

<b>Delegated Report</b>		<b>Analysis sheet</b>		<b>Expiry Date:</b>		12/06/2018			
		N/A / attached		<b>Consultation Expiry Date:</b>		N/A			
<b>Officer</b>				<b>Application Number</b>					
Robert Lester				2018/1809/P					
<b>Application Address</b>				<b>Drawing Numbers</b>					
93 - 103 Drummond Street and 63 Cobourg Street London NW1 2HJ				2049-01-DR-0001 P01, 2049-01-DR-0099 P01, 2049-01-DR-0100 P01, 2049-01-DR-0101 P01, 2049-01-DR-0102 P01, 2049-01-DR-0103 P01, 2049-01-DR-0104 P02, 2049-01-DR-0401 P02, 2049-01-DR-0601 P02, 2049-01-DR-0604 P02, 2049-01-DR-0605 D01, 2049-01-DR-0606 P02, Design Statement and Application Plans CZWG ref: 2049-00-BR-0009-D05 11th August 2017, Daylight and Sunlight Report (April 17). Daylight and Sunlight Addendum Letter ref: gf05/02B627677.					
<b>PO 3/4</b>		<b>Area Team Signature</b>		<b>C&amp;UD</b>		<b>Authorised Officer Signature</b>			
<b>Proposal</b>									
Redevelopment to create 112 student apartments (60 studio units, 9 twin units, 30 cluster units, 3 wheelchair cluster units, and 10 wheelchair studio units) comprising 123 bed spaces with a floor area of 2388sqm (GIA) within a 5-storey building with basement and a commercial unit of 192sqm (GIA) at basement and ground floor levels									
<b>Recommendation:</b>		Certify that planning permission would have been granted by the Council subject to conditions and a s106 legal Agreement							
<b>Application Type:</b>		Certificate of Appropriate Alternative Development							
<b>Conditions or Reasons for Refusal:</b>		Refer to Draft Decision Notice							
<b>Informatives:</b>									
<b>Consultations</b>									
<b>Adjoining Occupiers:</b>				No. of responses		1	No. of objections		1
<b>Summary of consultation responses:</b>		<p>A Site Notice was displayed on 20/04/2018 expiring on 11/05/2018. One response were received with the following comments/objections.</p> <ul style="list-style-type: none"> <li>This piece of land was acquired by HS2 for the purpose of building the high speed railway and not for building student accommodation.</li> </ul> <p><i>Case Officer Response: This point is addressed in the attached report para's 4.1-4.13.</i></p>							
<b>External Consultees</b>		<p><u>HS2 – Comments</u></p> <p>This application represents the fifth CAAD application made in respect of this site since 2017, following applications granted in April 2017, August 2017 and February 2018, and the recent application made in April 2008.</p>							

This application has been made to correct the Valuation Date contained in the application documentation, from 30 November 2018 to 23 November 2018.

#### 1. Appropriateness of latest CAAD application

London Borough of Camden (LB Camden) has provided an opinion as to the type of development that, for the purposes of section 14 of the Land Compensation Act 1961, is appropriate alternative development and provided advice on those conditions and obligations which are relevant.

In our view, it is important to draw a line under any further iterations of the February 2018 CAAD and any other application the Claimant wishes to submit. It cannot be appropriate for LB Camden to continue to be asked to give an opinion on CAAD applications given the resources required to review the applications and their implications. Equally, in order for HS2 to be able to undertake its valuation and respond to the claim, the land use needs to be defined.

*Case Officer Response: These points are addressed in the attached report para's 4.1-4.13.*

#### 2. Residential Amenity

Policies A1 and A4 of the Camden Local Plan 2017, and CPG6 Amenity (September 2011 updated March 2018), require that the amenity impact on neighbouring properties be fully considered. Policy A1 seeks to ensure that the amenity of neighbouring occupiers is protected and states that planning permission will not be granted for development that causes harm to the amenity of occupiers and neighbours in terms of loss of sunlight, daylight and overshadowing, outlook, visual privacy, microclimate, and noise and vibration levels.

We would question whether the Council can be confident that the Daylight and Sunlight reports by GVA dated November 2016, April 2017 and the Addendum Letter dated 11 May 2017, submitted with the CAAD application are robust, particularly given that the room layouts of surrounding buildings are not provided in all cases so a proper assessment cannot be made. We would request that LB Camden seeks to appoint a neighbourly matters specialist to provide a full technical assessment to validate the findings and conclusions of the submitted reports.

*Case Officer Response: There is no reason to believe that the submitted Daylight and Sunlight reports by GVA are not robust and it is noted that HS2 puts forward no alternative assessment. The amenity impact is addressed in detail in the attached report para's 4.36-4.44.*

### 3. Commercial Units

We would also request that an additional condition restricting the use class of the ground floor commercial units be attached to any new CAAD. This would provide clarity as to what type of uses would be approved, and to protect residential amenity, as set out in Policy A1 of the Camden Local Plan 2017.

