docking station capacity, off site short stay cycle parking and Crossrail contribution should be secured by condition or Section 106 obligation should a revised application be submitted or this application be considered at appeal.

45 It should be noted that in the event of a new application being made then mitigation of impacts on the nearby Holborn Underground station may be required, given the changes in circumstances since the application was made in 2015, together with compliance with the then current London Plan policies.

Response to consultation

46 Camden Council publicised the application via a site notice displayed in the vicinity of the site and a notice in the local press. Further to this individual notification letters were sent to 240 neighbouring properties. As a result of public notification, a total of 41 responses were received, 18 of which were in support of the proposal and 23 were in objection. Following receipt of revisions the Council undertook a second round of consultation which included a site notice, notice in the local press and individual notification letters to all those who received them the first time.

47 The objections are summarised as follows:

- Density and overdevelopment of the site;
- Adverse impact on local character including Bloomsbury Conservation Area, the listed terraces at Red Lion Square and the Grade II Listed Rosewood Hotel;
- Unacceptable level of affordable housing;
- Residential mix and quality;

- Loss of privacy, light and overshadowing;
- Light pollution;
- Transport impacts;
- Impact on local infrastructure;
- Waste and rubbish;
- Air quality
- Construction impacts; and
- Procedural issues with level of consultation undertaken.

48 The following statutory bodies and other groups also commented on the proposals:

- **Historic England:** Raised an objection to the scheme on the basis that the proposal caused harm to the Bloomsbury Conservation Area and setting of nearby heritage assets including Listed Buildings
- **Historic England – Greater London Archaeological Advisory Service:** No objection subject to inclusion of an informative
- **Crossrail:** No comment
- **London Underground (Utilities):** No objection subject to the inclusion of conditions and informatives
- **Bloomsbury CAAC:** Raised an objection to the scheme on the basis that the proposal caused harm to the Bloomsbury Conservation Area and setting of nearby heritage assets including Listed Buildings
- **Red Lion Square Tenants Association for Beckley, Eagle Street:** Raised an objection to the proposal based on a number of design, amenity and transport issues
- **Inmidtown BID:** Supported the proposal on the basis that it provides a qualitative and quantitative uplift in commercial and residential floorspace within the Bloomsbury, Holborn and St Giles area.
- **Tenants Association for Beckley:** Raised an objection to the proposal based on a number of design and amenity issues

Consultation conclusion

49 Issues raised by objectors have been considered in this report, the Mayor’s Stage 1 report and the Council’s committee report. Camden Council refused the application on the grounds set out in paragraph 8 of this report. The committee report and this report suggest a number of conditions and S106 heads of terms to address where possible the points raised, including those from other consultees. Should a revised application be submitted, or should the application be the subject of appeal, these must be included. In line with draft London Plan Policy D11, an informative should also be attached to any permission prescribing the submission of a fire safety statement prepared by a qualified third party assessor.

Legal considerations

50 Under the arrangements set out in Article 5 of the Town and Country Planning (Mayor of London) Order 2008 the Mayor has the power to issue a direction under Article 7 that he is to act as the local planning authority for the purpose of determining the application. The Mayor may also leave the decision to the local authority. If the Mayor decides to direct that he is to be the local planning authority, he must have regard to the matters set out in Article 7(3) and set out his reasons in the direction

Financial considerations

51 Should the Mayor take over the application he would be responsible for holding a representation hearing and negotiating any planning obligation. He would also be responsible for determining any reserved matters applications (unless he directs the Council to do so) and determining any approval of details (unless the Council agrees to do so).

Conclusion

52 Having regard to the details of the application, the matters set out in the committee report and the Council's draft decision notice there are no sound planning reasons for the Mayor to intervene in this particular case and therefore no basis to issue a direction under Article 7 of the Order 2008.

53 Should the scheme be considered at appeal or a revised application submitted the applicant should have regard to the issues raised in this report and the Mayor's Stage 1 report; in particular, the unacceptable level of affordable housing must be addressed.

for further information, contact GLA Planning Unit:

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Templar House, 81-87 High Holborn

in the London Borough of Camden

planning application no.2015/4407/P

Strategic planning application stage 1 referral

Town & Country Planning Act 1990 (as amended); Greater London Authority Acts 1999 and 2007; Town & Country Planning (Mayor of London) Order 2008.

The proposal

Redevelopment of the site, following demolition of the existing 9 storey mixed use building (retail units (Class A1) and office uses (Class B1)), to provide 14 storey building onto High Holborn comprising 607sq.m. of retail floorspace (Class A1-A3) at ground floor level, 17,306sq.m. of office floor space (Class B1) at basement to 13th floor levels and 14 storey building fronting onto Eagle Street comprising a total of 48 Class C residential units (5 studio, 18 x 1 bed, 16 x 2 bed and 9 x 3 bed units), new and altered improvements to public realm, landscaping, vehicular and cycle parking, bin storage and associated works.

