

<b>Address:</b>	The Greenwood Centre Greenwood Place & Highgate Day Centre London NW5		<b>1</b>
<b>Application Number:</b>	2013/5947/P	<b>Officer:</b> Neil McDonald	
<b>Ward:</b>	Kentish Town		
<b>Date Received:</b>	18/09/2013		
<p><b>Proposal:</b> Demolition of existing buildings and redevelopment to provide: a new 3,228sqm (GIA) Centre for Independent Living (CIL) (Class D1) comprising 3 storeys plus basement at Greenwood Place; a part 5 part 7 storey mixed-use development at Highgate Road comprising 42 residential units (including 8 supported affordable housing units) and 100sqm (GIA) social enterprise in flexible retail, restaurant/café, office or community use (Classes A1/A3/B1/D1) at ground floor level; highway improvements to Greenwood Place, and associated plant, landscaping, servicing and disabled car parking.</p>			
<p><b>Drawing Numbers:</b>  Location plan 1213_PL005 rev B; Site plans 1213 PL 001, 1213 PL 002; Floorplans and elevations (prefix PL) 100, 110-113, 114 rev A, 115, 116 rev A, 150, 160 rev A, 162-164, 200, 201, 210-212, 215, 250, 251, 260-261, 262 rev A, 265;  Accommodation schedule dated 19.11.2013_rev_E; Floor area schedule Rev_19.11.13.</p>			
<p><b>Supporting documents:</b> Sunlight &amp; daylight report by Schroeders Begg dated August 2013; Sustainability statement by TGA dated August 2013; Energy Statement by TGA dated August 2013; Outline Construction Environmental Management Plan by Campbell Reith dated September 2013; Draft delivery and servicing plan by Campbell Reith dated September 2013; Flood Risk Assessment by Campbell Reith dated September 2013; Historic Environment Assessment by Museum of London Archaeology dated August 2013; Noise Impact Assessment by Campbell Reith dated Sept 2013; Preliminary Land Quality Statement by Cambell Reith dated September 2013; Basement Impact Assessment by Campbell Reith dated Sept 2013; Landscape Strategy Report by CBA dated Sept 2013; Planning, Design and Access Statement by Tibbalds dated Sept 2013; Arboricultural implications report by Chris Blandford dated September 2013; Phase 1 Habitat Survey by Chris Blandford dated Sept 2013; Framework Travel Plan by Campbell Reith dated November 2013; Location Accessibility Audit by Campbell Reith dated September 2103; Transport Assessment by Campbell Reith dated September 2013; Addendum Noise Impact Assessment by REC Acoustics dated 29.11.2013; Transport Assessment Addendum by Campbell Reith dated November 2013.</p>			
<p><b>RECOMMENDATION SUMMARY:</b> Grant Council own development subject to a shadow S106 legal agreement</p>			
<b>Applicant:</b>		<b>Agent:</b>	

C/o Dyllon Parkinson Tel: Paul Kelly	Tibbalds Planning and Urban Design 19 Maltings Place 169 Tower Bridge Road London SE1 3JB
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## ANALYSIS INFORMATION

Land Use Details:			
	Use Class	Use Description	Floorspace (GIA)
Existing		<i>D1 Day centre</i>	2,667 m <sup>2</sup>
Proposed		<i>D1 Community resources centre and centre for independent living</i>	3,228 m <sup>2</sup>
		<i>C3 Dwelling house (Affordable)</i>	580 m <sup>2</sup>
		<i>C3 Dwelling house (Private)</i>	2,889 m <sup>2</sup>
		<i>A1/A3/B1/D1 Flexible retail, food &amp; drink/office or community use</i>	100 m <sup>2</sup>
		<b>TOTAL FLOORSPACE (GIA)</b>	<b>6,797 m<sup>2</sup></b>

Residential Use Details:										
	Residential Type	No. of Bedrooms per Unit								
		1	2	3	4	5	6	7	8	9+
Proposed	<i>Market</i>	10	21	3						
	<i>Social rent</i>	8								

Parking Details:		
	Parking Spaces (General)	Parking Spaces (Disabled)
Existing	10	0
Proposed	0	2

## OFFICERS' REPORT

**Reason for Referral to Committee: The proposal constitutes a 'major development' which involves the construction of more than 10 residential dwellings and more than 1000sqm of non-residential floorspace [Clause 3 (i)].**

**This application is the subject of a Planning Performance Agreement (PPA).**

### 1. SITE

- 1.1 The application relates to two associated Council-owned sites the Greenwood Centre and the Highgate Centre, one of which is within and one just outside of the designated Kentish Town Industrial Area.
- 1.2 The Greenwood Centre (25-27 Greenwood Place) is predominantly a single storey 1960s warehouse building of about 1,900sqm (GIA) located on the west side of Greenwood Place within the Industrial Area designation. It has historically been used as a training centre within Class D1 of the use classes order. The Council's operations at the Greenwood Centre ceased following a succession of temporary uses as a hostel which continued until 2008. However part (approximately half) of the building is sublet to the Camden Society and Camden People First which run various day centre services on behalf of the Council, and independently, for people with learning disabilities.
- 1.3 The Highgate Centre is also in D1 use. Its two-storey brick structure of 795sqm (GIA) fronts onto the east side of Highgate Road and was originally constructed in the 1970s for the purposes of providing employment for persons with Mental Health disabilities. It subsequently underwent internal alteration to support its current adult social care day service use. The Highgate Centre currently has its own car park providing 10 spaces and a loading bay both accessed off of Greenwood Place. The Highgate Centre and its car park sit just outside the Industrial Area.
- 1.4 Sitting between the two day centres is a 2-storey warehouse building occupied by A&A self storage company (formerly Lenham House). Its eastern boundary is contiguous with that of the Highgate Centre and is located within the Industrial Area.
- 1.5 The application site boundary takes in both the Highgate Centre and the Greenwood Centre, skirting around the A&A Storage Building to also include the public realm of Greenwood Place. This public realm component extends southwards to take in the whole of Greenwood Place where it dog-legs back to meet Highgate Road. The two day centres and the included areas of roadway encompass a combined site area of 0.515 hectare.
- 1.6 In addition to the Industrial designation on part of the site, the site is subject to a land use proposal under the LDF's Site Allocations Document (proposal Site 39) which includes both the Highgate and Greenwood day centres and the A&A Storage building. This provides for a mixed use redevelopment with the guideline

uses being replacement D1 community facilities with new flexible employment floor space and housing on appropriate parts of the site.