*Case Officer Response: A condition has been added to specify the appropriate uses for the commercial unit.*

## **1. Site Description**

- 1.1 The site is located within an urban block adjacent to Euston Station and forms part of the area identified for the redevelopment of Euston Station following the Government announcement of the preferred route for High Speed 2 (HS2). It is bounded by Drummond Street to the north, Melton Street to the east, Euston Street to the south and Cobourg Street to the west and has a prominent corner presence at the junction of Drummond Street and Cobourg Street with frontages on both streets.
- 1.2 The present buildings on the site are 2 to 3 storeys in height on Drummond Street, with a large double height space covered by an extensive pitched roof in the middle of the block. They were historically used as a car garage, dealership and petrol station and have since been converted into a mixed use comprising an office, workshop, storage and retail space currently occupied by a specialist camera retailer. The corner of Drummond Street and Cobourg Street is unbuilt and the former petrol station forecourt is currently used as a car park.
- 1.3 There is also a basement over the whole of the site. Public access into the buildings is currently from the Drummond Street frontage. There is service access via the old petrol station forecourt and via a passage way under the residential properties on Euston Street. The perimeter of the rest of the block has buildings of varying scale and uses.
- 1.4 On the corner of Melton Street and Drummond Street, sharing a boundary with the site, is the 3-storey locally listed former Charing Cross and Hampstead Railway (CCHR) Underground Station with its glazed terracotta arched façade. Adjacent on Melton Street (Nos. 14 and 15) is a pair of Grade 2 listed Georgian 3-storey houses, with basements, rendered façades and rusticated bases at ground floor level.
- 1.5 At the corner of Euston Street and Cobourg Street is a 3-storey 1930's public house (The Bree Louise Pub) built in brick, with a high chimney at the corner, and a steep pitched roof. Adjoining the public house along Cobourg Street are 4 early Victorian locally listed terraced houses (Nos. 59 to 67) which have been converted into flats. One of the houses spans across the ground floor access way which also provides service access into the site.
- 1.6 Surrounding the site are buildings of larger scale such as the Ibis Hotel directly opposite on the north side of Drummond Street. This is a primarily brick building with extensive mansards disguising the upper part of accommodation and plant. The hotel has 5 storeys onto Drummond Street rising to 5/7 towards Melton Street. To the south along Euston Street the buildings vary from 3 to 5 storeys.
- 1.7 On the western side of Cobourg Street is a 1960's telephone exchange with a 3 storey block façade in large precast concrete panels.

- 1.8 The immediate surrounding context is made up of buildings of varied periods, use and scale with taller larger buildings, particularly to the south east and west.
- 1.9 The site is not within a conservation area and there are no statutorily or locally listed buildings on the site.
- 1.10 The site is highly accessible by public transport and has a PTAL of 6b (the highest level).

## 2. Relevant History

- 36164 - Use to provide five storey building and general up-grading of premises – Refusal - 27/05/1983
- 8402010 - Change of use to ground floor and basement for the display sale storage and repair of professional photographic equipment and parking and the first and second floors as offices – Granted - 20/02/1985.
- 8800589 - The redevelopment of the site by the erection of a four storey (plus basement) building for a mixed use comprising showroom with light industrial use and ancillary office and storage space - Granted - 03/08/1989.
- 8800590 - Redevelopment of the site erection of a five storey (plus basement) building for office showroom and storage use – Refused - 27/02/1990
- 9100626 - The erection of four canvas sun blinds on the Drummond Street elevation beneath the existing fascia sign – Granted - 17/09/1991.
- 9501541 - The installation of a new shopfront – Granted - 06/10/1995.
- PSX0205408 - Erection of railings and gates to enclose car park – Granted - 28/01/2003.
- 9280005 - Display of internally illuminated fascia sign - 08/05/2003.
- 2016/0797/PRE – Creation of 99 student (56 studios, 8 twin and 35 cluster) apartments within a 5-storey building with basement and a commercial unit (218.46sq.m GEA) at basement and ground floor levels fronting Drummond Street – pre-application advice issued on 23/09/2016.
- 2016/3599/P - Change of use from existing mixed use comprising office, workshop, storage and retail to business use (Class B1) - Granted Subject to a Section 106 Legal Agreement on 23/12/2016.
- 2017/0527/P - Redevelopment to provide 99 student apartments (46 studio units, 8 twin units, 35 cluster units and 10 wheelchair studio units) comprising 107 bed spaces with a floor area of 2771.9sqm GIA) within a 5-storey building with basement and a commercial unit (241.7sqm GIA) at basement and ground floor levels – Certificate of Appropriate Alternative Development Granted - 13/04/2017.
- 2017/3246/P - Redevelopment to provide 112 student apartments (60 studio units, 9 twin units, 30 cluster units, 3 wheelchair cluster unit, and 10 wheelchair studio units) comprising 123 bed spaces with a floor area of 2388sqm (GIA) within a 5-storey building with basement and a commercial unit of 192sqm (GIA) at basement and ground floor levels - – Certificate of Appropriate Alternative Development Granted - 30/08/2017.
- 2017/6619/P - Redevelopment to create 112 student apartments (60 studio units, 9 twin units, 30 cluster units, 3 wheelchair cluster units, and 10 wheelchair studio units) comprising 123 bed spaces with a floor area of 2388sqm (GIA) within a 5-storey building with basement and a commercial unit of 192sqm (GIA) at basement and ground floor levels - Granted - 09/02/2018.
- 2018/2397/P - Redevelopment to provide 122 student apartments (58 studio apartments, 13 twin units, 53 cluster units, 5 wheelchair cluster units, 11 wheelchair studio units) comprising 135 bed spaces with a floor area of 2,488sqm (GIA) within a 6 storey building with basement and a commercial unit of 102sqm at ground floor – Pending.
- 2018/2398/P - Redevelopment to provide 127 student apartments (61 studio apartments, 15 twin units, 53 cluster units, 5 wheelchair cluster units, 11 wheelchair studio units) comprising 142 bed spaces with a floor area of 2,619sqm (GIA) within a 7 storey building with basement and a commercial unit of 102sqm at ground floor – Pending.
- 2018/2399/P - Redevelopment to provide 132 student apartments (64 studio apartments, 17 twin units, 53 cluster units, 5 wheelchair cluster units, 11 wheelchair studio units) comprising 149 bed

spaces with a floor area of 2,750sqm (GIA) within an 8 storey building with basement and a commercial unit of 102sqm at ground floor – Pending.