The applicant

The applicant is **Northwood Investors** and the agent is **DP9**.

Strategic issues

The principle of mixed use development is supported in strategic planning terms. However, the proposal should be redesigned to take account the strategic concerns regarding **housing, children's playspace, affordable housing, urban design, inclusive access, sustainable development** and **transport** to ensure compliance with London Plan policies.

Recommendation

That Camden Council be advised that whilst the proposed uses are supported in strategic planning terms, the design of the application is not acceptable due to the loss of the elevation fronting High Holborn.

Context

1 On 24 November 2015, the Mayor of London received documents from Camden Council notifying him of a planning application of potential strategic importance to develop the above site for the above uses. Under the provisions of The Town & Country Planning (Mayor of London) Order 2008 the Mayor has until 4 January 2015 to provide the Council with a statement setting out whether he considers that the application complies with the London Plan, and his reasons for taking that view. The Mayor may also provide other comments. This report sets out information for the Mayor's use in deciding what decision to make.

2 The application is referable under Categories 1B and 1C of the Mayor of London Order 2008:

- 1B “Development (other than development which only comprises the provision of houses, flats, or houses and flats) which comprises or includes the erection of a building or buildings (b) in central London (other than the City of London) with a total floorspace of more than 20,000 square metres.”
- 1C “Development which comprises or includes the erection of a building of (c) more than 30 metres high and is outside the City of London.”

3 Once Camden Council has resolved to determine the application, it is required to refer it back to the Mayor for his decision as to whether to direct refusal; take it over for his own determination; or allow the Council to determine it itself.

4 The Mayor of London’s statement on this case will be made available on the GLA website www.london.gov.uk.

Site description

5 The proposal relates to 81 – 87 High Holborn Street. The site is approximately 0.24 hectares and currently comprises a 9 storey building that contains office and retail floorspace. The current building has frontage to High Holborn and Eagle Street and is served by two independent cores. The site is located within the Bloomsbury Conservation Area and the existing facade along High Holborn is acknowledged as being a positive contributor to the conservation area.

6 The site is bounded by High Holborn to the south and Eagle Street to the north. The adjacent building to the west was recently redeveloped to provide office accommodation in a 10 storey building. The buildings to the east are up to 7 storeys in height, comprising retail uses along the ground floor with office uses above. The existing building is currently occupied by Transport for London.

7 High Holborn is a borough road forming part of the Strategic Road Network (SRN). The nearest part of the Transport for London Road Network (TLRN), Farringdon Road, lies just under 1 kilometre to the east.

8 Holborn London Underground station is under 200 metres from the site and lies at a key node for numerous bus routes. As such the site has a high public transport access level (PTAL) of 6b, on a scale of 1 to 6b, where 6b is the most accessible.

9 High Holborn forms part of the local cycle network (LCN39) and the north-south cycle superhighway (CS6) is currently being implemented along Farringdon Road. It is within the Central London Cycle Grid area. There are a number of cycle hire docking stations in the vicinity of the site the nearest being less than 100 metres away in Red Lion Street.

Details of the proposal

10 The proposed scheme seeks to demolish the existing building and construct a mixed-use commercial and residential development. The proposed Class B1 office and Class A1–A3 retail accommodation will be provided in a new 15 storey (14 storeys + plant) building to the south along High Holborn. The Class C3 residential accommodation will be provided within a new 14 storey (13 storeys + plant) building to the north of the site on Eagle Street.

Case history

11 There was no pre applicant meeting held with the GLA regarding this proposal. It is understood by GLA officers that the applicant has had pre application meetings with planning officers at Camden Council.

Strategic planning issues and relevant policies and guidance

12 The relevant issues and corresponding policies are as follows:

- Principle of development *London Plan; the Mayor's Economic Development Strategy; Town Centres SPG*
- Housing *London Plan; Housing SPG; draft interim Housing SPG; Housing Strategy; Shaping Neighbourhoods: Play and Informal Recreation SPG; Shaping Neighbourhoods: Character and Context SPG*
- Affordable housing *London Plan; Housing SPG; draft interim Housing SPG; Housing Strategy*
- Urban design *London Plan; Shaping Neighbourhoods: Character and Context SPG; Housing SPG; Shaping Neighbourhoods: Play and Informal Recreation SPG*
- Inclusive Access *London Plan; Accessible London: achieving an inclusive environment SPG*
- Sustainable development *London Plan; Sustainable Design and Construction SPG; Mayor's Climate Change Adaptation Strategy; Mayor's Climate Change Mitigation and Energy Strategy; Mayor's Water Strategy*
- Transport *London Plan; the Mayor's Transport Strategy*
- CIL *London Plan; Mayoral Community Infrastructure Levy*

13 For the purposes of Section 38(6) of the Planning and Compulsory Purchase Act 2004, the development plan in force for the area is the Camden Core Strategy (2010); the Camden Development Policies (2010); and 2015 the London Plan (Consolidated with Alterations since 2011).

