

<b>Delegated Report</b>		<b>Analysis sheet</b>		<b>Expiry Date:</b>	<b>25/07/2019</b>
		N/A		<b>Consultation Expiry Date:</b>	<b>01/07/2019</b>
<b>Officer</b>			<b>Application Number(s)</b>		
Laura Hazelton			2019/2823/P		
<b>Application Address</b>			<b>Drawing Numbers</b>		
22 Holmes Road London NW5 3AB			Please refer to decision notice		
<b>PO 3/4</b>	<b>Area Team Signature</b>	<b>C&amp;UD</b>	<b>Authorised Officer Signature</b>		
<b>Proposal(s)</b>					
Demolition of former studio building and existing side and rear extensions to 22 Holmes Road. Erection of 2 storey (with basement), 2 bedroom dwelling between no.22 and no.24, and 2 x 2 storey (with basement) 2 bedroom dwellings to rear of site with associated private amenity space and refuse/cycle storage. Erection of new 2 storey extension to rear of no.22.					
<b>Recommendation(s):</b>		Grant conditional planning permission subject to S106 agreement			
<b>Application Type:</b>		Full Planning Permission			
<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	<b>00</b>	No. of objections	<b>00</b>
<b>Summary of consultation responses:</b>		A site notice was displayed between 07/06/2019 and 01/07/2020. No response were received.			
<b>CAAC/Local groups comments:</b>		The <b>Kentish Town Neighbourhood Forum</b> was notified by email on 05/06/2020. They responded to confirm that they have no comments. <b>Thames Water</b> replied with comments regarding waste and water and suggesting conditions and informatives. These have duly been included on the decision notice.			

## Site Description

22 Holmes Road is a semi-detached property in use as a single dwellinghouse (C3 use). No.22 and attached neighbour no.20 are the only remaining period properties in the surrounding area, and both are in residential use. Consequently, both properties are locally listed, and are considered to make a positive contribution to the character of the area. They are described in the Camden Local List (2015) as '*semi-detached mid-19th century villa, semi basement plus two storeys, set behind front garden. Attractive remnant of the original development on Holmes Road, and which has provided the cue for some of the later development in terms of building line and height.*'

The wider area consists of a mix of architectural styles and land uses; with an office building adjacent to the west, a police station to the east, a school and sheltered housing to the front. To the rear lies Regis Road and an industrial estate. The buildings closest to the site are three storeys in height, with some apartment blocks further along the road increasing to six storeys.

The site is not a listed building and is not located in a conservation area; however, it is within the Kentish Town Neighbourhood Plan Area.

## Relevant History

TP/76114/22057 - To erect an extension to an existing workshop, and to form a new access to the highway at No. 22, Holmes Road. Granted 07/04/1957.

## Relevant policies

### National Planning Policy Framework 2019

### The London Plan 2016

### Intend to Publish London Plan 2019

### Camden Local Plan 2017

Policy G1 Delivery and location of growth  
Policy H1 Maximising housing supply  
Policy H4 Maximising the supply of affordable housing  
Policy H6 Housing choice and mix  
Policy H7 Large and small homes  
Policy C2 Community facilities  
Policy C6 Access for all  
Policy A1 Managing the impact of development  
Policy A2 Open Space  
Policy A3 Biodiversity  
Policy A4 Noise and vibration  
Policy A5 Basements  
Policy D1 Design  
Policy D2 Heritage  
Policy CC1 Climate change adaptation  
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  
Policy T2 Parking and car-free development  
Policy T4 Sustainable movement of goods and materials  
Policy DM1 Delivery and monitoring

### Kentish Town Neighbourhood Plan 2016

Policy D3 Design principles

## **Camden Planning Guidance**

CPG Interim Housing 2019  
CPG Housing 2019  
CPG Design 2019  
CPG Altering and extending your home 2019  
CPG Amenity 2018  
CPG Basements 2018  
CPG Transport 2019  
CPG8 (Planning obligations (July 2015, updated March 2018)).