- 1.7 Other area specific designations affecting the site are an Archaeological Priority Area (Highgate Centre and A&A Storage only) and the Strategic Viewing Corridor for the protected view from Kenwood to St Pauls Cathedral.
- 1.8 The site is not included within any conservation area, the nearest being the Dartmouth Park Conservation Area commencing approximately 50m to the north along Highgate Road. None of the buildings on the site are listed but the Christ Apostolic Church which sits between the Highgate Centre and Greenwood Place south is Grade 2 listed. Directly abutting Greenwood Place south on its southern side is the Forum music and entertainment venue which is also grade 2 listed.
- 1.9 The area generally can be described as mixed in character with large scale office/warehouse buildings of up to 6-storey height continuing northwards from the site on the west side of Highgate Road, but the streetscene and roads leading off of it (commencing with Elsfeld flats and Burghley Road opposite) becoming predominantly residential on the east side of Highgate Road heading north. To the west and north-west are various industrial depot facilities and commercial properties within the Kentish Town Industrial Area including Linton House fronting Highgate Road north of the Highgate Centre, Deane House next to the Greenwood Centre to the north-west and J Murphy and Sons Commercial Yard bounding the Greenwood Centre to the south-west. The four-storey Deane House which adjoins the Greenwood Centre is also Council-owned and although predominantly commercial in use provides accommodation for the Camden Society at ground floor level which operates an employment and training facility for people with learning disabilities.
- 1.10 The site is in a highly accessible location with a PTAL score of 5 in the case of the Greenwood building and 6a for the frontage on Highgate Road, both of which are defined as excellent. A short distance to the south of the site the designated Kentish Town, Town Centre frontage commences and Kentish Town Tube and Overground Stations provide the closest rail connections being approximately 300 metres away. The site is also served by the C2 and 214 buses which stop at the bus stop on Highgate Road immediately in front of the Highgate Centre.

## 2. THE PROPOSAL

### **Background**

- 2.1 The scheme has been led by the Council's Property Services working in close collaboration with Adult Social Care service commissioners and Housing. The proposals form part of the Council's Community Investment Programme (CIP) which seeks to make the best use of the Council's land and property to enable needed investment in its schools, homes and community facilities.
- 2.2 As part of this programme the Council has been looking at the way it provides services for people with learning difficulties, disabilities and mental health problems and engaged in a process of consultation with residents and user groups. A series

of consultation events held in 2011 focused upon an initiative to bring together the services currently being run from various Council run facilities including Raglan House in Kentish Town (dementia), New Shoots on Shoot Up Hill (learning disabilities) and the Highgate Day Centre (mental health conditions).

- 2.3 Following this consultation a range of options were put forward to the Council Cabinet meeting in April 2012 with a recommendation to agree option 3 for the proposed comprehensive development of Greenwood Place (options 1 and 2 being a development at Greenwood Place which included provision for services for older people with dementia currently being run from the Netherwood Centre in Kilburn and the “do nothing” approach).
- 2.4 The proposals for Greenwood Place and the Highgate Centre are in furtherance of the recommended option (Option 3) as adopted at the Council Cabinet meeting of 18<sup>th</sup> April 2012. This was to proceed with a redevelopment of the two sites to provide new and purpose built facilities for the following.
- people with dementia currently using the Raglan Centre
  - people with mental health problems using the Highgate Centre
  - younger people with profound and multiple learning disabilities and autism
  - people with learning disabilities currently using the New Shoots service at Shoot Up Hill who want to continue to use a building based service;
  - a new Centre for Independent Living (CIL) that will be accessible for all Camden disabled people including people with low and moderate needs; and
  - eight affordable rental housing units for people with social care needs within the residential element of the scheme
- 2.5 The proposals go beyond simply re-providing existing facilities but include services that do not currently exist in Camden such as support for younger people with profound and multiple learning disabilities and autism. They also comprise Camden’s first CIL – Centre for Independent Living, which would give people with disabilities a centre for advice, guidance and support, with the latest equipment and technology to help people live more independently. Also to be included are facilities and spaces that can be used by all of the community such as a café or juice bar and meeting rooms for hire, and a new flexible-use space intended as a social enterprise (business with a social aim that re-invests any profit back into the community as well as providing opportunities for training and employment).

#### **Related sites**

- 2.6 In line with the Community Investment Programme’s objective of raising money and improving services or creating housing from the redevelopment or sale of underused Council-owned properties, the proposals include the creation of 34 residential flats for private sale in the redevelopment of the Highgate Centre in order to help fund the new and replacement community facilities. Alongside these would be the provision of 8 social rented affordable rental units. These would be aimed specifically at people with adult social care needs which relates readily with the aims and objectives of the scheme as a whole.
- 2.7 The intended opening date of the new centre is 2015 whereupon the existing services at Shoot Up Hill and the Raglan Centre would cease and their buildings be released for private sale. The sale of these buildings would also help fund the

development costs of the CIL. In this regard an application to establish the principle of the Raglan Centre for change to a higher value use of residential flats is the subject of a related planning application which accompanies the Greenwood proposals on the committee agenda.

### **Proposals summary**

- 2.8 In summary, the application itself consist of a new community resource centre to accommodate the care facilities on the site of Greenwood Place and a residential building comprising 42 residential flats (including the 8 affordable rental units) on the site of the Highgate Centre fronting Highgate Road.
- 2.9 The Greenwood Place building comprises three main floors of accommodation plus a small area of basement providing a combination of dedicated, shared and ancillary spaces for the CIL, mental health, profound and multiple learning disabilities and autistic spectrum condition (PMLD/ASC), users of the current New Shoots facility and persons with dementia. The building is oriented around a pull-in bay/turning head on the west side of Greenwood Place. Three entrances face onto the bay including a public entrance for the CIL and two dedicated entrances for the PMLD/ASC and dementia spaces. A fourth entrance is discretely located to the southern side of the building for the mental health space as requested by service users during consultation.
- 2.10 This part of the development is also designed to include various outside amenity spaces including a fully accessible garden at ground floor level to the rear, a first floor rear terraced garden, and further garden/terraced areas across the flat roof of the building. These ensure that all users have a choice of outside spaces either communal or dedicated for their specific needs.
- 2.11 The proposed residential building on the site of 19-37 Highgate Road steps down from a maximum height of 7-storeys adjacent the Greenwood Place junction to 5-storeys next door to the listed church. Six wheelchair accessible units are located on the ground floor for social rented supported living with a dedicated lift core providing access to 2 further affordable supported living units on the first floor. Two separate cores towards the rear of the building provide access to the 34 market units at first floor and above. At the north west corner of the building is a ground floor commercial unit for flexible A1/A3/B1/D1 (retail/café/office/community) use to accommodate a social enterprise linking in with the activities in the proposed Greenwood building.
- 2.12 Also included as part of the application are a number of works proposed to Greenwood Place. These are designed to make the street approaches to the proposed new Centre more pedestrian friendly and wheelchair accessible, rearrange existing on-street parking and as far as possible to segregate the pedestrian environment from the service requirements of neighbouring industrial sites and The Forum. Part of this aspect of the proposals includes the redesign of the access gates for The Forum's and Murphy's service yards and the pedestrianisation of part of the middle section of Greenwood Place.

