

The Hoo, 17 Lyndhurst Gardens Planning Statement

Jaga Developments (London) Ltd

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Contents

1.0	Introduction	1
2.0	Key Background Information	2
	The Site and Surrounding Area	2
	Relevant Planning History	2
	Planning Application Submission November 2019	3
3.0	Description of the Proposal	4
	The Main House	4
	The Annexe	4
	The Link	5
	The Lodge	5
	Other Proposals	5
	Summary of Design Amendments	5
4.0	Pre and Post Application Advice	7
	London Borough of Camden 2019	7
	Post submission advice	8
5.0	Planning Policy Context	9
	London Plan (2016)	9
	Other Material Considerations	10
	Key Planning Considerations	11
6.0	Planning Assessment	12
	Principle of Residential Use	12
	“Loss” of D1 floorspace	12
	Residential Amenity	14
	Affordable Housing	15
	Design	16
	Heritage	17
	Landscaping and Trees	18
	Transport and Access	19
	Sustainability and Energy	19
	Basement Development	20

7.0 Conclusion

21

1.0 Introduction

1.1 This Planning Statement has been prepared by Lichfields on behalf of Jaga Developments (London) Ltd to accompany an application which seeks full planning permission and listed building consent for:

“Conversion of the existing building from Class D1 Use to Class C3 Use as 1 x 5 bedroom unit with 2 ancillary staff bedrooms, 1 x 5 bedroom unit and 1 x 4 bedroom unit, internal alterations, external alterations including a new glass link element, hard and soft landscaping including a summer house with internal cycle parking, a bin store, a cycle store and other associated works.”

1.2 The purpose of this Planning Statement is to assess the proposal against the Statutory Development Plan and other material considerations. It draws from other documents and information accompanying the planning application. This Planning Statement contains the following sections:

- Section 2.0 describes the site and its context and outlines relevant planning history;
- Section 3.0 describes the proposed development;
- Section 4.0 summarises pre-application engagement;
- Section 5.0 identifies the relevant planning policy framework and guidance for the site;
- Section 6.0 assesses the proposed development against key planning considerations; and
- Section 7.0 provides a summary and conclusion.

1.3 [A planning and listed building consent application was submitted to London Borough of Camden \(LBC\) in November 2019. Following feedback from the LBC on design and heritage matters, amendments have been made to the proposals. This revised version of the Planning Statement has been updated to reflect these changes. To make clear where these changes have occurred, the revised text is differentiated in colour, but is set within the original format of the November 2019 Planning Statement.](#)

1.4 The Planning Statement deals with site specific and technical issues that need to be considered throughout the determination process. This should be read in conjunction with the planning and listed building consent application submissions which include the following:

- 1 Design and Access Statement prepared by Bowker Sadler ([Revision B](#));
- 2 Heritage Impact Assessment prepared by Lichfields ([Revision B](#));
- 3 Landscape Scheme prepared by Bowles & Wyer ([Revision B](#));
- 4 Energy and Sustainability Assessment prepared by Scotch Partners;
- 5 A Conditions Survey prepared by SDA Consulting;
- 6 An Arboricultural Impact Assessment Survey prepared by Landmark Trees ([Revision B](#));
- 7 [A Desk Study & Ground Investigation Report \(including a Basement Impact Assessment\)](#) prepared by GEA; and
- 8 [A Viability Report](#) prepared by James Brown and Co Ltd.

2.0 Key Background Information

2.1 The purpose of this section is to identify the key characteristics of the site and the surrounding area, and to provide background on the planning history and a brief description of the proposed development. The background context assists in defining the key planning considerations associated with the proposed development.

The Site and Surrounding Area

2.2 The application site is known as The Hoo and is located at 17 Lyndhurst Gardens, NW3 5NU in the London Borough of Camden (LBC). The building is grade II listed and is located within Fitzjohns Netherhall Conservation Area. The building was designed by Horace Field and built in 1889-90 in the Arts and Crafts style, constructed in red brick with a tile hung upper storey. Many internal decorative historic features survive including panelling, plasterwork, door surrounds and fireplaces.

2.3 The building is currently in Class D1 Use. Until recently the NHS occupied the building as a rehabilitation and recovery centre and a base for mental healthcare teams. The house was occupied by the Belsize, Gospel Oak and West Hampstead Community Health Teams, part of the Royal Free London NHS Foundation Trust.

2.4 The site is in flood zone 1 (i.e. land least likely to flood) and has a Public Transport Access Level (PTAL) of 3 on a scale of 0-6 with level 6 representing the most accessible sites.

Relevant Planning History

2.5 Below is a summary of the most relevant planning history of the site, the majority of which relates to the use of the building by the NHS.

Table 2.1 Summary of relevant Planning History

Reference	Description	Decision
13049	The change of use of "The Hoo" 17 Lyndhurst Gardens, N.W.3. from a nurses' hostel to a school of radiography.	Refused on 25/02/1972
19259	Change of use of "The Hoo", 17 Lyndhurst Gardens, N.W.3 to school of radiography for a temporary period.	Application registered on 29/07/1974
8703148	The change of use and works of conversion including the erection of a two-storey rear extension. to provide a twenty-nine bed nursing home for the elderly mentally ill as shown on drawing nos. 8746/1B 2 3B revised on 8th February and 12th May 1988	Observations - No Objections 22/10/1987
PW9802467	Lyndhurst Gardens NW3. Change of use from a nursing home for the elderly mentally ill to a community mental health team base, together with the provision of a disabled access ramp. (Plans submitted).	Withdrawn Application-revision received 08/09/1998
PW9802467R1	Change of use from a nursing home for the elderly (class C2) to a Community Mental Health Team base (class D1), plus provision of a disabled access ramp, as shown on drawing number(s); 97160/1, /2; 8746/1J, 2G, /3C.	Grant Full Planning Permission (conditions attached). 11/09/1998
LW9902585	Provision of external access ramp and small rear extension and internal alterations to create a reception area and consulting	Listed Building Consent granted.