## **Assessment**

### **1. Assessment**

1.1. The principle planning considerations in the determination of this application are the following:

- Land use
- Dwelling Mix
- Affordable Housing
- Quality of accommodation
- Design
- Neighbouring Amenity
- Basement construction
- Transport considerations
- Access
- Sustainability
- Refuse and recycling
- Planning obligations/CIL

### **2. Land use**

2.1. Housing is regarded as the priority land-use of the Local Plan and the Council will make housing its top priority when considering the future of unused and underused land and buildings. The site currently contains a three storey single dwellinghouse fronting Holmes Road. At the rear of the site is a large single storey building that was originally a workshop in employment use. The space has been connected to the main house via a rear extension and has been used for a number of years as an extension to the living accommodation of the house and as storage. Council Tax records confirm this, and their records show that the former rear commercial part of the property has been included in the single domestic unit from July 2015. As the buildings have been in residential use for more than four years, the use has become lawful through virtue of time. As such, the proposals would not result in the loss of employment floorspace, and the creation of 3 new dwellings at the site would be compliant with policy H1 and is acceptable in this regard.

### **3. Dwelling Mix**

3.1. The Council considers that each development should contribute to the creation of mixed and inclusive communities by containing a mix of large and small homes. Policy H7 of the Local Plan includes a Dwelling Size Priorities Table. Where possible, a mix of large and small homes should be included although two and three bedroom dwellings are the highest propriety for market housing in Camden. Although the development would not provide a mix of dwelling sizes, given the fact that the proposal involves the creation of only 3 new dwellings, all of which would be 2 bedroom properties which is a high priority dwelling size, the development is considered to be in accordance with Policy H7.

#### 4. Affordable Housing

- 4.1. Policy H4 requires a proportion of the housing provided to be affordable in accordance with the sliding scale. Targets are based on an assessment of development capacity whereby 100sqm (GIA) of housing floorspace is generally considered to create capacity for one home. Targets are applied to additional residential floorspace proposed.
- 4.2. A sliding scale target applies to developments that provide one or more additional homes and have capacity for fewer than 25 additional homes, starting at 2% for one home and increasing by 2% for each home added to capacity. Where developments have capacity for fewer than 10 additional dwellings, the Council will accept a payment in lieu of affordable housing. Payments-in-lieu are derived by calculating the affordable housing floorspace required, and converting this to a payment using a 'cost' per sqm.
- 4.3. The proposed development would result in an uplift of 113 sqm GIA residential floorspace, so the sliding scale in this instance would require a provision equal to 2% of the total C3 floorspace (expressed in GEA).
- 4.4. The Council's current adopted multiplier for calculating a payment-in-lieu within market residential schemes is £2,650 per sqm (based on GEA). This provides an overall requirement of £6,306.47 based on the creation of 118.99 sqm GEA of residential floorspace (using a GIA to GEA conversion of 1.053). This financial contribution will be secured via a S106 legal agreement.

<b>Additional residential floorspace (GIA)</b>	<b>Capacity (rounded floorspace addition/ 100sqm)</b>	<b>AH % target (capacity x 2%)</b>	<b>Estimated GEA (GIA x 1.25)</b>	<b>AH floorspace target (% target x GEA)</b>	<b>Payment in lieu (floorspace target x £2,650).</b>
113 sqm	1 additional home	2%	$113 \times 1.053 = 118.99$	$2\% \times 118.99 = 2.38$	$2.38 \times £2,650 = £6,306.47$