### **Shadow Section 106 Agreement**

- 2.13 The Recommendation at the end of this report is based on certain planning requirements (“Heads of Term”) being secured in the event of approval. These Heads of Terms would usually be incorporated in a Section 106 Agreement. However in this case the applicant is the Council and as a matter of law the Council cannot enter into a Section 106 Agreement with itself.
- 2.14 Nevertheless it is still imperative that this application is dealt with in a way that is consistent with the way the Council would deal with non-Council applications. Therefore the Heads of Term will be embodied in a “Shadow Section 106 Agreement”. This will be in the same form as a “standard” Section 106 agreement, incorporating the “usual” legal clauses and negotiated by separate lawyers within the Borough Solicitors Department representing the interests of the Council as landowner/ applicant and the Council as regulatory planning authority.
- 2.15 The Shadow Section 106 will inter alia include a provision requiring (i) that in the event of any disposal of the relevant land the Shadow Section 106 Terms will be included in the terms of the sale transfer and (ii) the purchaser will be formally required to enter into the Shadow Section 106 as owner of the land at the point of acquisition (and hence its terms will thereafter bind the site).
- 2.16 As an additional safeguard some or all of the Heads of Term of the Shadow Section 106 will be duplicated as conditions on the planning permission.
- 2.17 Once the Shadow Section 106 Agreement has been finalised the Director (or relevant Assistant Director) of the applicant department (in this case Property Services/ Adult Social Care) will sign a letter formally undertaking on behalf of the department that its provisions will be complied with in the build out of the development and its subsequent operation.
- 2.18 The Shadow Section 106 Agreement and the Director/ Assistant Director’s Undertaking of Compliance will be noted on the Planning Register (so the agreement is put on the record in the same way as a “standard” Section 106 Agreement) and compliance with the Shadow Section 106 will be tracked and monitored by the Planning Obligations Monitoring Officers in Development Management in the same way as a “standard” Section 106.

### **Revision[s]**

- 2.19 The following revisions were received during the course of the application in response to officer advice:
- Addendum Noise Impact Assessment by REC Acoustics dated 29.11.2013
  - Transport Assessment Addendum by Campbell Reith dated November 2013 – containing revised trip generation information requested by officers
  - Revised travel plan dated November 2013 to reflect officer advice given during the course of the application
  - Revised roof plans (PL114 rev A and PL116 rev A) showing a biodiverse green roof underlying the solar panels)
  - Revised cycle parking arrangements for the Community Centre (PL262 rev A and PL160 rev A)

### 3. RELEVANT HISTORY

#### Greenwood Centre (25-37 Greenwood Place)

- 3.1 Change of use of part of ground-floor of industrial training centre to toy store and training centre. Granted 29/01/1987 (8602038).
- 3.2 Change of use of part of Day Centre to a temporary winter shelter for homeless women. Granted 30/11/1995 (9501744) until 15/04/1996
- 3.3 Renewal of limited period permission for continued use as temporary hostel accommodation for homeless families. Granted 14/06/1996 (P96000515) until 01/12/1996
- 3.4 Renewal of limited period permission for continued use as alternating temporary winter shelter for homeless women and hostel accommodation for homeless families awaiting rehousing, for a further 3 years. Granted 15/11/1996 (P9602777) until 01/12/1999
- 3.5 Renewal of limited period permission for continued use as a winter shelter for homeless persons and hostel accommodation for asylum seekers. Granted 24/01/2000 (PE9900988) until 01/02/2003
- 3.6 Renewal of limited period permission to continue use as a hostel for homeless persons. (Incorporating internal alterations to provide additional kitchen, offices and other communal spaces.) Granted 10/03/2003 (PEX0300014) until 1st June 2007, at which time the premises shall revert to their former lawful use which is a training centre (Class D1)

#### Highgate Centre (19-37 Highgate Road)

- 3.7 Insertion of new window in northern flank wall in association with a new counselling room to the existing day centre. Granted 18/03/2004 (2004/0456/P)

### 4. CONSULTATIONS

*[Officer responses to the various points raised in consultation are contained within the relevant section(s) of the report assessment that follows or are stated in italics where required below]*

#### **Statutory Consultees**

- 4.1 English Heritage – Have confirmed that the application should be determined by the Council in accordance with national and local policy guidance.
- 4.2 English Heritage GLAAS – Agree with the MOLAS assessment submitted with the application that trial trenching be undertaken following demolition of existing buildings and to require further investigation should significant archaeological remains be found. A two-stage condition should be attached to require firstly



evaluation to clarify the nature and extent of surviving remains followed, if necessary by a full investigation.

- 4.3 Thames Water – No objection but advise that the existing wastewater infrastructure would be unable to cope with an increase in combined flow from this site and in particular surface water flows. The preferred option is for all surface water to be disposed of on site using SUDs principles unless there are practical reasons for not doing so. The aim should be to achieve Greenfield run off through incorporating rainwater harvesting and sustainable drainage. Any piling should be undertaken only if a piling method statement is first approved in consultation with Thames Water and a condition should be imposed to such effect. Various informatives are requested in regard to good practice in managing waste water drainage discharges and minimum water pressure to be taken into account at design stage.

### **Conservation Area Advisory Committee**

- 4.4 N/A

### **Local Groups**

4.5 **Kentish Town Neighbourhood Forum –object**

- Insufficient provision of affordable housing to meet policy requirements
- Prejudice to the Kentish Town Industrial Area due to residential use bordering the industrial uses. It is noted that an application has recently been refused for a residential extension above offices in the KT Industrial Area (Linton House) on these very grounds.
- The LDF Site Allocation document makes clear that new development should not result in the introduction of inappropriate or conflicting uses to jeopardise existing or new businesses in the designated area. The proposed new CIL will be such a conflicting use, particularly regarding the adjacent Murphy & Sons construction yard and A&A Storage building in its provision of external amenity spaces. Quality and tranquillity of such spaces is a key factor in the well being of people, particularly those who's needs will be served by the Centre (reference made to article about importance of outside space for people with dementia).
- Noise studies were carried out for limited periods only which may not have been representative of existing or potential noise generating uses in the surrounding area
- The proposed new Centre would potentially be even more conflicting than residential use since the users would be present during daytime business hours whereas residential occupiers are more likely to be away from their homes at this time.
- The existing D1 use for the site predates the designation of the Industrial Area. Common sense would dictate that any future application should reflect this designation, while instead the application is to build a very different building for a different range of uses and users from the current Camden Society occupier.
- The piece meal approach to development excluding the AA Storage site fails to maximise the potential of the site as a whole and conflicts with the Site Allocations Document objectives

- Consultation carried out prior to the application failed to address the principle of the proposed use types –in particular there has been a lack of transparency as to why Greenwood Place was selected over other potential choices to provide the new facility.