Reference	Description	Decision
	rooms, As shown on drawing numbers; 3746.3 rev C, 3746.1 rev J, 3746.2 rev G, 97160/22 rev A, 97160/08, 97160.23, 8746/21 rev A, letter dated 13th October 1999.	
2014/5078/L	External redecorations and repairs to match existing façade and exterior of building.	Withdrawn.

Planning Application Submission November 2019

- 2.6 A planning application was submitted in November 2019 for the conversion of the existing building to residential use including 1 x 5 bedroom house with 2 ancillary staff bedrooms, 1 x 5 bedroom unit and 1 x 4 bedroom unit.
- 2.7 Feedback was received from Officers during the determination period of this application, including that a full Basement Impact Assessment (BIA) is required as part of the application. Comments were also provided from the Council's Conservation Officer relating to the scheme design and how it responds to the listed building.

3.0 **Description of the Proposal**

3.1 The scheme proposals relate to the change of use and refurbishment of The Hoo building to provide a large five bedroom residential property within “The Main House” used by the owners as their family home along with two ancillary bedrooms for staff, a separate five bedroom property known as “The Annexe” and a separate four bedroom residential property known as the “The Lodge”.

3.2 A full description of the proposed layout of the three units is contained within the Design and Access Statement prepared by Bowker Sadler and submitted as part of this application.

The Main House

3.3 This will become the principal family residence. It occupies the main part of the listed building over two floors. Access to the property is gained from Lyndhurst Gardens through a new pedestrian gate leading to a gently sloping level path to the original formal entrance.

3.4 The most significant parts of the heritage asset are located in the main house, particularly the southern portion of the building.

3.5 Two of additional rooms are located on the north east corner of The Annexe on the lower ground floor for staff working in The Main House. The rooms are provided as ancillary accommodation and are directly connected to The Main House and accessed via the link building. There is no access from The Annexe to these rooms.

3.6 On the ground floor the proposals include measures to re-establish the openings in the principal garden rooms, restoring them to their intended format, and to remove some of the later partitions that interfere with the original plan.

3.7 The original open arch between the two principal rooms has been previously infilled. This will be opened up and a pair of doors introduced without affecting the original fabric. The cellular spaces at the North West quadrant are remodelled to form a new open-plan kitchen, allowing the original cornices to be seen in an unbroken run.

3.8 A similar approach is taken on the first floor. The original pattern of walls is preserved where extant and historic features maintained. Interventions are kept to a minimum and so placed to minimise their effect on the historic fabric.

3.9 New floor area is introduced on the ground floor at the rear infilling the east courtyard to improve the layout of the property.

The Annexe

3.10 The proposals include a new five bedroom family home in The Annexe building that will be available for rent. The proposed layout positions the kitchen and day rooms on the lower ground floor, with bedrooms located above.

3.11 A new stair is inserted into the core of the building to connect both floors together and will provide access to a roof top terrace positioned between the two pitched roofs. A glazed box roof light allows access onto the terrace and delivers light into the heart of the building.

3.12 The roof pitches naturally screen the terrace to the north and the south, whilst additional screening is introduced to provide privacy from the terrace located above the glass link.

- 3.13 The ground level along the [eastern section of the](#) northern elevation is reduced to allow larger windows to the lower ground floor, which will deliver improved levels of natural daylight into the building.
- 3.14 The entrance to the Annexe is located on the west elevation, which can be reached from Lyndhurst Gardens, via a path running along the southern boundary of the site.
- 3.15 The proposals would see a re-clad of The Annex in a contemporary bronzed metal.

The Link

- 3.16 The proposed Link structure is positioned directly to the west of The Main House, occupying part of the footprint of the 1980's extension constructed to provide additional hospital accommodation.
- 3.17 The existing conservatory and basement will be removed and reconstructed using the same floor levels. This element will form ancillary living spaces for the Main House at the lower ground floor level including a home office and informal dining area on the main upper ground floor level.

The Lodge

- 3.18 The Lodge will become a separate, four bedroom property for rent.
- 3.19 An open plan living area with a separate kitchen at the rear is arranged on the ground floor around the retained staircase, which is thought to be original. The proposed bedrooms are located on the floors above with bathrooms positioned to follow their current locations to avoid further subdivision of the historic fabric and to take advantage of existing service connections.
- 3.20 The master bedroom has an en-suite bathroom on the third floor with a home office adjacent, and a roof terrace. The Lodge has its own front door with direct access from Lyndhurst Gardens.

Other Proposals

- 3.21 Overall the proposal comprises in 1119 sqm of floorspace (relating to 150 sqm of additional floorspace).
- 3.22 The proposals relate to a car free development. Three cycle spaces are proposed for The Lodge, four spaces for The Annex and up to six spaces for The Main House.
- 3.23 A [revised](#) comprehensive landscape scheme is proposed [and described in detail within the Landscape Strategy Report and Landscape Masterplan Document](#). A new stepped brick wall is proposed along Lyndhurst Gardens with timber gates to match the period style.

Summary of Design Amendments

- 3.24 In summary, the scheme has been amended in the following way:
- A deeper 970mm basement excavation for the Link Block.
 - The upper link block is now at the same floor level as the existing main house ground floor level.
 - The connection of the link block roof to the existing west elevation is now below the existing roof/wall junction. By removing the pitched conservatory roof, the full tile hanging on the western gable end elevation can be restored.