#### 5. Residential standards

- 5.1. The Council expects development to provide high quality housing that provides secure, well-lit accommodation with well-designed layouts and rooms in accordance with guidance provided by Policy H6 (housing choice and mix) and CPG (Housing). The London Plan 2016 sets out Nationally Described Space Standards which all new dwellings must meet. Table 1 of the space standards sets out the minimum gross internal floor areas (GIA) expected for various dwelling sizes.
- 5.2. H01 would comply with the minimum GIA requirements for a 2 bedroom 3 person dwelling (70sqm), and units H02 and H03 would meet standards for a 2 bedroom 4 person dwelling (79sqm).
- 5.3. All dwellings would feature kitchen/dining rooms at basement level, living rooms at ground floor and bedrooms at first floor level, which is considered an acceptable arrangement.
- 5.4. H01 would be dual aspect, with courtyards to the front and rear to provide some (although limited) outlook and daylight for the basement kitchen/diner. A large living room would be located at ground floor level, whilst both bedrooms and a bathroom would be at first floor. A small terrace would be provided for the front bedroom. Floor to ceiling heights on all floors would be very generous, exceeding the minimum requirement of 2.3m. The room sizes and layouts are considered to be acceptable, with adequate internal storage.
- 5.5. Views out of the ground floor rear windows onto H02 and H03 would be blocked by the communal cycle store and the use of high level windows at first floor level would also prevent views. Additional daylight

would be provided by a rooflight serving this room. Although the outlook would be fairly limited, a daylight/sunlight assessment has been provided which demonstrates that all internal rooms would surpass the BRE Average Daylight Factor targets.

- 5.6. Units H02 and H03 to the rear feature similar layouts. The kitchen/diner would be located at basement level, with access onto an outside courtyard measuring 6sqm. Although these rooms would be single aspect, they would be south facing which should ensure acceptable levels of daylight and sunlight. Level access would be provided at ground floor level onto the dual aspect living room, which would ensure adequate daylight, outlook and ventilation. Both bedrooms and bathroom would be at first floor level, with a small terrace provided for the front bedroom. Bedroom sizes and floor to ceiling heights would meet minimum standards.
- 5.7. It is noted that the office building next door features a very large first floor terrace. However, this is surrounded by tall screening, which, in combination with the 1.8m high screening surrounding the small terraces serving units H02 and H03, is considered to prevent overlooking between the two properties.

## **6. Design**

- 6.1. The Council's design policies are aimed at achieving the highest standard of design in all developments. Policy D1 of the Local Plan requires development to be of the highest architectural and urban design quality, which improves the function, appearance and character of the area; and Policy D2 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. Policy D3 of the Kentish Town Neighbourhood Plan 2016 requires development to be based on a comprehensive understanding of the site and its context and for proposals to be well integrated into their surroundings and reinforce and enhance local character. It also states that design innovation will be encouraged and supported where appropriate. Camden's Local Plan is supported by CPG (Design)
- 6.2. The supporting text to policy D3 of the Kentish Town Neighbourhood Plan states that the policy supports opportunities for high quality innovative design unless this will be harmful to areas of homogenous architectural style. As noted in the site description section above, the site is located in an area of varying architectural styles, ages and characters, and the principle of a contemporary development in this location is considered acceptable. The infill building (HO1) is the only part of the development which would be visible from the public realm and is considered to be a creative solution to maintain a visual separation between the existing building and the neighbouring offices whilst respecting the existing gap between them. The height, incorporation of a set back and broken up massing would help to ensure it would read as a more sympathetic, subordinate addition. The introduction of a stepped back first floor terrace and dark coloured cladding to this element further helps to create a sense of distinction between the existing building and proposed infill. The form and scale of proposed building would maintain a sense of visual separation between the old and the new dwellings, and still allow an appreciation of the historic pair of dwellings, nos. 20 and 22. The use of brick is welcomed in this context, further details of which would be secured by condition.
- 6.3. To the rear of the site, the existing adhoc outbuildings and studios would be demolished. These are not original structures and are not considered to be of high quality of design or material. As such, there is no objection to their demolition. Although the two new dwellings would cover a significant portion of the rear garden, their scale is considered appropriate in this instance given the existing context. There are already large structures in the rear gardens of nos.20 and 22 and a large rear extension to the rear of the office building at no.24 which covers the footprint of the site. The buildings would be significantly lower in height than the existing house and the saw-tooth roof references the surrounding industrial buildings. The new houses would be constructed of a pale yellow brickwork with contrasting dark grey zinc cladding. The scale of the development appears appropriate to its setting and the materials would tie in the new development, whilst also picking up on the brick palette of the historic pair of semi-detached houses.