#### 4.6 **Evangelist Road Residents Association – object**

- Scale of Highgate Road building is overbearing being out of keeping with existing buildings being yet another storey higher than Linton House. This also negatively affects the streetscape view in relation to the adjacent listed church.
- Loss of a green space and failure to provide any landscaping to Highgate Road which desperately needs it
- The design does not reflect the existing Victorian style of buildings in the area. This is a missed opportunity to create an architecturally interesting building.
- Does not do enough to address the need for social housing the sale of units to private buyers helps no one except the Council itself
- Additional traffic generation from both residents and those visiting or working at the Centre. The surrounding streets cannot take any more cars
- Restaurant/café space is not needed as there is already enough in the area

#### 4.7 **Winvisible (women with visible and invisible disabilities) – cannot support or object until answers are given to the following questions (these comments relate to both the Greenwood and related Raglan House applications):**

- Will there be low rent space available in the new building for unfunded and grassroots groups (some now rely on such arrangement for their meeting space at Greenwood Place)?
- Will groups end up unsupported by Camden and have to fundraise from charities, donations and selling things as has happened to other groups threatened with closure of their centres?
- How much will users of the CIL be charged for its services and how will this be decided?
- What contracts will care staff at the new Centre be on –e.g. living wage or zero hour?
- Why are private flats being built when the need is for affordable?
- Why is a community centre being placed upon an industrial estate and why hidden behind a block of flats?
- How are users expected to access the CIL when Kentish Town stations are not accessible?
- How much disability parking will be provided for staff and users and what will be the related impacts on people living in nearby roads?

*[Many of the above points concern service related and other non-planning issues which cannot be taken into account in the assessment of the application. However, for Members' information these same questions have previously been set out in an open letter to the Camden New Journal (CNJ 7<sup>th</sup> November 2013) from this group and others to which Councillor Callaghan posted a reply in her capacity as Cabinet Member for Adult Social Care and Health. In this response Cllr Callaghan stated it was Camden's ambition that "many of the services and facilities the CIL provides, such as advice, advocacy, the café and some meeting spaces, will be free for people to access. Where there is a charge for facilities we expect these to be*

*affordable and set at a level that encourages people to use them and maximise the benefit for the community.”]*

### **Adjoining Occupiers and other residents**

	<b>Original</b>
<i>Number of letters sent</i>	211
<i>Total number of responses received</i>	13
<i>Number in support</i>	1
<i>Number of objections</i>	12

4.8 Consultation was carried out by letter to adjoining occupiers and site notices on Highgate Road and Greenwood Place. The site notices were posted on the 09.10.2013 giving a three week period for representations until 30.10.2013. A press notice was also displayed in the Ham & High giving a 3 week period until 07.11.2013.

#### *Applicant's own consultation*

4.9 The applicant has also organised their own programme of consultation prior to the application being submitted. Following the decision by the Council's Cabinet in April 2012 to proceed with proposals for a new community resource centre at Greenwood Place, the Council has continued its discussion with service users, carers and community organisations about the design of the new building and new services that may be offered. Over 380 people attended events and meetings to discuss how the building should be designed.

4.10 The engagement included a series of 6 'Citizens Jury' events, the jurors in this case being service users and carers who were given the opportunity to look at the designs and ask questions of the architects and other advisers in an independent setting. It is understood from the applicant that the majority of the recommendations of the Citizens Jury have been considered for the Greenwood project and the building's design.

4.11 Consultation continued into the pre-application process with a Development Management Forum being held on 9th May 2013 attended by approximately 40 members of the public.

4.12 In response to the consultation on this planning application, a total of 13 replies were received from surrounding residents. These were from occupiers of the following addresses:- 12 Tally Ho Apartments, 80 Burghley Road, 45 Lady Somerset Road flat 2, Elsfeld flat 20 42 Highgate Road, 1 Evangelist Road flat 3, 3 Evangelist Road, 6 Evangelist Road, 7 Burghley Road, 7a Burghley Road, 91 Dartmouth Park Hill flat 6, 64 Highgate Road, 34 Kelly Street, 30 Lady Somerset Rd.

4.13 **The following points were raised in objection:**

#### Height/bulk/design

- Sense of enclosure, overshadowing and increased urban feel to Highgate Road/ also affecting adjoining roads (i.e. Burghley Road)

- The height and design of the buildings will dominate surrounding buildings including the adjacent listed church
- Building line too close to edge of pavement increasing sense of enclosure/claustrophobic effect

#### Transport and parking

- Increased traffic and parking pressures from the new day centre use
- Housing development next to the industrial area will undermine the future functioning of this area for continued industrial use and will make it difficult to resist future housing proposals further affecting this area
- The development should be car-free unless on-site parking is provided
- Added pressure on already strained public transport

#### Amenity

- Overlooking, loss of daylight, sunlight and outlook to the existing block of flats on the opposite side of Highgate Road

#### Community and local services

- Strain on the local community and its existing services from the increased population
- Contributions should be made toward provision of education facilities and open space in the area
- Loss of the Highgate Day Centre Community, a centre of excellence would not be compensated for by the so-called benefits of the new centre

#### Other

- Inadequate consultation (1 resident saying they had not heard anything between the public exhibition and the submission of the application despite asking to be kept informed)

#### 4.14 **In support one respondee commented that:**

- The proposal will make better use of the sites than present although unfortunate that AA Storage site could not be included

#### 4.15 **Mama & Company (owners of The Forum)** - In addition to the above responses a letter of objection was received from the owners of The Forum, which is summarised as follows:

##### Vehicular and pedestrian access

- Provision for vehicular and pedestrian access to the Forum within the proposals is inadequate, especially as this will give rise to added pressures and increased conflict with the Forum's existing servicing requirements and its customers who queue along Greenwood Place South
- The existing parking bays in Greenwood Place south should be removed in their entirety to maintain clear access rather than relocated further along that road as is proposed
- Currently unclear whether the pavement width would need to be adjusted to allow wheelchair access. If so this would further restrict the width of this narrow road to the detriment of servicing ability
- Increased street lighting should be provided to Greenwood Place South
- No proper account has been taken of the parking needs of the day centre catering specifically for individuals with disabilities and numbers of staff who will

rise from 11 persons to 68; concern that increased parking pressures might encroach upon the Forum's own private car parking

- The nearest tube/overground station (Kentish Town) does not facilitate disabled access which will further encourage use of private transport
- Conflict between pedestrians accessing the site via Greenwood Place South and the large queues that often form for the Forum's popular events
- The plans currently do not make sufficiently clear the revised position of the Forum's service gates to enable ease of access from Greenwood Place South. This should be secured by condition.
- No lorries involved during the construction period should be permitted to park in Greenwood Place south. A clearway must be maintained at all times for emergency exit from the premises
- The various works to the highways/public realm will also have the potential to impact upon/inconvenience the Forum's customers, particularly while queuing
- The developer should be required to consult with The Forum in respect of the construction and site management plan to manage impacts on the Forum and its customers.