- 2018/2400/P - Redevelopment to provide 137 student apartments (67 studio apartments, 19 twin units, 53 cluster units, 5 wheelchair cluster units, 11 wheelchair studio units) comprising 156 bed spaces with a floor area of 2,811sqm (GIA) within a 9 storey building with basement and a commercial unit of 102sqm at ground floor – Pending.
- 2018/2401/P - Redevelopment to provide 142 student apartments (70 studio apartments, 21 twin units, 53 cluster units, 5 wheelchair cluster units, 11 wheelchair studio units) comprising 163 bed spaces with a floor area of 3,012sqm (GIA) within a 10 storey building with basement and a commercial unit of 102sqm at ground floor.

### **3. Relevant policies**

#### **National Planning policy Framework 2012**

#### **The London Plan 2016**

##### 2.9 Inner London

##### 2.14 Areas for regeneration

##### 3.3 Increasing housing supply

##### 3.4 Optimising housing potential

##### 3.5 Quality and design of housing developments

##### 3.8 Housing choice

##### 3.10 Definition of affordable housing

##### 3.11 Affordable housing targets

##### 3.12 Negotiating affordable housing on individual private residential and mixed use schemes

##### 3.13 Affordable housing thresholds

##### 4.4 Managing industrial land and premises

##### 4.7 Retail and town centre development

##### 4.8 Supporting a successful and diverse retail sector and related facilities and services

##### 5.1 Climate change mitigation

##### 5.2 Minimising carbon dioxide emissions

##### 5.3 Sustainable design and construction

##### 5.5 Decentralised energy networks

##### 5.6 Decentralised energy in development proposals

##### 5.7 Renewable energy

##### 5.9 Overheating and cooling

##### 5.10 Urban greening

##### 5.11 Green roofs and development site environs

##### 5.13 Sustainable drainage

##### 5.18 Construction, excavation and demolition waste

##### 6.3 Assessing effects of development on transport capacity

##### 6.4 Enhancing London's transport connectivity

##### 6.5 Funding Crossrail and other strategically important transport infrastructure

##### 6.7 Better streets and surface transport

##### 6.9 Cycling

##### 6.10 Walking

##### 6.11 Smoothing traffic flow and tackling congestion

##### 6.12 Road network capacity

##### 6.13 Parking

##### 6.14 Freight

##### 7.1 Lifetime neighbourhoods

##### 7.2 An inclusive environment

##### 7.3 Designing out crime

##### 7.4 Local character

##### 7.5 Public realm

##### 7.6 Architecture

##### 7.7 Location and design of tall and large buildings

7.8 Heritage assets and archaeology

8.2 Planning obligations

### **Camden Local Plan 2017**

G1 Delivery and location of growth

H1 Maximising housing supply

H2 Maximising the supply of self-contained housing from mixed-use schemes

H4 Maximising the supply of affordable housing

H6 Housing choice and mix

H7 Large and small homes

H9 Student housing

H10 Housing with shared facilities

C1 Health and wellbeing

C5 Safety and security

C6 Access for all

E1 Economic development

E2 Employment premises and sites

A1 Managing the impact of development

A2 Open space

A3 Biodiversity

A4 Noise and vibration

A5 Basements

D1 Design

D2 Heritage

D3 Shopfronts

CC1 Climate change mitigation

CC2 Adapting to climate change

CC3 Water and flooding

CC4 Air quality

CC5 Waste

TC1 Quantity and location of retail development

TC2 Camden's centres and other shopping areas

TC3 Shops outside of centres

TC4 Town centres uses

T1 Prioritising walking, cycling and public transport

T2 Parking and car-free development

T3 Transport infrastructure

T4 Sustainable movement of goods and materials

DM1 Delivery and monitoring

### **Camden Planning Guidance (updated 2018)**

CPG1 Design

CPG2 Housing

CPG Housing

CPG3 Sustainability

CPG Basements and Lightwells

CPG6 Amenity

CPG Amenity

CPG7 Transport

CPG8 Planning Obligations

CPG Biodiversity

CPG Employment sites and business premises

CPG Public open space

## Euston Area Plan (Adopted January, 2015)

### 4. Assessment

- 4.1 The application site is subject to compulsory purchase powers under the High Speed Rail (London-West Midlands) Bill ("*the HS2 Act 2017*") as part of the proposal for a new station at Euston. Royal Assent to the HS2 Act 2017 was given on 23<sup>rd</sup> February 2017. HS2 compulsorily purchased the property on the 23<sup>rd</sup> November 2017, which is the statutory valuation date. The applicant will be compensated by HS2 in accordance with the statutory compensation code, with value assessed on the basis of the property's open market value on the valuation date.
- 4.2 The value is to be assessed on the basis that the HS2 scheme is cancelled. The basis of any valuation will be the existing use and what development could reasonably be assumed to have been granted planning permission at that time. Extant planning permissions; the content of the adopted and emerging development plan; supplementary planning guidance; site planning briefs; pre-application advice etc. will all be relevant to assessing development potential.
- 4.3 Section 17 of the Land Compensation Act 1961 provides a mechanism for indicating the descriptions of development for which planning permission can be assumed as at the relevant valuation date – this is referred to as "*Appropriate Alternative Development*". Appropriate Alternative Development is development, which would in the circumstances known to the market at the relevant valuation date reasonably have been expected to receive permission on that date or on a future date.
- 4.4 However, to take account of the fact that the scheme may have caused planning blight, it must be assumed that the scheme was cancelled on the "*launch date*". In the case of HS2, that is the date on which the HS2 Bill was deposited in Parliament, i.e. 25 November 2013. It must also be assumed that no other actions have been undertaken by the acquiring authority for the purposes of the scheme and that there is no prospect of that scheme or a similar scheme being taken forward in the future.
- 4.5 Although the determination is made in the circumstances known to the market at the valuation date, an application can be made before that date. In those circumstances, the local planning authority must seek to anticipate what the planning circumstance will be at the anticipated valuation date.
- 4.6 The Council is required to determine this application on the basis of the planning policy position and to issue a certificate accordingly. Under section 17(1) the Council must issue a certificate containing whichever of the two following statements it considers applicable:
- "(a) that in the local planning authority's opinion there is development that, for the purposes of section 14, is appropriate alternative development in relation to the acquisition;*
- (b) that in the local planning authority's opinion there is no development that, for the purposes of section 14, is appropriate alternative development in relation to the acquisition."*
- 4.7 If a certificate is issued under section 17(1)(a) then under section 17(5), it should:
- "(a) identify every description of development (whether specified in the application or not) that in the local planning authority's opinion is, for the purposes of section 14, appropriate alternative development in relation to the acquisition concerned, and*
- (b) give a general indication —*
- (i) of any conditions to which planning permission for the development could reasonably have been expected to be subject,*
- (ii) of when the permission could reasonably have been expected to be granted if it is one that*