6.4. The proposals also include the demolition of the existing single storey pitched-roof extension to the rear of no. 22 which sits between lower and upper ground floor levels. It would be replaced by a new stepped, two storey extension at lower and upper ground level. The extension would be a subordinate addition which would sit one full storey below eaves level in accordance with Camden planning guidance, and constructed of matching brickwork which is considered acceptable given the inferior quality of the structure it would replace.

## **7. Neighbouring amenity**

7.1. Policy A1 seeks to protect the amenity of Camden's residents by ensuring the impact of development is fully considered and would not harm the amenity of neighbouring residents. This includes privacy, outlook, noise, daylight and sunlight. The Council's supplementary planning guidance document CPG (Amenity) provides further advice on the application of these policies.

### Overlooking

7.2. The nearest residential dwellings would be no.22 itself as well as neighbouring property no.20. Units H02 and H03 would be located approximately 10m away from no.20 and only 6.5m from no.22 at the closest point. This would not meet the minimum requirement of 18m between directly overlooking neighbouring windows as recommended in CPG. However, views from the basement and ground floor rooms of units H02 and H03 are likely to be blocked by the boundary wall. There are south-facing first floor windows and a terrace, but the terrace would be set behind a raised parapet with a latticed screen. The top of the screen would be 1.8m from the terrace floor level which would be sufficient to block views from both the terrace and the first floor window.

7.3. Although the rear windows of H01 would face onto H02 and H03, the layouts and window design are likely to successfully prevent direct overlooking. Views from the ground floor windows would be blocked by walls and the cycle store, and the use of high level windows at first floor level of H01, would prevent views out.

7.4. The proposals also include the creation of a new first floor terrace at no.22 adjacent to the boundary with no.20, however, this terrace would be set down below the boundary wall with no.20 which would prevent views into this property, and a 1.8m screen would prevent overlooking of properties H02 and H03.

### Outlook

7.5. Whilst the development would have an undeniable impact on the outlook from the rear windows of nos. 20 and 22; this is not considered to be exceptionally harmful, given the existing sheds in this location, and the views to the industrial estate beyond the rear boundary.

### Daylight/sunlight

7.6. A daylight and sunlight assessment has been submitted with the application which assesses the impact of the proposed development on the light receivable by the neighbouring properties at 20, 24, 26 Holmes Road and Unit B and Unit 2000 Regis Road. The assessment utilised the Vertical Sky Component (VSC) test to determine daylight and Annual Probable Sunlight Hours (APSH) to assess sunlight. The report shows that all windows tested the VSC test and as such, would not notice a discernible change in daylight levels.

7.7. In terms of sunlight, windows 11, 12, and 15 serving 24 to 26 Holmes Road would not pass the ASPH test for winter sunlight hours, but would be fully compliant for total sunlight hours. This is considered acceptable given windows 11 and 12 are two of four rooflights which already do not meet BREEAM

criteria, and window 15 is one of four large windows serving a large open plan room. Furthermore, this building is in commercial use and as such, does not benefit from the same rights to light as a residential property.