#### Noise and disturbance

- Noise assessment submitted with the application is inadequate and would risk approval of the development without adequate noise mitigation. This would be likely to lead to future complaints from residents which could have serious consequences for the future operation of the Forum
- It is unrealistic to assume that residents will not open windows and rely on mechanical ventilation and as a result will be impacted on by noise from the Forum.
- The windows in the flank wall elevation facing the Forum would further expose the proposed flats to noise with risk of future complaint
- The Forum has a licensed capacity of 2,350 and to operate until 2am Monday to Saturday and midnight Sunday. The license extends until 6am for up to six events per year. Whilst the Forum works closely with local residents' groups it still receives a certain number of complaints and these may well increase as more residents move into the area.
- The methodology adopted by the applicant for assessing the noise impact is flawed; the noise measurements only extend between the hours of 21:30 and 23:00 which is not a sufficiently broad time frame given the Forum's licensed hours
- Background noise levels cannot be accurately measured by taking readings for periods of only 1 hour during the day and 5 minutes at night. The position of the microphone should have been changed during the course of the assessment
- The Forum should be consulted on any revised noise assessment and be given the opportunity to instruct an independent noise consultant.

## 5. POLICIES

- 5.1 Set out below are the LDF policies that the proposals have primarily been assessed against. However it should be noted that recommendations are based on assessment of the proposals against the development plan taken as a whole

together with other material considerations.

### **LDF Core Strategy and Development Policies adopted 8<sup>th</sup> November 2010**

CS1 Distribution of growth

CS4 Areas of more limited change

CS5 Managing the impact of growth and development

CS6 Providing quality homes

CS7 Promoting Camden's centres and shops

CS8 Promoting a successful and inclusive Camden economy

CS10 Supporting community facilities and services

CS11 Promoting sustainable and efficient travel

CS13 Tackling climate change through promoting higher environmental standards

CS14 Promoting high quality places and conserving our heritage

CS15 Protecting and improving our parks and open spaces and encouraging biodiversity

CS16 Improving Camden's health and well-being

CS17 Making Camden a safer place

CS18 Dealing with waste and encouraging recycling

CS19 Delivering and monitoring the Core Strategy

DP1 Mixed use development

DP2 Making full use of Camden's capacity for housing

DP3 Contributions to the supply of affordable housing

DP5 Homes of different sizes

DP6 Lifetime homes and wheelchair housing

DP12 Managing impact of food and drink uses

DP13 Employment premises and sites

DP15 Community and leisure uses

DP16 Transport implications of development

DP17 Walking, cycling and public transport

DP18 Parking standards and limiting the availability of car parking

DP19 Managing the impact of parking

DP20 Movement of goods and materials

DP21 Development connecting to the highway network

DP22 Promoting sustainable design and construction

DP23 Water

DP24 Securing high quality design

DP25 Conserving Camden's heritage

DP26 Managing the impact of development on occupiers and neighbours

DP27 Basements and lightwells

DP28 Noise and vibration

DP29 Improving access

DP30 Shopfronts

DP31 Provision of, and improvements to, public open space and outdoor sport and recreation facilities

DP32 Air quality and Camden's clear zone

### **5.2 LDF Site Allocations Document adopted September 2013 (proposal Site 39)**

### **5.3 Supplementary Planning Policies Camden Planning Guidance (CPG)**

- CPG 1 Design 2103
- CPG 2 Housing 2013
- CPG3 Sustainability 2013
- CPG4 Basements and Lightwells
- CPG5 Town Centres, Retail and Employment
- CPG 6 Amenity 2011
- CPG 7 Transport 2011
- CPG 8 Planning obligations 2011

#### 5.4 **Kentish Town Place Plan, February 2012**

#### 5.5 **London Plan July 2011**

#### 5.6 **National Planning Policy Framework**

On 27<sup>th</sup> March 2012 the Government published the National Planning Policy Framework (NPPF). The policies contained in the NPPF are material considerations which should be taken into account (from 27<sup>th</sup> March 2012) in determining planning applications. The NPPF replaces a number of national planning policy documents (listed at Annex 3 of the NPPF).

### **6. ASSESSMENT**

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

- Land use policies, mix of uses and protecting the Kentish Town Industrial Area
- Protecting community uses and quality of new provision
- Provision of homes and affordable housing, unit mix and quality of accommodation
- Noise issues and occupier amenity
- Design, height, bulk and massing and impacts on existing heritage assets (including the adjacent listed church)
- Landscape and open space
- Transport and access
- Impacts on neighbours (including parking pressures)
- Sustainability and energy
- Basement impact
- Contaminated land

- Archaeology
- Shadow S106 and CIL

### Land use

- 6.2 The key land use policies to be taken into consideration are CS10 and DP15 which protect existing community uses and encourage the provision of new and improved facilities; CS8 and DP13 which are concerned with Camden's economy and protecting existing industrial and business uses; and CS6 and DP2 which seek to make full use of Camden's capacity for housing.
- 6.3 Kentish Town is one of the nine place shaping areas along with Kings Cross, Euston, Camden Town, Gospel Oak, St Giles to Holborn, Swiss Cottage, West Hampstead and Kilburn where 'Place Plans' have either been prepared or are in preparation, and which are considered to be the areas of greatest opportunity for investment. The intention of the Council's Community Investment Programme (as stated at para 2.2 of the December 2010 Cabinet Report) is to lead to very real improvements in the environment of each of these places as well as a contribution to providing improved services, facilities, more affordable housing and housing. Exploring opportunities to make more effective use of Council owned land is identified as a central part of this process.
- 6.4 The currently run down and partly vacant single storey buildings of the Greenwood and Highgate Centres afford a rare opportunity in the Borough to provide highly accessible community facilities in a purpose built, multi-functioning new building. The fact that the Greenwood Centre is located within a designated industrial estate raises particular policy issues, and rules out the principle of a permanent residential use in any redevelopment of this part of the site. The Highgate Centre which falls outside of this designation is less constrained. However the redevelopment of both needs to bear in mind the proximity to neighbouring industrial uses, including that of A&A Storage which sits in between.
- 6.5 All this has been acknowledged in Camden's adopted Site Allocations Plan which includes all three buildings as a single site proposal (Site 39) for "*redevelopment of the site for mixed uses, including replacement D1 community facilities, new flexible employment floor space and housing on appropriate parts of the site*". It would stand to follow that appropriate parts of the site for residential would more likely be outside of the designated industrial area (i.e. on the site of the Highgate Centre) and where designed so as to be compatible with the existing and potential uses of the industrial area. However the site proposal does identify potential to optimise the site for new housing which could include higher density development.
- 6.6 Ideally the opportunity would be taken to include the A&A Storage building within a comprehensive redevelopment for a mixed use scheme including community and industrial use. However, the Council, unfortunately, does not own the A&A Storage Building and therefore has no control over this being brought forward as part of any comprehensive redevelopment package. The site allocations proposal is intentionally worded as guidance and not to be prescriptive so as to make