- The projecting deck and the projecting frame has been removed from the Link Block. A flight of “flying“ steps connect to a lower deck which is removed from the front elevation, providing an open light well to let light into the lower ground level.
- The revised Link Block proposal also omits walk-on rooflights in front of the south elevation.
- The new deck is a single step up from the main house front terrace level which is lower than the existing NHS ramp level.
- The glazed link as a whole is now significantly lower than the original proposal.

4.0 **Pre and Post Application Advice**

4.1 A formal pre-application request to the Council was submitted by the previous owners (the NHS) on 1 October 2018. The NHS pre-application submission related to the proposed change of Use Class D1 to Use Class C3 and the creation of 14 new residential units comprising a mix of 1 bed and 2 bed units. The Council provided formal written feedback on 1 November 2018.

4.2 In December 2018 The Hoo was put up for auction but failed to attract interest from a buyer. Jaga Developments (London) Ltd's clients acquired the property in January 2019.

London Borough of Camden 2019

4.3 In September 2019 formal pre-application advice was provided by LBC in relation to the proposals for the conversion of the property to a 1 x 5 bedroom dwellinghouse with ancillary guest accommodation, and 1 x 4 bedroom dwellinghouse within 'The Lodge' (Use Class C3).

4.4 The Planning Officer attended a site visit and meeting on 22 August 2019 and a subsequent site visit with the Conservation Officer on 3 September 2019 to discuss the proposals. The Council's written feedback focused on the following:

- The principle of the "loss" of D1 space. The Council provided an assessment of the information provided to address Local Plan Policy C2 which deals with community facilities. The Council confirmed in its response that the principle of the change of use of the building to residential (Class C3 Use) is considered acceptable, subject to the provision of affordable housing.
- The pre-application response discussed the requirement for affordable housing provision and the various policy criteria that any scheme would be required to address (under Local Plan Policy H4). The Council acknowledged the potential difficulties in providing affordable housing on site, given the proposed use as two (at the time) large single dwellinghouses, and the fact that the host building is a designated heritage asset. The advice also detailed the breakdown of the potential affordable housing contribution.
- In terms of the standard of accommodation proposed the Council commented that the proposals met the national space standards. Comments were made regarding the potential overlooking between windows of the main house and the south facing windows and terrace of The Lodge.
- The Council provided comprehensive comments on the design and the impact of the proposals on the heritage asset including changes to the layout of the properties.
- The written advice confirmed that the separation of The Lodge is not of itself a problem provided the means of separation are reversible and legible. Also proposed alterations to The Annexe were deemed to likely be acceptable. However, the Council was clear that the plan to install pocket doors in the principal ground floor room is not acceptable. In addition, the proposed roof extension was not supported.
- In terms of proposed changes to the external appearance the Council stated that the re-cladding of The Annexe is likely to be considered acceptable provided it is a high quality design. They also commented that the demolition of the existing timber and glass linking conservatory would not be objectionable given that it is not considered to contribute to the significance of the listed building.
- Comments were provided on the landscape proposals and related to the heavy subdivision of the garden being "unfortunate".

- The Council confirmed that the re-introduction of car parking at the site in association with the change of use back to residential use would be contrary to Policy T2 of the Local Plan and would not be supported at application stage.
- The advice note concluded that the proposed demolition of the existing linking structure between the historic house and The Annexe and the re-cladding of The Annexe would be likely to be considered acceptable subject to the detailed design, quality of materials, and how this structure would join the historic building. In addition, the Council stated that the conversion to residential use would likely be considered acceptable, subject to the maximum contribution to affordable housing.

4.5 Since the pre-application discussions the client's brief changed, and the proposals now relate to three separate residential dwellings. As such some of the comments within the pre-application letter are now not directly relevant to the application scheme. Following a full review of the Council's comments the scheme design was amended in the following ways:

- The previously proposed on site surface and underground car parking has been removed in response to the Council's policy of promoting car-free development.
- The attic storey and staircase extension to the roof of the main house no longer forms part of the scheme design.
- The layout of The Lodge on the first floor has been redesigned to preserve more of the original features.
- The proposed false wall in the principal garden rooms of the main house, has been removed from the scheme as this would have concealed some original features.

Post submission advice

4.6 As stated, following the planning and listed building consent application submission in November 2019, feedback was received from LBC mainly relating to the requirement for a BIA and the design of the Link Block.

4.7 To respond to these comments, a pack of draft revised drawings was submitted to LBC for review. A meeting was held on 5 May 2020 to discuss the amended scheme proposals to understand how they responded to the comments.

4.8 At the meeting the scheme architects (Bowker Sadler) presented a series of comparison images of the submitted planning scheme and the new proposals. In addition, photographs of the existing building were shown to demonstrate the existing built form and how a significant amount of the bulk in the location of the Link Block will be removed in the new proposals.

4.9 The Council agreed to consider the changes further once a series of 3D images had been prepared. These views were provided in June 2020 and the Council confirmed (in an email dated 10 June 2020) that they were comfortable with the revised proposals, with a final suggestion of reducing the footprint of the garden room slightly.

4.10 The revised Design and Access Statement provides full details of the response to each of the points made by the Conservation Officer.

5.0 **Planning Policy Context**

5.1 In line with Section 38(6) of the Planning and Compulsory Purchase Act 2004, regard should be had to the development plan for the determination of this application. The statutory development plan for this site comprises the London Plan 2016 (LP) and the London Borough of Camden Local Plan (2017).

5.2 The heritage statutory tests for the proposal are s.16 (2), s.66 (1) and s.72 (1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 ('the Act').

5.3 LBC has a suite of Supplementary Planning Documents. Of particular relevance to this application is Camden Planning Guidance (CPG) Community Uses, Leisure Facilities and Pubs, CPG Housing, CPG Interim Housing and [Basements](#). The Fitzjohns/Netherhall Conservation Area Statement (2001) and relevant Historic England guidance is also a relevant material consideration for this scheme.