## **8. Basement construction**

- 8.1. Policy A5 states that in determining applications for basements and other underground development, the Council will require an assessment of the scheme's impact on drainage, flooding, groundwater conditions and structural stability, where appropriate. The Council will only permit basement development that does not cause harm to the built and natural environment and local amenity, and does not result in flooding or ground instability. Developers are required to demonstrate with methodologies appropriate to the site that schemes maintain the structural stability of the building and neighbouring properties; avoid adversely affecting drainage and runoff or causing other damage to the water environment; and avoid cumulative impact upon structural stability or water environment in the local area.
- 8.2. The proposals involve the excavation of a basement floor beneath all three proposed dwellings. The basement beneath H01 would measure 51.9sqm, and beneath H02 and H03 would measure 69sqm. They would be excavated to a uniform depth of 3.4m below ground level.
- 8.3. Policy A5 states that the siting, location, scale and design of basements must have minimal impact on, and be subordinate to, the host building and property. Basement development should:
  - a) not comprise of more than one storey;
  - b) not be built under an existing basement;
  - c) not exceed 50% of each garden within the property;
  - d) be less than 1.5 times the footprint of the host building in area;
  - e) extend into the garden no further than 50% of the depth of the host building measured from the principal rear elevation;
  - f) not extend into or underneath the garden further than 50% of the depth of the garden;
  - g) be set back from neighbouring property boundaries where it extends beyond the footprint of the host building; and
  - h) avoid the loss of garden space or trees of townscape or amenity value.
- 8.4. The proposed basements would comply with points (a) to (h) above and would retain more than 50% of the existing garden/unbuilt area. The size and depth of the basement are considered acceptable given the existing development at the site and extent of landscaping.
- 8.5. The applicant has submitted a Basement Impact Assessment (BIA) which has been subject to independent verification by Campbell Reith to review the BIA for potential impact on land stability and local ground and surface water conditions arising from basement development in accordance with Policy A5 and Camden's basement planning guidance. The Basement Impact Assessment (BIA) has been carried out by Stantec Ltd with supporting documents provided by Osborne Edwards Ltd. The authors possess suitable qualifications which are in accordance with LBC guidance.
- 8.6. Campbell Reith issued their final BIA audit report on 24<sup>th</sup> March 2020 confirming that the revised BIA and details have been conducted in accordance with the requirements of Policy A5 and the Basement CPG. If planning permission is granted, conditions will be imposed requiring the applicant to submit details of a qualified engineer to inspect, approve and monitor the construction works, and requiring the basement to be completed in accordance with the approved basement impact assessment and associated documents.

## **9. Transport considerations**

Car parking

- 9.1. 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. This includes limiting the availability of both off-street and on-street parking. The site currently has an off street parking space, however there are none proposed with as part of this development, in accordance with Policy T2.
- 9.2. The site is located in the Central London area and has a PTAL rating of 6a which means it is highly accessible by public transport. As such, the development would be car-free, secured as a Section 106 planning obligation.

#### Cycle parking

- 9.3. Policy T1 of the Camden Local Plan requires development to provide cycle parking facilities in accordance with the minimum requirements of the London Plan and the design requirements outlined in Camden Planning Guidance CPG - Transport.
- 9.4. The draft London Plan cycle parking standards (Table 6.3) requires two cycle parking spaces for residential units with more than 1 bedroom, which gives a requirement for a total of 6 spaces. A communal cycle store would be provided at ground floor level within the internal court yard area in the form of a josta two-tier stand providing space for 6 bicycles. It would be secure, step-free and covered, in accordance with the Transport CPG. The installation and retention of the cycle store will be secured by condition.

#### Managing the impacts of construction on the surrounding highways network

- 9.5. Policies A1 and T4 state that Construction Management Plans should be secured to demonstrate how a development will minimise impacts from the movement of goods and materials during the construction process. The policies also relate to how development is connected to the highway network. For some developments, this may require control over how the development is implemented (including demolition and construction) through a Construction Management Plan (CMP).
- 9.6. Due to the location of the site and the nature of the works, a CMP would need to be secured as a Section 106 planning obligation if planning permission is granted. A CMP (in the councils pro-forma) will need to be submitted once a Principal Contractor has been appointed, and would need to be approved by the Council prior to any works commencing on site.
- 9.7. A CMP Implementation Support Contribution of £3,136 would also need to be secured as a Section 106 planning obligation if planning permission is granted.