*could reasonably have been expected to be granted only at a time after the relevant valuation date, and*

*(iii) of any pre-condition for granting the permission (for example, entry into an obligation) that could reasonably have been expected to have to be met."*

- 4.8 There have been three previously approved applications for Certificates of Appropriate Alternative Development at this site references: 2017/0527/P, 2017/3246/P and 2017/6619/P.
- 4.9 Application ref: 2017/0527/P proposed a scheme for the redevelopment of the site to provide 99 student apartments (46 studio units, 8 twin units, 35 cluster units and 10 wheelchair studio units) comprising 107 bed spaces with a floor area of 2771.9sqm GIA) within a 5-storey building with basement and a commercial unit (241.7sqm GIA) at basement and ground floor levels. This was granted on the 13/04/2017.
- 4.10 Application ref: 2017/3246/P proposed a similar scheme for the redevelopment of the site to provide 112 student apartments (60 studio units, 9 twin units, 30 cluster units, 3 wheelchair cluster unit, and 10 wheelchair studio units) comprising 123 bed spaces with a floor area of 2388sqm (GIA) within a 5-storey building with basement and a commercial unit of 192sqm (GIA) at basement and ground floor levels.
- 4.11 Application ref: 2017/6619/P proposed the same development as this new application This was for the redevelopment scheme to create 112 student apartments (60 studio units, 9 twin units, 30 cluster units, 3 wheelchair cluster units, and 10 wheelchair studio units) comprising 123 bed spaces with a floor area of 2388sqm (GIA) within a 5-storey building with basement and a commercial unit of 192sqm (GIA) at basement and ground floor levels. **This application has only been made to correct the Valuation Date contained in the application documentation, from 30 November 2018 to 23 November 2018.**
- 4.12 There have also been five more recent CAAD applications submitted at this site ref's 2018/2397/P, 2018/2398/P, 2018/2399/P, 2018/2400/P and 2018/2401/P which propose similar schemes for the redevelopment of the site but increasing the scale of development in the north west corner to between 6-10 storeys in height with corresponding increases in the numbers of students flats. These applications are all pending determination.
- 4.13 The principal considerations material to the determination of this application are summarised as follows:
- Principle of land use
  - Design and scale
  - Standard of accommodation
  - Basement construction
  - Residential amenity
  - Sustainability
  - Transport
  - Refuse and recycling
  - Security

#### Principle of land use

- 4.14 No objection is raised to the loss of the existing sui-generis use and the re-development of the site for student housing. Camden Local Plan Policy H9 supports the development of student housing subject to a number of criteria, including where:
- will not involve the net loss of 2 or more self-contained homes;
  - will not prejudice the Council's ability to meet the target of 742 additional self-contained homes per year;
  - will not involve a site identified for self-contained housing through a current planning permission or a development plan document unless it is shown that the site is no longer



developable for self-contained housing;

- complies with any relevant standards for houses in multiple occupation (HMOs);
- serves higher education institutions that are accessible from it;
- includes a range of flat layouts including flats with shared facilities wherever practical and appropriate;
- has an undertaking in place to provide housing for students at one or more specific education institutions, or otherwise provide a range of accommodation that is affordable to the student body as a whole;
- will be accessible to public transport, workplaces, shops, services, and community facilities;
- contributes to creating a mixed, inclusive and sustainable community; and
- does not create a harmful concentration of such a use in the local area or cause harm to nearby residential amenity.

4.15 CPG2 further advises that the Council will resist proposals for student housing developments that would prevent the Council's target for delivery of self-contained homes being met. The Council will consider the suitability of any site for alternative housing, particularly if it has been identified as one which is suitable for affordable housing or housing for older or vulnerable people. In this consideration, the Council will have regard to the Camden Site Allocations Document; and extant planning permissions that have already secured permanent Class C3 accommodation.

4.16 In considering the location of student housing schemes, the Council will have regard to:

- existing concentrations of student accommodation in the area as a proportion of the overall population;
- the wider housing mix in the community; and
- the impact on residential amenity in the area.