London Plan (2016)

- Policy 3.3 Increasing housing supply;
- Policy 3.4 Optimising housing potential;
- Policy 3.5 Quality and design of housing developments;
- Policy 3.8 Housing choice;
- Policy 3.10 Definition of affordable housing;
- Policy 3.11 Affordable housing targets;
- Policy 3.13 Affordable housing thresholds;
- Policy 3.16 Protection and enhancement of social infrastructure;
- Policy 5.1 Climate change mitigation;
- Policy 5.2 Minimising carbon dioxide emissions;
- Policy 5.3 Sustainable design and construction;
- Policy 6.9 Cycling;
- Policy 6.13 Parking;
- Policy 7.6 Architecture;
- Policy 7.8 Heritage assets and archaeology;
- Policy 7.9 Heritage-led regeneration.

Camden Local Plan (2017)

- Policy H1- Maximising housing supply;
- Policy H4- Maximising the support of affordable housing;
- Policy H6- Housing choice and mix;
- Policy H7- Large and small homes;
- Policy C1- Health and wellbeing;
- Policy C2- Community facilities;
- Policy C6- Access for all;

- Policy A1- Managing the impact of development;
- Policy A5-Basements;
- Policy D1- Design;
- Policy D2- Heritage;
- Policy CC1 Climate change mitigation;
- Policy CC2 Adapting to climate change;
- Policy CC3 Water and flooding;
- Policy CC4 Air quality;
- Policy CC5 Waste;
- Policy T1 Prioritising walking, cycling and public transport; and
- Policy T2- Parking and car free development.

Other Material Considerations

5.4 Other material considerations include guidance contained within national planning policy, local guidance and emerging policy.

National Planning Policy Framework (NPPF) (2019)

5.5 The National Planning Policy Framework (NPPF) (2019) sets out the overarching policy priorities for the planning system, against which local plans will be prepared and decisions made on planning applications.

5.6 At the heart of the NPPF is the presumption in favour of development. For decision taking, the NPPF states (Paragraph 11) that this means approving development proposals that accord with an up-to-date development plan without delay. Where there are no relevant policies, or the policies which are most important for determining the application are out of date the Council should grant permission unless:

- 1 the application of policies in the NPPF that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or
- 2 any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.

5.7 Paragraph 192 of the NPPF states that in determining applications, local planning authorities should take account of:

- a the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
- b the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
- c the desirability of new development making a positive contribution to local character and distinctiveness.

Emerging Planning Policy

5.8 The Mayor of London is currently in the process of producing a new London Plan. A draft new London Plan was published by the Mayor for consultation in December 2017. The consultation

period ended in March 2018. A revised draft London Plan was then published on 13 August 2018 which included minor suggested changes, clarifications, corrections and factual updates to the version published in December 2017.

5.9 The formal Examination in Public (EiP) of the draft London Plan began in January 2019 and ran until May 2019. Adoption of the document is expected in Spring 2020.

Key Planning Considerations

5.10 Having regard to the potential impacts of the proposals, and based on a thorough review of the development plan and other policy considerations, we conclude that the following key issues need to be considered when determining this application:

- 1 The principle of residential development including the loss of D1 floorspace;
- 2 How the proposals address preserving the amenity of neighbouring and future residents;
- 3 How the proposals accord with good design principles;
- 4 How the proposals have considered and responded to the existing grade II listed building and surrounding Conservation Area;
- 5 How the landscaping and tree scheme accords with policy;
- 6 Transport policy issues;
- 7 How the scheme meets energy and sustainability issues; and
- 8 [Basement Development](#).

6.0 **Planning Assessment**

Principle of Residential Use

- 6.1 The Hoo building was originally designed as residential property. The change of use from Class D1 Use to Class C3 Use would return the listed building back to its original use.
- 6.2 Local Plan Policy H1 (Maximising housing supply) confirms that self-contained housing is the priority land use of the Local Plan. This policy sets out the Council's aim to exceed its housing target of 16,800 additional homes from 2016/17 to 2030/31, including 11,130 additional self-contained homes.
- 6.3 The Council made clear in its pre-application response that its preferred alternative use for the land is the creation of new residential housing, with the maximum viable amount of affordable housing. The wording in Policy H1 together with the feedback from the Council clearly establishes the in principle support (subject to other material considerations) for self-contained housing on this site.
- 6.4 Therefore, the proposed residential use is in accord with Local Plan Policy H1 and London Plan Policy 3.3.

“Loss” of D1 floorspace

- 6.5 Currently the site is vacant. The building was last in use as an NHS rehabilitation and recovery centre and a base for mental healthcare teams. The house was occupied by the Belsize, Gospel Oak and West Hampstead Community Health Teams, part of the Royal Free London NHS Foundation Trust.
- 6.6 Local Plan Policy C2 (Community facilities) sets out the Council's position on proposals involving the loss of community facilities which includes healthcare facilities. In order to justify any loss of this type of facility, one of the following tests should be met:
- A replacement facility of a similar nature is provided that meets the needs of the local population or its current, or intended, users;
 - The existing premises are no longer required or viable in their existing use and there is no alternative community use capable of meeting the needs of the local area. Where it has been demonstrated to the Council's satisfaction there is no reasonable prospect of a community use, then the preferred alternative will be the maximum viable amount of affordable housing.
- 6.7 Policy C2 and Camden's Community Uses, Leisure Facilities and Pubs CPG states that the Council will require marketing evidence to justify the loss of a community facility. However, the Council in its November 2018 pre-application response provided guidance to the NHS on the exceptions to undertaking a marketing exercise. The Council confirmed that this would be acceptable where the development is part of an agreed programme of social infrastructure re-provision to ensure the continual redelivery of services and this can be evidenced.
- 6.8 The Council also confirmed in November 2018 that the proposed loss of the Class D1 Use was likely to be considered acceptable at application stage provided sufficient justification is provided as part of the future application submission.
- 6.9 As part of the pre-application stage of work the applicant team engaged with the NHS (as the previous owners of the site) on this point. A letter from the NHS Estates & Facilities Department to the London Borough of Camden (dated 1 October 2018) was submitted which sets out details of the Trust's Delivery Strategy and Estate Plan. The letter confirms that the Trust needs an

estate that can provide a safe and therapeutic environment. Many of the Trust's 33 sites (which previously included The Hoo) lack modern safety features and make it difficult to bring together a full range of services.