allowance for different land ownerships to be developed separately if needs be. The document makes clear that *“D1 and employment uses will be safeguarded and new provision would be supported in this location (which) may also offer opportunities to provide replacement floorspace displaced from other sites that may emerge through the Community Investment Programme”*.

- 6.7 It has been questioned during consultation on the application, whether the expansion of community uses on this site is appropriate in view of its predominantly industrial nature and surroundings. The same objectors also raised this issue during consultation on the draft Site Allocations Document. In responding to these comments the Council noted that notwithstanding the industrial area designation, the site is already in community use (D1) which is protected through policies (CS10 and DP15) and the same policies support new community uses. The Council’s approach was endorsed by the CLG Inspector appointed to report on the examination into the Site Allocations Plan.
- 6.8 Reference has also been made to a recent refusal of residential use for a proposed additional floor to Linton House (planning ref. 2013/3494/P currently at appeal) due to its potential conflict with the protected Industrial Area. Whilst the application site in this instance fronts onto Highgate Road as does the Highgate Centre, the subject site is located within the Kentish Town Industrial Area where residential use is not supported by policy. This contrasts with the residential development proposed for the Highgate Centre site, which is located outside of the designated industrial area and anticipated for future residential development within the Council’s adopted Site Allocations DPD. In addition, the proposed residential units would be accessed directly off Highgate Road (and not from within the industrial area as proposed under the refused residential scheme) so as not to undermine the employment functionality of the industry area.
- 6.9 The form of development proposing expanded community facilities on the site of the Greenwood Centre and predominantly residential development on the site of the Highgate Centre, provided it is designed so as not to prejudice the existing or future business operations of A&A Storage and other neighbouring industrial sites, is therefore considered acceptable in principle.

### **Proposed Community Facilities**

- 6.10 Policy DP15 of the Council’s Development Policies and CS10 of the Core Strategy work in conjunction with one another to ensure a range of community facilities are provided to support Camden’s growing population and that a range of suitable premises are provided. DP15 in specific seeks to protect existing community facilities by resisting their loss unless a replacement facility is provided that meets the needs of the local population.
- 6.11 The proposed new multi-function community resource and Centre for Independent Living (CIL) is expected to open in 2015. It is intended partly as a replacement for existing facilities within the Borough and partly as a completely new amenity. The primary issue for this application in relation to the community provision is whether the building has been designed successfully to provide a long term solution for the needs of its users; is accessible and readily legible, and at the same time will

enable the resource to co-exist with the adjacent industrial uses without prejudice to either.

- 6.12 The Council's intentions for the related sites, namely Raglan House and New Shoots centres, is a matter to be considered in separate applications (the related application for Raglan House has already been submitted and accompanies this one on the same agenda). Nevertheless the decision to pursue a scheme that combines the facilities provided by Raglan House and New Shoots along with those of the Highgate Centre, into a new building on Greenwood Place has been the subject of extensive consultation with service users (see paragraphs 4.5-4.6 above). This has ensured that all the functions currently provided in the 3 facilities are re-provided in their entirety as well as there being an increased range in facilities offered and numbers of service users catered for. In pure floorspace terms the combined facilities of Raglan House, New Shoots and the Highgate Day Centre totalling 1,890sqm would be replaced by 3,228sqm community floorspace in the new centre.
- 6.13 Individually, this would have the following implications for each of the existing services:-

**Raglan House:** The current building has a floor area of 500sqm including kitchen and staff areas and provides a dementia day service. The service would be relocated to the new centre at Greenwood Place with its own dedicated space and separate entrance. The dedicated space would be 306sqm and there would be access to 1,616sqm of shared CIL space, kitchen and staff areas. The level of service and capacity for 25 people catered for per day is not intended to change, although the new building will allow for an improved environment and the potential to develop the service in future. The CIL will also enable people in earlier stages of dementia (including younger adults) to benefit by offering information and support. A further benefit is that the proposal will enable the dementia service to be located on one floor making it safer and easier for people to move around freely – something which came out of the consultation process as being particularly important.

**New Shoots:** The current building has a floor area of 595sqm including kitchen and staff areas and provides a learning disability day service. The proposed dedicated space in the new centre would be 154sqm and there would be access to 1,616sqm of shared CIL space, kitchen and staff areas. The capacity for 45 existing service users with a maximum of 30 on each day would continue. The wider facilities of the centre would offer service users a chance to increase independence through access to more educational and training support as well as increased social and leisure activities. Specialist facilities would be available for people with multiple disabilities. In addition new services are proposed for younger people with profound and multiple learning disabilities and autism who could not so readily be catered for at Shoot Up Hill.

**Highgate Day Centre:** The current building has a floor area of 795sqm including staff areas and provides mental health services. The proposed dedicated space in the new centre would be 373sqm having its own separate entrance. There would in addition be access to 1,616sqm of shared CIL space, kitchen and staff areas. The

recovery-focused services would continue in the new centre benefiting from new facilities and opportunities for training, adult education, supported employment and leisure activities.