4.17 Camden is home to 11 Higher Education Funding Council for England (HEFCE) Institutions as listed in Appendix C of CPG2. As set out in paragraph 4.11 this application is a resubmission of application ref 2017/6619/P for the same development. The main difference between this application and the earlier application ref 2017/3246/P is that the application seeks 30% of the student housing as affordable student accommodation. The provision of affordable student accommodation would comply with the policy H9 requirement for student housing development to provide a range of accommodation that is affordable to the student body as a whole. However, the actual percentage figure that is referred to in the London Plan Housing SPG as being the number of students in London that received means tested maintenance grants (2013/14 being the most recent prior to this grant having ended) is 33%. Therefore, 33% should be considered the reasonable amount to be achieved in order to satisfy policy H9. The remaining student housing (67%) would still need to have an s106 agreement clause to restrict this as student housing for a HEFCE Institution; although the nominations aspect of the agreement for the remaining units could be removed. The overall arrangement would ensure that the use continues as student housing in accordance with policy H9 and thus does not come under policy H2 requiring a mixed use scheme with 50% self-contained housing.

4.18 The proposed student accommodation would be acceptable in principle on the site subject to the above criteria being met and any planning application submitted providing clear justification for student housing in accordance with the above Camden policies and guidance. The development would not involve the net loss of existing housing; student housing is considered to be a suitable development for the site which would not prejudice the supply of self-contained homes or involve the development of an allocated housing site; the development would meet the relevant local HMO standards; the site is accessible to local education institutions; would include a range of flat layouts including flats with shared facilities; the proposed student housing would be for universities in the borough or across London and this would have been secured by way of S106 legal agreement; the site is also highly accessible by public transport; will add to the creation of a mixed, inclusive and sustainable community in the Euston area and would not create a harmful concentration of such a use in the local area or cause harm to nearby residential amenity.

## Design and scale

- 4.19 The **NPPF** (paragraphs 56 and 57), the London Plan (Policies 7.1 to 7.8) and Camden's Local Plan (Policies D1 and D2), Camden Planning Guidance 1 (CPG1) place great emphasis on the importance of good design. CPG1 seeks "excellence in design" in Camden. Policy at all levels requires buildings, streets and spaces to respond in a manner which promotes inclusive and sustainable development and contributes positively to the relationship between urban and natural environments and the general character of the location.
- 4.20 The **NPPF** also states that, in determining planning applications where heritage assets are involved, local planning authorities should take account of the desirability of sustaining and enhancing the significance of heritage assets, as well as the desirability of new development making a positive contribution to local character and distinctiveness. The London Plan also requires, at Policy 7.8, that development affecting heritage assets conserve their significance, by being sympathetic to their form, scale, materials and architectural detail. Camden Policy D2 also seeks to protect other heritage assets including Parks and Gardens of Special Historic Interest and London Squares.
- 4.21 The existing building is neither statutorily nor locally listed and does not fall within a conservation area. The block comprising of frontages onto Melton Street, Drummond Street, Cobourg Street and Euston Street, of which the site forms part of, is also formed by a number of buildings, which are listed as heritage assets. These include the following:

### Grade 2 Listed Buildings

- Nos. 14-16 Melton Street.

### Locally Listed Buildings

- Nos. 16-17 Melton Street.
- Nos. 59-67 Cobourg Street.
- No.69 Cobourg Street (Bree Louise Public House).

- 4.22 These buildings are considered to contribute positively to the character and appearance of the local townscape, which is relatively cohesive in terms of its prevailing heights, architectural forms and townscape character.
- 4.23 Given the existing building is outside a conservation area and of limited architectural merit, no objection is raised to its demolition subject to a suitable replacement being agreed.
- 4.24 The proposed building would re-instate the north-west corner of the urban block. On the Drummond Street elevation the building would be aligned with the footprint of the CCHR railway station building. The junction between the new building and the 19th century terrace at Nos. 59 to 67 Cobourg Street would feature a setback in the built form so as to frame the terrace. The proposed building would be arranged as two distinct but interconnecting parts - one facing Drummond Street and Cobourg Street, the other in two wings within the central part of the block.
- 4.25 The main entrance into the student housing section of the building would be located on the corner of Drummond Street and Cobourg Street leading to a central lift core with lifts accessing the residential accommodation on the upper floors. Secondary access into the building would also be provided via the existing passageway under the houses in Cobourg Street. An active street frontage onto Drummond Street would be maintained with a new ground floor retail unit extending into the basement and accessed directly from the street.
- 4.26 The central part of the building would be connected at ground floor with the main entrance on Drummond Street and with its own dedicated core. The accommodation would be arranged in two wings separated by a central open courtyard roughly on an axis with the passage way from Cobourg Street. The studio rooms would be accessed via the external walkways. The

walkways have been designed to allow the maximum natural light to reach the courtyard.

- 4.27 The elevations facing the courtyard would be almost entirely glazed and on the southern side angled in such a way as to minimise the overlooking across the courtyard. The alternate undulation on different floors creates an articulated façade within the courtyard.
- 4.28 The proposal is identical in layout, scale and design to the development proposed in former approved CAAD applications at this site references: 2017/3246/P and 2017/6619/P.
- 4.29 The development would sit comfortably within its surroundings. Fronting onto Drummond and Cobourg Streets, it would be similar in scale to the Ibis hotel building opposite. The front elevation on Cobourg Street would step back adjacent to the existing terraced frontage on Cobourg Street to frame and maintain the visual prominence of these heritage assets. The main street frontages, in terms of their materiality, are considered to respond positively to their surrounding context, with brick used for the main body of the building and a stone finish for the setback upper storey. A shift in the size of window openings of the upper storeys of the main body of the building facing Drummond Street and Cobourg Street, along with false windows on the visible sections of flank walls provides an appropriate proportion of solid to void and visual interest within street views.
- 4.30 As such, the proposal is considered to be in accordance with the London Plan, NPPF and Camden policies D1, D2 and CPG1.