- 6.10 The Trust has also confirmed that the current building is inefficient from a spatial viewpoint, parts of the building were empty or underutilised and the grade II listed building was costly to maintain in isolation to other health services. The listed nature of the building means upgrades to the property are more difficult and could be seen as barrier to providing an efficient service.
- 6.11 Consequently, the property was not identified as a strategic or operational requirement of the Trust's estates strategy going forward. There were also significant revenue costs associated with the option of retaining the property in use as an operational NHS site. Disposal of the premises was deemed to have potential to provide access to significant capital receipts to be used to assist in rationalising and modernising mental health facilities.
- 6.12 On this basis the Trust declared to its Board that as part of the overall strategic rationalisation of the Estate, The Hoo was surplus to requirements.
- 6.13 The Recovery and Rehabilitation service is to be fully relocated to another trust owned freehold at 3 Daleham Gardens which is within walking distance (8 minutes) of The Hoo. A practical completion certificate was also provided in respect of fitting out/refurbishment works undertaken at 3 Daleham Gardens which is where the staff and services from The Hoo were relocated to. The relocation of the service has been completed which has all been funded at no detriment to the existing provision.
- 6.14 This justification was put forward to the Council as part of the applicant's 2019 pre-application request submission. The Council confirmed that *"this is considered sufficient justification to demonstrate that a replacement facility has been provided which allows for the continued delivery of the service, and that the loss of D1 use would not be to the detriment of existing service users. As such, the loss of D1 use is considered acceptable and the evidence submitted meets the requirements of policy C2"*.
- 6.15 It is therefore concluded this information is sufficient to justify the loss of D1 use and combined with the support discussed in paragraphs 6.1-6.3 above, the change of use to three residential properties (Class C3) is acceptable in accord Local Plan Policy C2 and London Plan Policy 3.16.

Dwelling Mix

- 6.16 Local Plan Policy H6 (Housing choice and mix) states that the Council will seek to secure a variety of housing suitable for existing and future households having regard to household type, size, income and any particular housing needs. London Plan Policy 3.8 (Housing Choice) states developments should offer a range of dwelling sizes.
- 6.17 In line with Policy H6 all of these properties will meet the national space standards.
- 6.18 Unfortunately, it is not possible to design a barrier free access given the layouts of the original buildings and their significant heritage status. For example, The Main House can only be accessed via a set of stairs and there are many changes of level throughout. It is not possible to resolve these issues without drastically affecting the character of the listed building.
- 6.19 Nevertheless, the new interventions have been developed to incorporate as many accessible features and aspirations as practicable. For example, new thresholds are set with low profiles, and the refurbished lift in The Main House should ease transit between floors.
- 6.20 Elsewhere, the layout of The Annex has been reconfigured to be compliant with Part M of the Building Regulations for 'visitible' dwellings. Plans have been set out placing the main living

spaces on the entrance storey with an appropriately sized toilet and washing facility situated close by. More generally, most bedrooms are equipped with en-suite facilities including level profile showers. Circulation is generous in size and the layouts are flexible and capable of accommodating a range of changing circumstances.

6.21 Policy H7 (Large and small homes) aims to secure a mix of dwelling sizes and will seek to ensure that all housing development contributes to meeting the priorities set out in the Dwelling Size Priorities Table (DSPT) and includes a mix of large and small homes. The Policy also states that the Council will take a flexible approach to assessing the mix of dwelling sizes based on a number of criteria, including site size, and any constraints on developing the site for a mix of homes

6.22 The application proposals will provide three large dwellings of the following mix:

- The Main House: A five bed private property used by the new owners as their family home. The Main House will also include two bedrooms and associated facilities for use by staff.
- The Annexe: A five bedroom residential property, with independent access.
- The Lodge: A four bedroom independent residential property.

6.23 The DSPT within the Local Plan states that for market dwellings four bedroom (or more) units have a lower priority than two and three bedroom units. However, the Council acknowledges (in paragraph 3.190 of the Local Plan) that there is a need and/or demand for dwellings of every size shown in the DSPT.

6.24 The Local Plan (paragraph 3.194) acknowledges where a development involves reuse of an existing building, this may limit the potential to provide a range of dwelling sizes.

6.25 The size of the units proposed is dictated by the size of the existing listed building and designing a scheme that is sensitive to the building layout and existing historic features. In addition, the proposed mix positively includes child friendly features within the scheme such as large provision of private amenity space and a limited number of homes on site.

6.26 Therefore, considering the scheme against Policy H7 and the flexibility the policy and supporting policy text provided, the proposed mix of units is considered acceptable.

Residential Amenity

6.27 The Council expects development to provide high quality housing that provides secure, well-lit accommodation with well-designed layouts and rooms (guidance provided by Policy H6 and CPG Housing). Local Plan Policy A sets out the criteria the Council will consider when assessing the impact of development.

6.28 The proposed new dwellings are of a generous size and have sought to address the requirements of Policy A1 by providing acceptable levels of residential privacy and outlook. Also, whilst a formal assessment has not been undertaken against BRE Guidelines, daylight/sunlight has been considered throughout the scheme. For example, at the ground level of The Annexe building, the northern elevation is reduced to allow larger windows to the lower ground floor, which will deliver better levels of natural daylight into the darkest part of the building.