14 The following are also relevant material considerations:

- National Planning Policy Framework and the accompanying National Planning Practice Guidance.
- The draft Minor Alterations to the London Plan (2015).
- The draft Camden Local Plan (2015).

Principle of development

Mixed use and employment space

15 The site is located in the Holborn Intensification Area and Central Activities Zone (CAZ). Policy 2.13 'Opportunity Areas and Intensification Areas' and Table A1.2 of the London Plan identifies the intensification area for a minimum of 200 new homes and an indicative employment capacity of 2,000, with scope for improved public transport accessibility and capacity and selective intensification through mixed-use redevelopment at higher densities. London Plan Policies 2.11 'Central Activities Zone – Strategic functions' and 4.3 'Mixed use development and offices' seek to ensure that proposals to increase office floorspace within the CAZ include a mix of uses, including housing.

16 The site is also located within the High Holborn/Kingsway town centre and forms part of the London Town Centre Network. London Plan Policies 2.15 ‘Town Centres’, 4.7 ‘Retail and Town Centre Development’ and 4.8 ‘Supporting a successful and diverse retail sector and related facilities and services’ provide the strategic framework for town centre development and implementation. The High Holborn/Kingsway Town Centre is identified as an area appropriate for medium growth and regeneration, indicating that there is a moderate demand for retail, leisure and office floorspace and capacity to achieve regeneration objectives including physical, environmental and economic renewal.

17 Given the above, the proposal for redevelopment including housing, office and commercial accommodation is supported in principle.

18 London Plan Policy 4.2 ‘Offices’ seeks to support the management and mixed use development and redevelopment of office provision to improve London’s competitiveness and to address the wider objectives of the plan. It also seeks to meet the needs of the central London office market, consolidate and extend the strengths of a diverse office market and encourage the renewal and modernisation of the existing office stock. Increases in stock will be sought where there is authoritative, strategic and local evidence of sustained demand. The applicant has indicated that the existing building has 10,057sq.m. gross internal area (GIA) of Class B1 floorspace and 426sq.m. GIA of Class A1-A3 floorspace. The proposal seeks to provide 16,585sq.m. GIA of Class B1 floorspace, and 578sq.m. GIA of Class A1-A3 floorspace. The proposal therefore represents an uplift in commercial floorspace provided on the development site and is therefore supported in strategic planning terms.

Housing

19 London Plan Policy 3.3 ‘Increasing Housing Supply’ affirms the Mayor’s determination to work with relevant partners to increase London’s housing supply by an annual average of 42,000 net additional homes to meet the need identified in the plan, enhance the environment, improve housing choice and affordability, and to provide better quality accommodation for Londoners. To achieve that figure, the London Plan sets an annual target of 889 additional dwellings in Camden for the ten-year period from 2015-2025. Therefore the provision of additional dwellings in the proposal is supported in strategic planning terms.

20 The proposal includes the provision of 48 residential units, with the following indicative unit schedule:

Tenure	Number of units	Percentage
Studio	5	10%
1 Bedroom	18	38%
2 Bedroom	16	33%
3 Bedroom	9	19%
Total	48	100%

Housing choice

21 London Plan Policy 3.8 ‘Housing Choice’, together with the Mayor’s Housing SPG and the Housing Strategy, seek to promote housing and a balanced mix of unit sizes in new developments. Policy 3.11 ‘Affordable Housing Targets’ also states that priority should be accorded to the provision of affordable family housing. Whilst the development is predominately

2 bedrooms or less, given the site's location and the advice in the Housing SPG this mix is considered to be acceptable. The inclusion of 3 bedroom units totalling 19% of the unit schedule is welcome.

Density

22 London Plan Policy 3.4 'Optimising Housing Potential' states that taking into account local context and character, the design principles in Chapter 7 and public transport capacity, development should optimise housing output for different types of location within the relevant density range shown in Table 3.2. The site is within a central location where the density matrix sets a guideline of 650 to 1100 habitable rooms (or 140 to 405 units) per hectare on a site such as this where the PTAL is 6b, although the London Plan notes that these ranges should not be applied mechanistically.