#### Standard of accommodation

- 4.31 The proposed student accommodation would be arranged either in cluster apartments with communal facilities, or studio apartments with integral kitchenettes.
- 4.32 CPG2 requires 10% of student bedrooms to be wheelchair accessible. 13 out of the 123 bedspaces are designed to be suitable for wheelchair users, which meets the 10% requirement. All apartments are accessible to wheelchair visitors.
- 4.33 The student accommodation would provide a satisfactory standard of accommodation for future occupiers in terms of light, privacy, outlook and amenity space. It has been designed to comply with Camden's guidance for HMOs and policy H9 and CPG1, in particular chapter 3, which are both relevant to student housing. Each of the units would provide a satisfactory floorspace for individual bedrooms and the apartments as a whole. The accommodation would make an efficient use of the space and would have access to suitable refuse storage facilities and secure bicycle parking facilities.

#### Basement construction

- 4.34 Policy A5 and Guidance CPG4 set out how planning applications that include proposals for new or extensions to basements will be assessed. The proposal includes a single storey basement below the site. The site currently has a basement albeit with a smaller footprint. A Basement Impact Assessment (BIA) would be required as part of any planning application, which assesses the potential impact on land stability and groundwater flow. The Assessment and a requirement for compliance would have been secured by way of a S106 legal agreement.
- 4.35 A condition would also have been attached to any permission granted requiring the appointment of a qualified chartered engineer with membership of the appropriate professional body to inspect, approve and monitor the critical elements of both permanent and temporary basement construction works throughout their duration to ensure compliance with the design which has been checked and approved by a building control body.

#### Residential Amenity

- 4.36 Policies A1, A4 and CPG6 require that the amenity impact on neighbouring properties be fully considered. Policy A1 seeks to ensure that the amenity of occupiers of neighbouring properties is protected. It states that planning permission will not be granted for development that causes harm to the amenity of occupiers and neighbours in terms of loss of daylight, sunlight, outlook and privacy.
- 4.37 The application submitted is accompanied by a Detailed Daylight and Sunlight Report that considers the impact on the Vertical Sky Component (VSC) measurements to neighbouring sensitive dwellings in accordance with the Building Research Establishment (BRE) Guidance 'Site layout planning for daylight and sunlight: A guide to good practice' and as advised by the Council's Amenity CPG.
- 4.38 The proposal is identical in layout, scale and design to the development proposed in former approved CAAD applications at this site references: 2017/3246/P and 2017/6619/P. The Daylight and Sunlight Report submitted with the former applications has therefore been submitted again with this application in accordance with BRE requirements.

#### 59 – 69 Cobourg Street

- 4.39 The terrace of properties at 59 to 69 Cobourg Street are located to the south west of the site. The properties at no's 59-67 are 3 storey Victorian townhouses. No. 59 has a 3-storey rear outrigger, no 61 has a 2-storey rear outrigger, no 65 has a single storey rear extension and no 67 has a two-storey rear extension. No 69 Cobourg Street is a public house with residential use on the upper floors located at the junction with Euston Street. The rear of these properties are located close to the site boundary (between 2-4 metres). The existing building on the site which covers the site is located right on this site boundary at basement/ground floor levels with a pitched roof at first floor level.
- 4.40 In terms of the relationship with the proposed development. The proposed main 5-storey block would be located to the north of the terrace at the junction with Drummond Street. This block would project to the rear (north east) of this terrace. The development would step up from first, then second and third floor levels from west to east to the rear of no. 59 Cobourg Street. The remainder of the development to the rear would be at ground level only apart from the rear part of the site where it would extend up to first floor level. In terms of potential impact, no's 61, 67 and 69 Cobourg Street would face onto ground level development only. The property at no. 59 Cobourg Street would be closest to the 5-storey corner block and would also face onto the stepped 2-4 storey rear wing of the proposal building. The property at no. 65 Cobourg Street would face onto the 2 storey building in the rear part of the site.
- 4.36 The Daylight and Sunlight assessment indicates that several windows in the terrace at 59-69 Cobourg Street would not meet the recommended target level in the Building Research Establishment (BRE) Guidance for Vertical Sky Component (VSC). These include the rear windows at 59 Cobourg Street, 3 rear windows at 61 Cobourg Street, 2 rear windows at 65 Cobourg Street, 1 rear window at 67 Cobourg Street, and 1 rear window at 69 Cobourg Street. However, the majority of these windows already have very low VSC baseline levels due to the proximity to the existing building on the site. Although the development would result in a greater than 20% loss compared to the existing situation, this is due to the existing low baseline levels and the actual differences between the VSC levels is small. The Daylight and Sunlight assessment states that the BRE Guidance accepts that it may not be possible to adhere to the targets in dense urban environments such as this. It also states that in situations where the actual numerical reduction in VSC is small there would be a 'no-worsening' of the current situation. The conclusions of the BRE assessment are considered to be reasonable. It is also acknowledged that the impact of the development matches the previously approved applications. The rear of the terrace at 59-61 faces north-east and therefore no assessment of loss of sunlight is required.
- 4.37 In terms of loss of outlook and enclosure, the development would be set off the rear boundary and the rear elevation of the terrace at 59-61 Cobourg Street at upper floor levels. The main

impact would be on 59 Cobourg Street, which would experience moderate enclosure to the rear from the proposed adjacent 5-storey corner block. However, the corner block would not be sited directly to the rear of the rear windows at this property and the part of the development, which would be to the rear, would be set away from the boundary and would step-away at upper floor levels. It is therefore considered that the development would not result in a substantial material impact on no. 59 Cobourg Street in terms of loss of outlook and enclosure and the relationship is consistent with corner block locations within the dense urban environment of central London. It is also again noted that the development matches the previously approved schemes. The upper floor level to the rear of 59 Cobourg Street has been set further away from that property on this application than in earlier application ref 2017/0527/P, which results in a reduced impact.