6.29 The Council made comments in the pre-application response that there was potential for overlooking between the east facing windows of the main house and the south facing windows and terrace of The Lodge. In response to these comments it is proposed that a privacy film will be fitted externally to the bottom three rows of the original leaded lights.

6.30 The Council confirmed in its pre-application response that *“Given the fact that the building is located within a predominantly residential area, was originally a residential property when*

first constructed, and there are limited external alterations proposed, the conversion of the building back into residential use is unlikely to materially impact the amenity of neighbouring residents.”

6.31 In addition to the protection of overlooking and privacy, the amount of private open space provided in a scheme is a key amenity consideration for the Council. The Local Plan states (paragraph 7.23) that private outdoor amenity space including gardens, balconies and roof terraces, can add significantly to residents’ quality of life and applicants are therefore encouraged to explore all options for the provision of new private outdoor space.

6.32 Generous levels of private amenity space will be delivered as part of the proposals as shown on the Landscape Masterplan and set out below:

- The Main House: 468sqm of private garden area plus 62sqm of roof terrace space.
- The Annex: 170sqm of private garden area plus 26sqm of roof terrace space.
- The Lodge: 68sqm of private garden area.

6.33 In response to the Council’s pre-application advice, the privacy of the roof terraces has been considered further in the scheme design. The row of existing tall trees lining the western edge of the site provides screening from the neighbouring property for The Annexe, enhanced new screen planting on the western side of the terrace. New planting offers screening between the terrace above the main house and the neighbours to the north. The existing roof form above The Annexe and the tall walls forming the roof access hatches screens the terraces from each other and also from the neighbours to the south.

6.34 The above demonstrates the compliance with residential amenity standards outlined in Local Plan Policy A1 and the supporting policy text.

Affordable Housing

6.35 The proposals involve the creation of 1,154 sqm (GIA) additional residential floorspace. Local Plan Policy H4 (Maximising the supply of affordable housing) states that a contribution to affordable housing is expected from all developments that provide one or more additional home and involve a total addition to residential floorspace of 100sqm GIA or more. Therefore, the proposed change of use from Class D1 to Class C3 triggers an affordable housing requirement.

6.36 The policy targets are based on an assessment of development capacity whereby 100sqm (GIA) of housing floorspace is generally considered to create capacity for one home. On this basis the application scheme has the development capacity for 12 units (based on rounding up from 11.54).

6.37 The policy takes a cascade approach to affordable housing provision. For developments with capacity for 10 or more additional dwellings, the affordable housing should be provided on site; and where affordable housing cannot practically be provided on site, or offsite provision would create a better contribution (in terms quantity and/ or quality), the Council may accept provision of affordable housing offsite in the same area, or exceptionally a payment-in-lieu. We address each element of the policy in turn.

6.38 Provision of affordable housing on site is not practical at The Hoo. A large amount of additional built form on The Hoo site is not suitable given the existing listed building, its setting and the surrounding Conservation Area. The Council recognised the impracticality of on-site provision in its pre-application response stating, *“it is acknowledged that there may be difficulties providing affordable housing on site, given the proposed use as two large single dwellinghouses [at the time], and the fact that the host building is a designated heritage asset”*.

- 6.39 The Council also advised in its previous pre-application advice that it would take account of any concrete benefits in terms of helping to deliver new or improved services or facilities for Camden residents as a material consideration. The information provided by the NHS and detailed in paragraphs 6.5- 6.16 above demonstrates that the sale of The Hoo has resulted in improved facilities at 3 Daleham Gardens.
- 6.40 We anticipate that a Registered Provider from the Council's Approved Strategic Partner List (as stated within the Housing CPG) would find it difficult to take on board the management of a single large family home on this site. Also, a large individual unit is unlikely to be attractive to a Registered Provider as a single unit would present a series of the maintenance and administration complications. Significant intervention into the listed building would be required to split the properties into smaller units and therefore it is not appropriate to provide an on-site affordable unit within the existing building.
- 6.41 The next element of the policy requires applicants to look at off-site contributions. The property owners are seeking to convert The Hoo into a family home. They are not developers and do not own other sites within the Borough. It would be unviable for the applicants to buy another site and develop this for affordable housing. Therefore, providing units on a "donor" site is not feasible. The Council previously advised that it could consider off-site options for affordable housing contributions given the heritage constraints of the property.
- 6.42 [In the above context, a Viability Report \(prepared by James Brown\) has been submitted to the Council which concludes that the site has a residual land value \('RLV'\) of £3.27m. As this is below the Benchmark Land Value of £5.5m, the proposed scheme falls short of being viable by £2.23m and, as such, it cannot viably sustain any affordable housing commuted payment.](#)
- 6.43 [The Viability Report is currently in the process of being assessed by LBC's consultants BPS. Negotiations on the assessment are ongoing and are taking place directly between BPS and James Brown.](#)

Design

- 6.44 A Design and Access Statement ([Revision B](#)) has been prepared by Bowker Sadler Architects and submitted as part of this planning application.
- 6.45 The Council's design policies are aimed at achieving the highest standard of design in all developments, including where alterations and extensions are proposed. Local Plan Policy D1 (Design) requires development to be of the highest architectural and urban design quality which improves the function, appearance and character of the area.
- 6.46 The change of use proposals is sensitive to the historic plan form and seeks to retain existing historic features thereby preserving the special interest of the building for which it was listed.
- 6.47 There are few changes to the external envelope with the proposed works being largely contained within the volume of the existing structures. Therefore, there would be limited impact in terms of scale.
- 6.48 There is only one proposed change to the external envelope of The Main House, situated at the rear on the ground floor. The brick built reception area constructed during the 1980's will be extruded further north to generate more floor area. There is no increase in the height of the buildings and therefore the overall scale at the rear of the property remains unchanged. There are no significant changes proposed at The Lodge element of the existing building. The main external changes in appearance relate to The Link and The Annexe.
- 6.49 The Link will be completely remodelled. New glass elevations will stretch across the full width, at the front and at the rear. The mass of the remodelled structure is reduced to reinforce the

sense of separation between The Main House and The Annexe. When viewed from the south elevation, the flat profile will have less bulk compared to the pitched roof form it replaces, and the elevations have less bulk in comparison to the existing link element on site. The Link is a contemporary replacement, formed in high quality and sympathetic materials.