23 The applicant has not provided density figures for the proposal, however calculations undertaken by GLA officers have been used to assess the density of this proposal. As the proposal is a mixed use development the calculation needs to be undertaken in accordance with paragraph 1.3.47 of the Housing SPG. The application has 48 units/131 habitable rooms on a site area for density purposes of 0.07 hectares. This equates to 686 units or 1871 habitable rooms per hectare. Although it is acknowledged that a tower development on a relatively small site is always going to produce relatively high density figures. Notwithstanding this, and despite the densities indicated by Table 3.2 being intended as a guide and not to be applied mechanistically, the current proposals are well in excess of these guidelines. A development with density above the ranges recommended in the London Plan should meet the 'good practice' standards as set out in the Housing SPG. Mindful of the residential quality assessment below and under the 'urban design' section, GLA officers are of the view that further work needs to be undertaken before the proposed residential density can be deemed acceptable in strategic planning terms.

Residential quality

24 London Plan Policy 3.5 'Quality and Design of Housing Developments' promotes quality in new housing provision and sets out minimum space standards at Table 3.3. Further guidance is also available in the Housing SPG. As of 1 October 2015 the Government's technical housing standards came into effect. The Mayor intends to adopt the new technical guidance through a minor alteration to the London Plan. In advance of this the Mayor has released a policy statement setting out that from 1 October 2015 the relevant London Plan policy and associated guidance in the Housing SPG should be interpreted by reference to the nearest equivalent new national technical standard.

25 As stated above, quality issues are particularly important in a high density development and therefore development would be expected to target the good practice standards stated in the Housing SPG. Further analysis of residential quality is detailed under 'urban design' below.

Children's playspace

26 London Plan Policy 3.6 'Children and Young People's Play and Informal Recreation Facilities' seeks to ensure that development proposals include suitable provision for play and recreation. Further detail is provided in the Mayor's 'Shaping Neighbourhoods: Play and Informal Recreation' SPG, which sets a benchmark of 10 sq.m. of useable child play space to be provided per child, with under-5 child playspace provided on-site as a minimum.

27 The applicant's planning statement indicates that playspace will be provided. Not enough information has been provided to assess the provision of playspace. Details regarding

on-site provision for children under 5, and the access to and capacity of off-site provision should be supplied to GLA officers prior to the application being referred back to the Mayor.

Affordable housing

28 London Plan Policy 3.12 requires borough councils to seek the maximum reasonable amount of affordable housing when negotiating on individual private residential and mixed-use schemes. In doing so each council should have regard to its own overall target for the amount of affordable housing provision. This target should take account of the requirements of London Plan Policy 3.11, which includes the strategic target that 60% of new affordable housing should be for social rent and 40% for intermediate rent or sale.

29 While the Mayor has a set strategic investment benchmark that across the affordable rent programme as a whole rents should average 65% of market rents, this is an average investment output benchmark for this spending round and not a planning policy target to be applied to negotiations on individual schemes.

30 Policy 3.12 is supported by paragraph 3.71, which urges borough councils to take account of economic viability when estimating the appropriate amount of affordable provision. The 'Three Dragons' development control toolkit appraisal might need to be independently verified. Paragraph 3.75 highlights the potential need to re-appraising the viability of schemes prior to implementation in order to take account of economic uncertainties and ensure the maximum public benefit is secured over the period of the development.

31 Camden Council has set an overall target as required by London Plan Policy 3.11, and expects 50% affordable housing to be provided for new developments, with a tenure mix of 60% social rented and 40% intermediate.

32 It is understood by GLA officers that the applicant is currently in discussions with Camden Council regarding the affordable housing provision. The proposed options being discussed are on-site provision of 6 intermediate units; payment in lieu of affordable housing; or, payment towards an off-site housing scheme.

33 Policy 3.12 of the London Plan expects affordable housing to be provided on-site, and the Mayor's Housing SPG reiterates this point, noting that on-site provision generally gives the greatest certainty of actual provision as well as meeting the Plan's policies on mixed and balanced communities.

34 In order to maximise affordable housing delivery, however, it is recognised that in exceptional circumstances and where it would have demonstrable benefits, it may be provided off-site or through a cash in-lieu contribution ring fenced and if appropriate 'pooled', to secure efficient delivery of new affordable housing. However, off-site options should only be secured when it has been fully demonstrated as to why on-site provision is not possible.

35 The policy lists a number of exceptional circumstances where off-site provision may be acceptable including:

- to secure a higher level of provision;
- better address priority needs, especially for family housing;
- to secure a more balanced community; and
- better sustain strategically important clusters of economic activities, especially in parts of the CAZ (land swap/housing credit).