#### Highways and public realm improvements directly adjacent to the site

- 9.8. Paragraph 6.11 (Policy A1) of the Camden Local Plan states that the Council will repair any construction damage to transport infrastructure or landscaping and reinstate all affected transport network links, road and footway surfaces at the developer's expense.
- 9.9. The council would need to secure a financial contribution for highway works as a section 106 planning obligation if planning permission is granted. As part of the highway works, the redundant crossover adjacent to the property will be removed. This would allow the proposal to comply with Policy A1 of the Local Plan.

#### Excavation in close proximity to the public highway

- 9.10. The proposal would involve basement excavations in close proximity to the footway directly adjacent to the site, and as such the Council would need to ensure that the stability of the public highway adjacent to

the site is not compromised by the proposed basement excavations. The applicant would be required to submit an 'Approval In Principle' (AIP) report to our Highways Structures & Bridges Team within Engineering Services as a pre-commencement obligation. This is a requirement of British Standard BD2/12. The AIP would need to include structural details and calculations to demonstrate that the proposed development would not affect the stability of the public highway adjacent to the site. The AIP would also need to include an explanation of any mitigation measures which might be required. The AIP and an associated assessment fee of £1,800 would need to be secured as section 106 planning obligations if planning permission is granted.

## **10. Sustainability**

10.1. In line with policies CC1, CC2 and CC3 of the Camden Local Plan 2017, all developments in Camden are required to make the fullest contribution to the mitigation of and adaptation to climate change, to minimise carbon dioxide emissions and contribute to water conservation and sustainable urban drainage.

10.2. Detailed measures have not been specified, but the applicant has confirmed the properties would include high thermal fabric efficiency, high levels of air tightness and low energy lighting throughout, and that renewable energy sources will be assessed and incorporated. As such, it is recommended that planning permission is granted subject to a condition requiring a detailed sustainability statement demonstrating that the development meets the following standards:

- CO2 reduction of 35% beyond part L of the 2013 Building Regulations.
- 20% of the energy reduction from renewable sources.

10.3. A condition would also secure water efficiency rates of 110 litres per person per day.

## **11. Access**

11.1. All of the units will need to meet M4(2) which the Council would secure as a planning condition.

11.2. The side passage providing access to units H02 and H03 would measure 1200mm as suggested by the Council's Access Officer which would provide sufficient width for a wheelchair user. Units H02 and H03 would also include a covered landing at their entrances which is welcomed.

## **12. Refusing and recycling**

12.1. To make sure that residents can properly store and sort their waste and to make household recycling as easy as possible, the Council requires developments to provide adequate facilities for recycling and the storage and disposal of waste. A communal bin store would be provided within the front garden measuring 4sqm with space for two 240 litre general waste Eurobins and two 240 litre recycling Eurobins which is considered sufficient for the three properties. .

## **13. Planning obligations/CIL**

13.1. The following Section 106 planning obligations would be required if planning permission were granted:

- Car free development.
- Construction Management Plan (CMP) and associated Implementation Support Contribution of £3,136.
- Highway works contribution (to be confirmed).
- Approval In Principle (AIP) and associated fee of £1800.
- Contribution to affordable housing of £6,306.47.

13.2. This application would be liable for both the Mayoral and Camden CIL as the proposal results in the creation of new dwellings.

#### **14. Conclusion**

14.1. The proposed development would provide three new two bedroom dwellings which would be high priority dwelling sizes and are the council's priority land use. The proposed dwellings would occupy a fairly significant proportion of the site, however, this is considered acceptable given they would replace existing structures of a similar footprint. The new dwellings would be constructed of complementary materials which would be respectful of the existing locally listed building whilst differentiating them as new, subordinate additions. The proposed development would not result in harm to neighbouring amenity or local transport infrastructure subject to the conditions outlined in the body of the report, and as such, the proposed development is considered to comply with the Camden Local Plan and Kentish Neighbourhood Plan policies, and it is recommended that application is approved.