6.50 The re-cladding of The Annexe will enhance the scale of the west wing, resulting in a more contemporary expression to this element and separating it from the listed building, creating a legible composition to complement the existing building.

6.51 The proposed scheme design respects the local context and character and preserves and enhances the historic environment and heritage assets in accordance with Policy D2 (Heritage) (discussed in further detail below). The glass link and re-clad of The Annexe comprises details and materials that are of high quality and complement the local character. Therefore, it is considered the scheme complies with Local Plan Policy D1 and London Plan Policy 7.6.

Heritage

6.52 A detailed Heritage Impact Assessment (HIA) ([Revision B](#)) has been prepared by Lichfields and submitted as part of this submission.

6.53 Policy D2 (Heritage) states that the Council will preserve, and where appropriate, enhance Camden's rich and diverse heritage assets and their settings, including conservation areas and listed buildings.

6.54 The submitted HIA sets out the key heritage policy and statutory tests that the scheme has been assessed against and the conclusions following extensive detailed assessment of the historic building and its setting:

Does the proposal preserve the listed buildings (relevant to the assessment) or their setting or any features of special architectural or historic interest which they possess? Does the proposal preserve or enhance the significance of the listed building?

6.55 It is considered that the proposal preserves the listed building, its features of special architectural and historic interest and its significance. The proposal enhances The Hoo's setting by reconnecting the house with the gardens in keeping with design ideals of its time. The setting of adjacent listed buildings will be enhanced due to removal of the prominent fire escape, improved landscaping and reconstruction of a more sympathetic boundary wall.

Does the proposal preserve or enhance the character, appearance and significance of the conservation area?

6.56 The proposal enhances the character and appearance of the conservation area, and it preserves the significance of the conservation area.

Does the proposal respect local context and character, comprise details and materials of high quality which complement the local character, contribute positively to the street frontage and preserve local views?

6.57 The proposal respects local context and character and utilises details and materials of high quality which contribute positively to the street frontage. Local views will be enhanced due to improvements to the façade of The Annexe; remediation works to remove previous unsympathetic alterations and carry out repairs to The Main House/Lodge; reconstruction of a boundary wall in traditional materials to replace the modern wall; and improvements to the garden and landscaping designed to enhance local views.

Does the proposal preserve trees and gardens, and does it incorporate high quality landscape design?

- 6.58 The proposal preserves trees and enhances the gardens, incorporating high quality landscape design which reflects the style of the house and draws upon the historical design of Arts and Crafts gardens. Selected self-seeded or overgrown trees and bushes have been proposed for removal and replacement as part of the long-term management of the garden landscape. The landscape design draws upon historical references to the Arts and Crafts elements of the early gardens surrounding The Hoo.
- 6.59 The scheme is sensitive to the historic plan form and seeks to retain existing historic features thereby preserving and enhancing the special interest of the building. Based on the above and the full details within the HIA it is concluded that the proposal are in accord with Local Plan Policy D2 and London Plan Policies 7.8 and 7.9.

Landscaping and Trees

- 6.60 A comprehensive and detailed Landscape Document and Masterplan has been prepared by Bowles & Wyer and submitted as part of this application.
- 6.61 It is proposed to return as much of the plot as possible to garden, creating a harmonious approach to the whole site through sensitive contemporary use of materials, strong textural planting and a cohesive simplicity of style. The design uses recurring early 20th century elements including strong geometry, changes of level, long borders, topiary, trelliswork and pergolas, in a contemporary and elegant way to provide a complementary setting to the house.
- 6.62 The main garden is formed from a stone paved terrace along the south-facing frontage with stone steps at intervals descending to a long formal natural lawn. These steps reinforce the architecture of the main house – especially the primacy of the main entrance. New beds of textural planting soften the retaining wall between the two, and climbers soften the simple metal balustrade.
- 6.63 At the western end of the lawn a large open multi-stemmed specimen tree forms the focus, while at the eastern end an open-sided louvred-roofed pergola structure links the garden to the front courtyard.
- 6.64 Topiary forms a unifying theme between the front courtyard and the small garden to the north of the entrance path, with vistas tying through to the geometry of the house and plot.
- The western-most terrace provides a contemporary outdoor seating space adjacent to the proposed glass link block, one step up (150mm) from the main terrace in front of the house. Materials for this terrace will be chosen to reflect the style of the link block.
- 6.65 The annex garden is simple and enclosed, predominantly laid to lawn with a stone paved terrace at one end and new architectural planting adding interest and form around the edges and extending northwards along the western passageway.
- 6.66 The lodge garden will return to a more symmetrical layout respecting the street façade. A central approach path will be flanked by two stone paved spaces, the northerly one raised over the existing cellar and reached by a broad flight of stone steps. Planting will give interest and privacy from the street.
- 6.67 Screening along the garden boundaries will be achieved through informal tree and shrub planting. A new stepped brick wall and timber gates to match period style is proposed.