36 It is acknowledged that the site's central location, with high property values and rent levels, could potentially make the scheme an unattractive investment for local registered

providers. It is also recognised that the high values would mean it is not possible to provide intermediate homes within the GLA's income thresholds.

37 It is acknowledged therefore, that a higher number of larger, family homes could be provided off-site. However, it must first be demonstrated that a suitable quantum and mix of affordable housing cannot reasonably be provided on-site before considering off-site solutions, and the applicant should consider the full range of affordable products, including discounted market sale/rent (DMS/DMR) which do not require the investment of a registered provider.

38 The applicant's viability appraisal should include details of rent levels and a range of scenario tests (including a policy compliant scenario test) to demonstrate how the offer has been maximised. Following scenario testing, the appraisal should demonstrate how the affordable offer is the optimum that can be achieved through any on/off site mix or commuted sum.

39 In addition, GLA officers will also require further details on the scheme for any donor site, including plans showing the layout and mix of the affordable units, and further detail on timescales for delivery in the context of the phasing for the development on the application site. The London Plan expects applications for donor sites to come forward concurrently with the substantive planning application for the development site. If this is not possible, GLA officers may require the section 106 agreement to include a cascade arrangement allowing for alternative options to be explored if the preferred donor site cannot be delivered.

40 Currently it is not possible to determine whether the application accords with London Plan Policies 3.8, 3.9, 3.11 and 3.12. Further details regarding the proposed affordable housing provision are required. If payment towards an off-site affordable housing scheme is agreed upon, Council should ensure that the off-site provision is delivered prior to the on-site market housing. GLA officers require the applicant submit a viability assessment to demonstrate that the maximum reasonable amount of affordable housing is being provided or that the chosen method of affordable housing is most appropriate for this site. This will need to be independently assessed by the Council and results shared with GLA officers prior to the application being referred back to the Mayor.

Heritage

41 The building is located within the Bloomsbury Conservation Area. The existing facade along High Holborn is identified as being a positive contributor to the conservation area and a good example of post-war classical architecture. It is noted that the applicant has provided details on how the proposal relates to the existing building and how retaining the facade would result in the blocking of windows due to the proposed floor assembly. However, GLA officers would like to see a design solution that incorporates retention of the facade, adapting it to suit the new floor to ceiling heights. This approach has been successfully achieved recently in other developments, such as St James's Gateway (GLA reference 2294a, LPA case number 10/04744/FULL) and Project Monico (GLA case number 3648, LPA case number 15/07092/FUL), both in Westminster, where the applicant stretched the stone facade/window openings to accommodate the floors behind.

Urban design

42 Good design is central to all objectives of the London Plan and is specifically promoted by the policies contained within Chapter 7 which address both general design principles and specific design issues. London Plan Policy 7.1 sets out a series of overarching design principles for development in London. Other design policies in this chapter and elsewhere in the London Plan include specific design requirements relating to maximising the potential of sites, the

quality of new housing provision, tall and large-scale buildings, built heritage, views, and public realm. New development is also required to have regard to its context, and make a positive contribution to local character within its neighbourhood (Policy 7.4).

43 GLA officers require further detailed plans to assess the appropriateness of this proposal. Plans showing the context of the surrounding area including adjacent development, illustrating adjacent land uses and window locations, should be provided. Floor plans showing the development in its entirety should also be provided, rather than separating the office and residential components.

44 The frontage for the residential component along Eagle Street is largely inactive. The applicant should revisit this element of the design and try to maximise active frontage along Eagle Street. This could be achieved through reducing the entrances for refuse and parking and increasing the space given to the residential lobby.

Residential quality

45 As stated previously, a proposal that exceeds the density ranges as set out at Table 3.2 of the London Plan, such as this one, would be expected to deliver exceptional residential quality.

46 The units fronting onto Eagle Street are predominantly north facing with minimal secondary aspect. Whilst this does provide cross ventilation which is welcome, further analysis is required regarding daylight, sunlight and cross ventilation. The applicant should also provide Average Daylight Factor (ADF) readings to the GLA prior to the application being referred back to the Mayor.

47 Information provided to GLA officers indicates that there may be issues regarding overlooking and privacy of some of the units. This is of particular concern in the northern most units, where it appears there will be privacy issues resulting from overlooking from the north western units of the north eastern units. Camden Council should be satisfied that the outlook of the residential units will appropriate for a development in this location.

48 The proposed scheme also includes 6 units across floors seven to nine that do not currently meet the Mayor's minimum space standards as set out in Table 3.3 of the London Plan. The applicant should revisit the design of these units and ensure that all proposed residential units accord with Policy 3.5 and Table 3.3.

Amenity space

49 The proposed external terrace is limited in terms of outlook and daylight, but given the central location this may be appropriate. Currently it is unclear if residents will be able to access this space, or if playspace will be provided here. Further details should be provided regarding the use and access of this amenity space.