#### 56-64 Euston Street

- 4.38 The terrace at 56-64 Euston Street includes the 3-storey office building at no. 56 and the 3-storey terrace of residential properties at no's 58-64. Again, the rear of these properties is located close to the site boundary (approx. 3 metres). The existing building on the site which covers the site is located right on this site boundary at basement/ground floor levels with a pitched roof at first floor level. In terms of the relationship with the proposed development, this terrace would face onto the 2-storey rear part of the building.
- 4.40 The Daylight and Sunlight assessment indicates that almost all of the rear windows on this terrace would meet BRE Guidelines or would marginally fail the target level. However, this level of impact is not considered to be significant in the dense Central London location. The rear of this terrace also faces north and therefore no assessment of loss of sunlight is required.
- 4.41 In terms of loss of outlook and enclosure the development would only be 2 storey in this part of the site and the first floor of the proposed development in this part of the site would be set well of the boundary and rear elevations resulting in no material loss of outlook or enclosure.

#### 14-15 Melton Street

- 4.42 14 and 15 Melton Street to the east of the site are 3 storey mid-terraced Victorian townhouses. Again, the rear of these properties is located close to the site boundary (between 3-5 metres). The existing building on the site which covers the site is located right on this site boundary at basement/ground floor levels with a pitched roof at first floor level. In terms of the relationship with the proposed development, this terrace would face onto the part single part 2-storey rear part of the building.
- 4.43 The Daylight and Sunlight assessment indicates that almost all of the rear windows on this terrace would meet BRE Guidelines; one window would marginally fail the target level, however, this level of impact is not considered to be significant in the dense Central London location. The development would result in some loss of sunlight to the rear windows on this terrace above the recommended target levels in the BRE Guidance. However, this is mainly due to the loss of winter sunlight from existing low baseline levels. As stated in the Daylight and Sunlight assessment, this level of impact is consistent with this dense urban location.
- 4.44 Overall, the submitted Daylight and Sunlight assessment demonstrates that the daylight and sunlight impact of the development would not be substantial enough to result in demonstrable harm to neighbouring amenity. Weight has been attributed to the fact that the adjacent properties which would receive some impact already receive low levels of light, the fact that this is a dense Central London location and the fact that this development is the same as previous approved applications 2017/3246/P and 2017/6619/P. The minor impacts also need to be weighed against the benefits of redevelopment the site for student housing.
- 4.45 A Noise Assessment would normally have been submitted with a planning application to fully consider the impact of the proposals on existing neighbouring residential properties in Cobourg Street, Euston Street and Melton Street together with the impact of traffic and railway noise

on future occupiers and their access to light. In order to protect the amenity of neighbouring residents, a noise condition is considered to be appropriate.

- 4.46 A Student Management Plan will also be required as part of any planning application submitted setting out full details of how the accommodation would be managed to minimise the impact on the amenities of neighbouring properties. This would be secured by S106 legal agreement.

#### Sustainability

- 4.47 Camden Local Plan Policies CC1 and CC2 requires compliance with The London Plan 35% reduction in CO2 emissions beyond the Part L 2013 building regulations following the energy hierarchy. These policies also require a 20% reduction in CO2 emissions through renewable energy together with the incorporation of sustainable design and construction measures. All developments are expected to reduce their carbon dioxide emissions by following the steps in the energy hierarchy (be lean, be clean and be green) to reduce energy consumption. Energy efficient design requires an integrated approach to solar gain, access to daylight, insulation, thermal materials, and ventilation, heating and control systems. These should be considered in relation to each other when designing a scheme. The Council's sustainability requirements set out in CPG3 (Sustainability) should be complied with.
- 4.48 Any formal planning application would require an energy and sustainability statement to demonstrate how the proposals could meet the requirements of the Council and the London Plan. The proposal would be required to meet BREEAM Multi Residential Scheme 'Excellent'. The potential to connect to a decentralised local energy network, such as Netley School (Regents Park) or High Speed 2 (HS2) would also need to be explored. This would be secured by S106 legal agreement, with a requirement that evidence of a final BREEAM Certificate being issued prior to occupation, in a sustainability plan requirement. An energy efficiency and renewable energy plan is also considered to be appropriate to be secured by S106 legal agreement.
- 4.49 Conditions relating to the provision of green roofs and photovoltaic panels are also suggested. The Council will also require the development to reduce the pressure on the combined sewer network and the risk of flooding by sustainable drainage systems (SUDS). The volume and rate of run-off from heavy rainfall can be reduced through the use of SUDS including green and brown roofs, pervious paving and detention ponds or tanks. A condition requiring the approval of details of such a system is considered to be appropriate.

#### Transport

- 4.50 Policies T1, T2, T3, T4 and CPG7 are relevant with regards to transport and highways issues.

#### Car Parking

- 4.51 The site has a PTAL of 6b and is well served by public transport being located within walking distance of Euston and Kings Cross underground and overground stations and within close proximity to local bus stops. In order to ensure that staff, visitors and occupiers of the proposal do not contribute to parking stress or add to existing traffic and environmental problems in the local area (e.g. traffic congestion, road safety and air quality), the development would be secured as 'car free' through a S106 legal agreement.

#### Cycle Parking

- 4.52 Policy T1 of the Camden Local Plan requires developments to sufficiently provide for the needs of cyclists and it would ideal for the student accommodation to aspire to these standards. Camden's minimum cycle parking standards are contained in Appendix 2 of the Camden Development Policies document. The London Plan also provides guidance on minimum cycle parking standards and these are outlined in Table 6.3.