Trees

- 6.68 In addition to the Landscape Masterplan, an Arboricultural Impact Assessment (AIA) has been prepared by Landmark Trees and submitted as part of this application. The report notes that there are 17 trees on the site and adjoining land outside the application boundary that have been assessed.
- 6.69 A modest portion of trees will be removed or pruned to facilitate construction. The trees to be removed have a more collective than individual specimen value, such that their loss will be mitigated with new planting, bringing its own benefits to a relatively unmanaged resource.
- 6.70 The report sets out a series of recommendations prior and during construction that will ensure impacts to trees are minimised. The AIA concludes that the proposals, through following the report recommendations, will have no, or very limited, impact on the existing trees and is acceptable.

Transport and Access

- 6.71 The Hoo is located, within walking distance of good facilities and well-served with excellent public transport including numerous bus routes. Belsize Park and Hampstead Underground Stations are in close proximity to the site.
- 6.72 Access from the public realm is directly from Lyndhurst Gardens. Each property has an independent gate. A new path is proposed along the southern edge of the site to access The Annexe.
- 6.73 Policy T2 of the Camden Local Plan states that the Council will limit the availability of parking and require all new developments in the borough to be car-free. In accord with his policy, no on site car parking is provided.
- 6.74 Dedicated covered and secure cycle storage is provided for each of the properties. Three cycle spaces are proposed for The Lodge, four for The Annex, with up to six for The Main House.
- 6.75 Therefore, the proposed cycle parking provision exceeds the London Plan (Policies 6.9 and 6.13) and Local Plan Policy (T1 and T2).

Sustainability and Energy

- 6.76 A Sustainability and Energy Strategy has been produced by Scotch Partners and submitted as part of this application. Local Plan Policies CC1, CC2 and CC4 have been considered throughout the scheme.
- 6.77 Given the technical and physical constraints imposed by refurbishment schemes in listed buildings, together with the small scale of the different construction elements, the following sustainability and energy standards and targets have been identified for the proposed scheme:
- Reduce energy demand and CO2 emissions;
 - Minimise water use;
 - No net gain in peak surface water runoff from that of the existing development;
 - Neutral impact on biodiversity;
 - Increase in urban greening;
 - Design for resilience to future climate impacts;
 - Responsible use of materials;
 - Promote sustainable travel;

- Storage for waste and recycling; and
- Responsible construction practices.

6.78 As such it is considered the proposal at The Hoo represent sustainable development.

Basement Development

6.79 A Ground Investigation Report has been carried out by GEA to determine the ground conditions and hydrogeology, to assess the extent of any contamination and to provide information to assist with the design of retaining walls and foundations. The report also includes information required to comply with LBC's Planning Guidance relating to the requirement for a BIA.

6.80 Formation level for the proposed basement will be generally within the Claygate Member. On the basis of the fieldwork and subsequent monitoring, significant inflows of groundwater are unlikely to be encountered within the basement excavation, but seepages and localised inflows may occur from within the made ground. It is understood that the new building is to be supported by spread foundation, while the retaining walls for the basement will be formed as a mixture of underpinning and cast in-situ reinforced concrete walls installed in panels in a method similar to that of underpinning. The elevated lead concentration is consistent with background concentrations in the area such that remediation measures are not deemed necessary.

6.81 The BIA has regard to Local Plan Policy A5 (Basements) and the report does not indicate any concerns with regard to the effects of the proposed basement construction on the site and surrounding area. The report concludes that the impacts identified can be mitigated by the appropriate design and standard construction practice.

7.0 Conclusion

- 7.1 The scheme proposals relate to the change of use and refurbishment of The Hoo building to provide a large five bedroom residential property within “The Main House” used by the owners as their family home along with two ancillary bedrooms for staff, a separate five bedroom property known as “The Annexe” and a separate four bedroom residential property known as the “The Lodge”.
- 7.2 The applicant has engaged in pre-application discussions with the LBC and has made changes to the scheme in response to the advice received.
- 7.3 The Council made clear in its pre-application response that its preferred alternative use for the land is the creation of new residential housing, with the maximum viable amount of affordable housing. The wording in Policy H1 together with the feedback from the Council clearly establishes the in principle support (subject to other material considerations) for self-contained housing on this site.
- 7.4 Therefore, the proposed change of use is in accord with Local Plan Policy H1 and London Plan Policy 3.3.
- 7.5 As part of the pre-application stage of work the applicant team engaged with the NHS (as the previous owners of the site) on this point. A letter from the NHS Estates & Facilities Department to the London Borough of Camden (dated 1 October 2018).
- 7.6 This justification was put forward to the Council as part of the applicant’s 2019 pre-application request submission. The Council confirmed that *“this is considered sufficient justification to demonstrate that a replacement facility has been provided which allows for the continued delivery of the service, and that the loss of D1 use would not be to the detriment of existing service users. As such, the loss of D1 use is considered acceptable and the evidence submitted meets the requirements of policy C2”*. It is therefore concluded this information is sufficient to justify the loss of D1 use and the change of use to residential development.
- 7.7 A high quality design is proposed as well as a sensitive and comprehensive landscape scheme. It is considered that the proposal preserves the listed building, its features of special architectural and historic interest and its significance. [The scheme has been revised following the comments and advice from the LBC’s Conservation Officer, and from further refinement of the brief informed by the client’s detailed requirements. The revised submission also benefits from further inspection of the fabric, in particular the roof, walls, and windows. Detailed proposals for these elements are now included as part of this submission.](#)
- 7.8 The proposals have taken account of the policies within the Local Development Framework including ensuring the proposals are car free and provide cycle spaces beyond the London plan and Local Plan cycle standards.
- 7.9 [The BIA submitted as part of this application has regard to Local Plan Policy A5 \(Basements\) and concludes that the impacts identified can be mitigated by the appropriate design and standard construction practice.](#)
- 7.10 We therefore consider that planning permission and listed building consent should be granted for this high quality and sustainable design.

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