Trees

50 London Plan Policy 7.21 seeks to protect, maintain and enhance London's trees and woodlands. Camden Council's Core Strategy also provides a strategic framework for protecting and preventing the loss of street trees. It is understood by GLA officers that the applicant intends to keep the street tree located out the front of Templar House on High Holborn. The method for protection during construction should be secured by way of planning condition by Camden Council.

Architecture and massing

51 Due to the high density and height of this proposal the appearance of the building will need to be of outstanding quality. Critical to this will be the final choice of material and quality of detailing, and as such the local authority will need to scrutinize this carefully. A clause should be included in the S106 agreement that will ensure the same calibre of architects are retained to produce all construction drawings, or a budget is allocated to allow them to review these when they get produced.

Conclusion of urban design comments

52 Given the sites central location the residential quality could be acceptable subject to the applicant addressing the comments raised in this report.

Inclusive access

53 The aim of London Plan Policy 7.2 'An Inclusive Environment' is to ensure that proposals achieve the highest standards of accessibility and inclusion (not just the minimum). Inclusive design principles, if embedded into the development and design process from the outset, help to ensure that all of us, including older people, disabled and deaf people, children and young people, can use the places and spaces proposed comfortably, safely and with dignity.

54 The design of the landscaping and the public realm is crucial to how inclusive the development is for many people. The applicant's design and access statement provides details of levels and gradients. Information regarding the widths, surface materials, and how disabled people are segregated from traffic and turning vehicles should also be provided.

55 In accordance with London Plan Policy 3.8, the applicant has confirmed that all of the residential units will meet Lifetime Homes standards. Currently the applicant is proposing to provide 4 wheelchair accessible/adaptable units. This equates to 8.3% of the proposed residential units, and therefore does not comply with London Plan Policy 3.8 which requires 10% of all residential units to be wheelchair accessible/adaptable. The applicant should provide an additional wheelchair accessible/adaptable unit to ensure compliance with Policy 3.8. The information submitted by the applicant indicates that the wheelchair accessible/adaptable units will be distributed across unit sizes which will afford similar choice to disabled and elderly people as non-disabled people, and is welcome. The applicant should include typical flat layouts and plans of the wheelchair accessible or easily adaptable units in the design and access statement.

56 As set out in the Mayor's Housing Standards Policy Transition Statement, the Council should secure compliance with building regulations M4(2) and M4(3) by condition.

Sustainable development

Energy

57 The applicant has broadly followed the energy hierarchy. Sufficient information has been provided to understand the proposals as a whole.

58 Further revisions and information are required before the proposals can be considered acceptable and the carbon dioxide savings verified.

Energy efficiency standards

59 A range of passive design features and demand reduction measures are proposed to reduce the carbon emissions of the proposed development. Both air permeability and heat loss parameters will be improved beyond the minimum backstop values required by building regulations. Other features include LED lighting and controls and mechanical ventilation with heat recovery for the residential element.

60 The applicant is proposing to use water to water heat pumps to recover heat rejected from the cooling system for the commercial buildings and use it for the domestic building's hot water. This is welcomed, however further information should be provided on how (if at all) the benefits from this system have been included in the carbon savings calculation. The applicant should also confirm that the baseline emissions have been calculated using a gas heating base case rather than an electricity base case.

61 The demand for cooling will be minimised through external shading and solar control glazing (g values of 0.15-0.17 for commercial and 0.4 for residential) however active cooling is proposed for the domestic as well as the non-domestic. The applicant has stated that the development (both domestic and non-domestic) meets the overheating criteria in Part L. The use of active cooling in the dwellings is not supported unless it is demonstrated that cooling demands have been minimised by passive design (in line with Policy 5.9) before the inclusion of air conditioning. Dynamic thermal modelling in line with CIBSE Guide TM52 and TM49 is recommended to demonstrate that overheating risk has been addressed.

62 The development is estimated to achieve a reduction of 63 tonnes per annum (13%) in regulated CO₂ emissions compared to a 2013 Building Regulations compliant development from efficiency measures (fabric and services) BRUKL sheets have been provided to support the savings claimed. The applicant should also provide DER and TER sheets after efficiency measures alone (instead of the SAP sheets provided) for the domestic component.

District heating

63 The applicant has identified that Citigen district heating network is within the vicinity of the development and has investigated the potential to connect to the network. Evidence of correspondence with the network operator has been provided confirming that the site is too far and has a heat demand that is too low to make connection viable at this time.