### **Additional and shared facilities**

- 6.14 The proposed new building comprises three main floors of accommodation plus a small area of basement providing a combination of dedicated, shared and ancillary spaces for the CIL, mental health, profound and multiple learning disabilities and autistic spectrum condition (PMLD/ASC), users of the current New Shoots facility and persons with dementia.
- 6.15 All the services to be accommodated would benefit from modern, purpose-built flexible facilities that can provide high levels of accessibility. The shared facilities would include Camden's first ever CIL providing specialist advice and support and opportunities to learn about the latest equipment and technology to help people live more independently. Additional advantages to be gained from the new multi-purpose facility would include:-
- Greater choice of services and activities, including fully equipped art room, music room and IT room forming part of the CIL/shared accommodation
  - Longer opening hours to include evenings and weekends
  - More advice and support focusing on training and employment
  - Chances for social enterprise involved in delivering some of the services such as catering and gardening
  - Bookable activity space, including events run by external organisations
  - Location close to Kentish Town Centre and good transport connections offering opportunities to engage in local community life

### **Internal layout**

- 6.16 The internal organisation of the building has been thoughtfully designed to accommodate the needs of all service users and achieve a balance between dedicated and shared spaces. It includes various features for the convenience and comfort of users in response to consultation with users and carers such as a 'Changing Places' WC accessible from outside via the use of a radar key, and ample storage for buggies and mobility scooters.
- 6.17 In terms of accessibility, the internal spaces have been designed in close liaison with service users and the Council's Access Officer of its Building Control Service. The facilities being provided are intended to far exceed the requirements of Document M that would apply to public buildings generally and would include such features as:
- One or more Changing Places standard WC cubicle including shower and changing facilities on each level (5 in total)
  - Wheelchair accessible WCs with added features to suit particular needs
  - Male and female cubicles for ambulant disabled for public use
  - Accessible shower facility on top of the Changing Paces facilities
  - Extra-spacious reception with dedicated space for wheelchair users
  - Induction loops and similar equipment for persons with sensory disabilities
  - Spacious lifts to accommodate at least 2 wheelchair users and carers

- Differentiation of each building level through use of colours –to be decided on with users as the detailed design of the building develops.

### **External areas**

- 6.18 Externally, the centre and its various entrances are designed to be readily legible to meet user requirements, including a more discretely located entrance to the side of the building for mental health users as requested in consultation. The building is oriented around an arrival court for ease of access, covered by a canopy to ensure users are protected from the elements when alighting from vehicles. The public realm around the building and the approaches along Greenwood Place have been redesigned and improved to allow better transport access and pedestrian accessibility for the new facilities. These aspects are assessed in greater detail in the Transport and Access section of the report below.
- 6.19 Every opportunity has been taken to utilise external spaces for outdoor amenity, including use of the roof areas. There is a fully accessible garden at ground floor level to the rear, a first floor rear terraced garden, and further garden/terraced areas across the flat roof of the building. These ensure that all users have a choice of outside spaces either communal or dedicated to their specific needs. These amenity spaces are intended to be used in assisting the various therapies on offer at the centre; provide opportunities for social enterprise in the course of their upkeep and potential food growing initiatives and would serve to enrich the overall experience provided to service users generally.

### **Camden Society and other services**

- 6.20 There are some existing services currently run from Greenwood Place which are not intended to be directly reprovided in the proposed facility. These services, commissioned by the Council's Adult Social Care service comprise:
- Mail-Out, a social enterprise managed by the Camden Society providing employment and training to people with learning disabilities;
  - Choices, a day service for older adults with learning disabilities, which is also managed by the Camden Society, and;
  - Camden People First, an independent self-advocacy project for local people with learning disabilities.
- 6.21 Mail-Out is located on the ground floor of Deane House and there is therefore no impact on future functioning of this from the re-development of Greenwood Centre. The accommodation is to be extensively refurbished and upgraded for the Camden Society to continue to develop its social enterprise. Planning permission is being sought separately for changes to the fenestration at the front and rear of the building (planning ref. 2013/7187/P). There is scope for Mail Out to work with the CIL and the PMLD services in the new Greenwood Centre. As a social enterprise there is the potential for referrals to Mail Out of people who would benefit from the training and work placement opportunities available.
- 6.22 Choices provides support to a total of 14 service users with up to 6 attending on any one day. The service will be moved into other Council owned community centres until a permanent location can be provided prior to the opening of the new resource centre with the potential to co-locate in generic resource centres for older people continuing to be reviewed.

- 6.23 Camden People First provides Peer Advocacy support to local people with learning disabilities. It has a membership of approximately 60 people and provides a valuable means of enabling local disabled people to gain support and voice concerns. The space requirement is for office space and a separate meeting space. Alternative interim premises for Camden People First are being sought in other council owned community centres.
- 6.24 Camden property services and Adult Social Care has committed to finding alternative premises for all of these commissioned services. The council is also working with Camden Society to help them find interim locations for other activities it undertakes from these premises. The society undertakes a wide variety of activities working with groups and using staff on an adhoc basis to make them happen. It occupies the Greenwood premises rent free under licence and without a lease, but could find alternative premises elsewhere in community centres. For example the Council has helped facilitate discussions with Castlehaven Community Centre over accommodating some groups.
- 6.25 Also, the additional resource space and facilities at the new centre means that there is a range of bookable space for the Camden Society and other user groups operating in Camden. These spaces can be used cheaply and efficiently throughout the day, being achieved through good scheduling.
- 6.26 The proposals for Greenwood Place provide a rare opportunity in the Borough to bring about new and improved community facilities for the far reaching benefit of many of Camden's residents. The relevant council departments have been in continuous dialogue with The Camden Society and Camden People First to achieve the re-location of all the current Council-commissioned services run from the existing Greenwood building in a timely manner. It is considered appropriate and in line with condition DP15 that a condition be attached to any grant of permission to ensure that this process can continue.

#### **Industrial context**

- 6.27 With appropriate mitigation measures in place the external noise environment from the surrounding industrial uses is not considered to raise any undue conflicts between the proposed use and its industrial neighbours. It is relevant to note that the Greenwood Centre is a 'day centre' and therefore less sensitive to noise nuisance than a residential development. On this basis a noise impact assessment was submitted with the application and finds that noise levels generated by the most likely noise generating sources of J Murphy and Sons Limited Commercial Yard and the railway beyond that can be controlled to satisfactory levels. Recommended mitigation measures would include the provision of 1.5 metre solid balustrades to the above ground level amenity spaces in order to achieve the required external criteria levels set by World Health Organisation guidelines for Community Uses. This meets with the satisfaction of the Council's own Environmental Health Officers.
- 6.28 The redesigned public realm would allow better transport access for the site, which in turn would also benefit the existing industrial uses accessed via Greenwood Place. Such improvements entail better demarcation between the vehicular and

pedestrian environment; the removal and relocation of parking spaces; pavement widening on the north side of the carriageway of Greenwood Place North with corresponding realignment of the carriageway opposite to maintain equivalent vehicular access.