- 4.53 The proposal would provide a secure cycle store at basement level, accessed by a lift to the rear from both Coburg Street and Drummond Street. The principle of cycle parking in the basement is considered to be acceptable with a ramp at a gradient of 1:20 being provided and the lifts being designed to be 2m x 2m to allow sufficient space for bike access. A condition requiring details of secure and covered cycle storage area and facilities for a minimum of 62 (Student) and 2 (Commercial) long stay cycle parking spaces in addition to 3 (Student) and 6 (Commercial) short stay cycle parking spaces to be approved is considered to be appropriate.

#### Travel Plan

- 4.54 Policy T1 seeks to promote sustainable development and ensure that development is properly integrated with the transport network and supported by adequate walking, cycling and public transport links with appropriate mitigation measures in place.
- 4.55 Policy A1 seeks to secure Travel Plans to promote the use of sustainable transport by future visitors and workers within the development. This would be updated by the developer or student accommodation and commercial use operators on a regular basis if the development were built and occupied, with travel surveys of staff and visitors being carried out in the first, third and fifth year of occupation. The final Travel Plan would be secured along with a monitoring and administration contribution by way of a S106 legal agreement.

#### Management of Construction Impacts on the Public Highway in the local area

- 4.56 Policies A1 and T4 state that Construction Management Plans (CMP) should be secured to demonstrate how a development will minimise impacts from the movement of goods and materials during the construction process (including any demolition works). Policy T3 relates to how a development is connected to the highway network. For some development this may require control over how the development is implemented (including demolition and construction) through a CMP.
- 4.57 The Council needs to ensure that the development can be implemented without being detrimental to amenity or the safe and efficient operation of the highway network in the local area. A CMP together with a financial contribution to cover the cost of reviewing it would therefore need to be secured by way of a S106 legal agreement.

#### Highway works

- 4.58 Policies A1 and T3 require developments to repair any construction damage to transport infrastructure or landscaping and reinstate all affected transport network links and road and footway surfaces following development'. The footway directly adjacent to the site on Coburg Street and Drummond Road could be damaged as a direct result of the proposed works.
- 4.59 The Council would therefore need to secure a financial contribution for highway works by way of a S106 legal agreement.

#### Wider Transport Infrastructure

- 4.60 Policies A1 and T3 require development to address transport impacts and require mitigation measures where necessary.
- 4.61 The proposals at the site will introduce a significant number of new pedestrian and cycling trips the applicant is required to help mitigate and manage the safe travel of the future occupiers to the site. A financial contribution for the improvements to the transport and the public realm within the close proximity to the site will be required. This will in turn improve the safety of travel by sustainable transport modes. To help support this improvement we therefore seek to secure a financial contribution of £50,000 as a section 106 planning obligation.

### Refuse and recycling

- 4.62 Policies CC5 and CPG1 are relevant with regards to refuse and recycling storage. Full details of refuse storage areas for both the commercial and student accommodation parts of the proposal would be secured in a Delivery and Servicing Management Plan by way of a S106 legal agreement.

### Impact on Local Public Open Space

- 4.63 The protection and improvement of local open spaces is supported by policy A2. The development would result in an increased demand for and use of local public open spaces including Euston Square Gardens which is located close to the site. In accordance with the Council's methodology for calculating development contributions in CPG 8, a financial contribution towards nearby open space of £77,569 will be required

### Conclusion

- 4.64 The principle of a mixed use commercial and student housing development on the site is supported within this sustainable location close to local services and amenities. The student accommodation would provide a satisfactory standard of accommodation for future occupiers.
- 4.65 The proposed design of the development would sit comfortably with its surroundings and would be an enhancement to the streetscene. The overall scale of the proposed building is considered to be acceptable and would not appear overly dominant or have any adverse impact on residential amenity or highway safety.

### S106 Obligations

- 4.66 In accordance with Camden's Planning Guidance 8 Planning Obligations, which provides more detail in relation to the thresholds and calculations for contributions, the following matters would need to be secured by section 106 legal Agreement with any planning permission granted:

- The proposed Student Housing being formally tied to one or more Higher Education Funding Council for England Institutions based in LB Camden or an adjoining borough by way of a nominations agreement

OR

The proposed Student Housing shall only be occupied by students attending a Higher Education Funding Council for England Institution based in LB Camden or an adjoining borough, and 33% of the Student Housing shall be provided as affordable student housing in accordance with the Mayor's Housing SPG 2016 and Policy H9 of the Camden Local Plan 2017.

- Delivery and Service Management Plan;
- Demolition and Construction Management Plan;
- A financial contribution of £7,260 to cover the cost of reviewing the Construction Management Plan;
- 'Car Free' development for both the residential units and the commercial unit;
- Local employment and apprenticeship retention and a local procurement code;
- Energy Efficiency and Renewable Energy Plan and Sustainability Plan to secure compliance with BREEAM Multi Residential Scheme 'Excellent and connection to a decentralised local energy network (future proof for connection and exploring the possibility of connecting to Netley School (Regents Park) and HS2 being secured;
- Student Management Plan;
- Highways Contribution of £10,000 to cover any repair works and improvements to the local highway;



- Travel Plan including monitoring fee of £6,244 to cover the costs of monitoring and reviewing the Travel Plan for a period of 5 years; and
- Basement Impact Assessment compliance.
- A financial contribution of £77,569 towards local public open space.
- A financial contribution of £50,000 towards pedestrian, cycling, environmental and public realm improvements in the local area to improve the safe travel by sustainable means for future occupiers of the site.

## **5. Recommendation**

Certify that planning permission would have been granted by the Council subject to conditions and a S106 legal agreement.