64 The applicant has, however, provided a commitment to ensuring that the development is designed to allow future connection to a district heating network should one become available. The applicant should explain how this will be achieved in practice, including an explanation of the distribution system within the building and how this will be designed to be served by heat pumps now but be suitable for connection to district heating in the future.

65 The site will be supplied from a single plant room at basement level. The applicant has confirmed that space will be set aside for heat exchangers for future connection.

Combined heat and power

66 The applicant has investigated the feasibility of CHP. However, due to the intermittent nature of the heat load, CHP is not proposed. This is accepted in this instance.

Renewable energy technologies

67 The applicant has investigated the feasibility of a range of renewable energy technologies and is proposing to install:

- 150sq.m. of solar PV on the roofs
- Air source heat pumps to provide space heating and hot water to the domestic element.

68 A roof plan showing the proposed locations of the PV has been provided. The applicant should clarify how the savings from ASHPs have been derived and if they are included in this tier of the energy hierarchy of the previous ones.

69 A reduction in regulated CO₂ emissions of 19 tonnes per annum (4%) is claimed for this third element of the energy hierarchy.

Overall carbon savings

70 Based on the energy assessment submitted at stage 1, the table below shows the residual CO₂ emissions after each stage of the energy hierarchy and the CO₂ emission reductions at each stage of the energy hierarchy.

	Total residual regulated CO₂ emissions	Regulated CO₂ emissions reductions	
		(tonnes per annum)	(per cent)
Baseline i.e. 2013 Building regulations	474.4		
Energy Efficiency	411.7	63	13%
CHP	411.7	0	0%
Renewable energy	393	19	4%
Total		81	17%

71 A reduction of 81 tonnes of CO₂ per year in regulated emissions compared to a 2013 Building Regulations compliant development is expected, equivalent to an overall saving of 17%.

72 The on-site carbon dioxide savings fall short of the targets within Policy 5.2 of the London Plan. The applicant should address the comments above and clarify how the heat pump savings were derived. Any shortfall in carbon savings to meet the 35% target should, in liaison with the borough, be met off-site.

Flood risk

73 The 0.24 hectare site will not require Flood Risk Assessment. The site is within Flood Zone 1 and has no significant surface water flood risk, although a segment of high Holborn close to the site does have surface water flood risks that may be contributed to by drainage from this site.

74 The development is acceptable in terms of London Plan Policy 5.2 'Flood Risk Management'.

Sustainable drainage

75 The Sustainability Statement prepared by Arup states that greywater harvesting will be used for the residential building, and rainwater harvesting for the commercial building. A greywater treatment plant would be located in the basement beneath the residential building.

76 The Statement also suggests that the development could include brown roofs on the residential and commercial buildings, with rainwater attenuation for the residential section of the development.

77 The brown roofs and water harvesting proposals should be secured through appropriate planning conditions.

78 This approach is considered to comply with London Plan Policy 5.13 'Sustainable Drainage'.

Green Infrastructure

79 The proposed brown roofs comply with London Plan Policy 2.18 'Green Infrastructure', 5.10 'Urban Greening' and 5.11 'Green Roofs'. The proposed log and rubble piles on the brown roofs mentioned in the Sustainability Statement, and the proposed bird and bat boxes mentioned in the Planning Statement comply with London Plan Policy 7.19 'Biodiversity'.

80 The measures should be secured through appropriate planning conditions.

Climate change adaptation

81 Camden Council should secure through planning condition that the application responds to strategic policies regarding climate change adaptation, including use of low energy lighting and energy efficient appliances, metering, high levels of insulation, low water use sanitary-ware and fittings, in addition to biodiverse roofs.

Transport

Trip generation

82 The increase in trips generated by the development is not considered to be significant.

Cycling provision

83 The transport assessment (TA) states that long stay cycle parking is to be provided in accordance with London Plan standards, together with facilities such as showers, changing rooms and lockers. However, there appears to be an error with the calculation for the commercial element creating a shortfall of 32 spaces. This should be resolved.

84 Due to the limited footpath space surrounding the site, Camden Council officers consider that it is not possible to provide additional short-stay cycle parking directly adjacent to the site. Instead, a contribution towards expansion elsewhere in the area is proposed. This seems an appropriate solution, and the contribution should be secured through the section 106 agreement.

85 The nearest cycle hire docking station, Red Lion Street, is in the top 5% for hires and in the top 10% for docks and it has 36 docking points. Other nearby stations are also busy and the 'car-free- development will add to this demand. However, as with short-stay cycle parking, there is no space to accommodate an additional docking station adjacent to the site.

86 Instead, TfL propose to extend the existing Red Lion Street docking station. This would be funded in part by a contribution to £100,000 from the development, secured in the section 106 agreement. Expansion of this docking station would result in loss of two on street paid-for car parking spaces. If Camden Council do not support this, the £100,000 would be utilised to support improved cycle hire operations in the area.

Car parking

87 The 'car-free' nature of the scheme, except for two disabled car parking spaces, is welcomed. However this should be secured by condition, together with exemption of occupiers obtaining controlled parking zone (CPZ) parking permits appropriately included in the section 106 agreement.

88 It is accepted, given the public transport alternatives that, due to site constraints, all five spaces required for 100% car parking provision for the wheelchair units cannot be provided. One or both of the spaces should be provided with electric vehicle charging infrastructure.

Servicing and construction

89 Servicing arrangements would be similar to existing i.e. from Eagle Street, and would limit use of High Holborn to outside hours of operation of the bus lane. It would be expected that the majority of construction activity also takes place from Eagle Street, thereby minimising impacts on traffic flow on the SRN. The draft deliveries and servicing (DSP) and construction logistics plans (CLP) should be secured by condition.

90 The site lies in the vicinity of London Underground running tunnels. As such, TfL requests appropriate infrastructure protection condition.

CIL and Crossrail planning obligations

91 The Mayoral CIL rate for Camden is £50 per square metre.

92 The site also lies within the 'Use of planning obligations in the funding of Crossrail' SPG central London contribution area. As such, the development is liable to pay an additional contribution towards Crossrail through the section 106 agreement, at a rate of £140 per square metre GIA of the office uplift only. This gives a contribution of £913,920; however the CIL payment above can be offset, which should be reflected in the section 106 agreement.

Conclusion

93 Subject to confirmation of cycle parking for the office element, the inclusion of the conditions identified in this section of the report and the securing of the contributions towards short stay cycle parking, cycle hire and Crossrail in the section 106 agreement, the development is likely to be accordance with London plan policy in terms of strategic transport.

Local planning authority's position

94 Camden Council is likely to report this application to its planning committee in January 2016.

Legal considerations

95 Under the arrangements set out in Article 4 of the Town and Country Planning (Mayor of London) Order 2008, the Mayor is required to provide the local planning authority with a statement setting out whether he considers that the application complies with the London Plan, and his reasons for taking that view. Unless notified otherwise by the Mayor, the Council must consult the Mayor again under Article 5 of the Order if it subsequently resolves to make a draft decision on the application, in order that the Mayor may decide whether to allow the draft decision to proceed unchanged, or direct the Council under Article 6 of the Order to refuse the application, or issue a direction under Article 7 of the Order that he is to act as the local planning authority for the purpose of determining the application and any connected application. There is no obligation at this present stage for the Mayor to indicate his intentions regarding a possible direction, and no such decision should be inferred from the Mayor's statement and comments.

Financial considerations

96 There are no financial considerations at this stage.

Conclusion

97 London Plan policies on employment, housing, affordable housing, heritage, urban design, inclusive access, sustainable development and transport are relevant to this application. The proposed scheme raises strategic issues and these should be addressed before the scheme can be considered acceptable. These issues are summarised below:

- **Housing:** The housing choice and density are generally supported in strategic planning terms, although consideration should be given to the urban design and residential quality comments outlined in this report. Camden Council should include a condition to secure the proposal is designed to meet the governments technical standards. Further information is required regarding the child playspace strategy and this should be supplied to GLA officers prior to the application being referred back to the Mayor.
- **Affordable housing:** There are some strategic concerns regarding the affordable housing provision. Currently it is not possible to determine if the application accords with London Plan policies 3.8, 3.9, 3.11 and 3.12. Further information should be supplied to GLA officers regarding the affordable housing provision prior to the application being referred back to the Mayor.
- **Heritage:** GLA officers have requested a design option which retains the High Holborn facade as the building is considered to be a positive contributor to the conservation area. This should be supplied to GLA officers prior to the application being referred back to the Mayor.
- **Urban design:** Whilst the residential quality is somewhat compromised, given the sites context and central location this may be considered acceptable subject to the issues raised in this report being addressed prior to the application being referred back to the Mayor.
- **Inclusive access:** In order to comply with the London Plan and draft interim Housing SPG the applicant is required to provide an additional wheelchair accessible unit to meet the 10% requirement. Other matters outlined in this report should also be addressed prior to the application being referred back to the Mayor.

- **Sustainable development:** Further information and discussion (detailed in the body of this report) are required before the proposals can be considered to be acceptable and the carbon dioxide savings verified. This should be submitted for assessment before the application is referred back to the Mayor. Conditions securing commitment for climate change adaption measures should be included within the application when it is referred back to the Mayor.
- **Transport:** Further information (detailed in the body of this report) regarding transport matters are required for assessment prior to the application being referred back to the Mayor.

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