- 6.29 Part of the public realm works involve the pedestrianisation of the middle section of Greenwood Place which would mean that vehicles serving the Forum and J Murphy and Sons Commercial Yard can only access these uses via Greenwood Place South. With the improvements proposed to the highway of Greenwood Place South and realigned entrance gates to both the Forum and J Murphy also included as part of the proposals, the ease of access for these neighbouring uses should also be enhanced.
- 6.30 The detailed transport and accessibility related aspects of these highway proposals, along with relevant issues raised by the Forum in their submitted objections to the application, are assessed further on in the Transport and Access section of this report. However in terms of the building's location and its relationship to its neighbouring uses, the new facility in occupying a site already established in community use and with accompanying enhancements to the road layout and accessibility generally, is considered readily capable of assimilating into its existing context without conflict with the neighbouring commercial uses and will provide a well thought out and fully equipped environment to help improve the quality of life of many of Camden's residents.

### **Housing and affordable housing**

#### **Viability and affordable housing**

- 6.31 The housing element of this application has been included as a way of investing in the existing community of Kentish Town through the provision of much needed housing and affordable housing; and as a means of funding the proposed Greenwood Centre development. Both of the above accord with the principles of Camden's Community Investment Programme (CIP) and the related objectives for the Kentish Town place shaping area.
- 6.32 The residential scheme proposes 42 units of which 34 are for private sale and 8 are for supported needs social rent. The affordable component at 16.7% by floorspace falls significantly below the 50% affordable housing target as would be required by the LDF's policy DP3. However this provision has been devised in consideration of the financial circumstances of the overall scheme.
- 6.33 Without the financial returns generated by the housing element of the development, the Greenwood Centre CIL and much of the other new facilities will not be made possible. In order to provide the justification required by Camden's LDF policies, particularly relating to affordable housing provision, the application has been required to provide a financial justification. A viability assessment report has been submitted by Lambert Smith Hampton (LSH) and in line with required procedure has been subject to an independent appraisal by BPS Surveyors.
- 6.34 The overall funding requirement for the Greenwood Centre CIL has been calculated as £8.97m based on the projected development costs. Three main sources of

funding are intended for the CIL, namely the returns generated by the redevelopment of the Highgate Centre plus a sum estimated at £2.365 - £2.48m to be derived from the sale of Raglan House and the Shoot-up-Hill site. A secondary source of funding estimated as “additional Council funding” of £2m is assumed to come from a long standing obligation under the UCLH Section 106 Agreement (originally completed in 2004) to provide a CIL or equivalent financial contribution. A variation to the UCLH S106 legal agreement would need to be approved by the Development Control Committee in order for a financial contribution to be applied to the Greenwood site and the final sum would depend upon agreeing equivalent build costs.

- 6.35 For the Highgate Centre site its effective benchmark is the forecasted £5m required to be achieved towards funding the balance for the Greenwood CIL. No allowance has been made within the calculations for developer profit but an expected surplus of £395,000 - £510,000 generated from the above figures could be viewed as a contingency.
- 6.36 Overall, BPS say that they concur with LSH’s conclusions although they have identified discrepancies (these mainly being an overstating of construction costs in the appraisal by £250k and double counting of design fees of £500k) which would add up potentially to a £500k-£1m surplus rather than £395-£510k as anticipated by LSH. However, taking into account that the only other allowance for contingency is a 5% margin on project cost with no assumption added for developer profit, the scheme can be considered marginal if it is to generate the target £5m residual value. A further relevant consideration is the margin of uncertainty currently attached to the £2m intended to come from the UCLH S106 agreement. It is therefore concluded in the light of the above, that the scheme cannot realistically provide additional affordable housing at the assumed values (with which BPS also concur) without potentially putting the overall project at risk.
- 6.37 In line with the current policy approach it is considered appropriate to secure a subsequent viability review at the point of sale of 50% of the residential units so that if the viability of the scheme has improved, a deferred payment of up to the full policy compliant equivalent be made to the Council’s affordable housing fund, in respect of the affordable housing that could otherwise have been provided as part of the development. The full payment would be calculated according to the methodology set out in the Camden Planning Guidance CPG8 (planning obligations):

GEA = 3945m<sup>2</sup>

Affordable Housing target = 39% (applying sliding scale to GEA)

Affordable Housing target on site = 1556m<sup>2</sup> (3945 X 0.3945)

Less affordable housing provided on site = 659m<sup>2</sup> (GEA pro-rata)

Balance of affordable housing required = 897m<sup>2</sup>

Payment-in-lieu per m<sup>2</sup> of non on-site provision = £2,650 (as per CPG8)

**Required contribution of £2,377,050 (£2650 x 897m<sup>2</sup>)**

- 6.38 Appropriate conditions and a shadow S106 obligation would be required to secure both the affordable housing and a deferred payment, subject to which it is

considered that the amount of affordable housing proposed in the development can be accepted in principle.

### **Housing Density**

- 6.39 The proposed residential building and its 42 flats equates to a site density of 910 habitable rooms per hectare, taking into account the 0.515 ha area of the Highgate Centre part of the site only.
- 6.40 In order to make the most efficient use of land and meet the objectives of policies CS1 and CS6, higher density development is encouraged in appropriately accessible locations and there is an expectation that densities will be towards the higher end of the density ranges set out in the London Plan. The emphasis on higher density development is reinforced by policy DP2 (Making full use of Camden's capacity for housing) of the LDF Development Policies, but should at all times be subject to other policies such as those protecting resident and neighbour amenity and securing the height, bulk and massing appropriate to an area in terms of good design.
- 6.41 Policy 3.4 of the London Plan (July 2011) requires that development should optimise housing output for different types of locations within the relevant density ranges shown in Table 3.2 and states that "the form of housing output should be determined primarily by an assessment of housing requirements and not by assumptions as to the built form of the development". The Highgate Centre part of the application site has a PTAL rating of 6a "excellent" and is located just outside of the Kentish Town designated Town Centre and approximately 300 metres walking distance from Kentish Town rail and tube stations. The London Plan would seek for densities in the range of 200-700 hr/ha in such "urban" locations as this and the proposed density in this case would therefore align more within the 650-1100 hr/ha range sought for "central" areas defined as within 800 metres walking distance of an International, Metropolitan or Major centre.
- 6.42 London plan policy 3.4 sets out a range of considerations for assessing whether proposals would optimise the site: including local context, design and transport capacity as well as social infrastructure, open space and play space. Although the site is in an area of more limited change (CS4) the proposed development is well within reach of the various amenities of Kentish Town District Centre a few minutes walking distance to the south. The site is within an area identified on the Map referred to in the Core Strategy policy CS15 as being deficient in public open space, however the site is not of a size and nature that would enable the incorporation of any meaningful area of ground-level communal play space. The townscape considerations are assessed in more detail later but they conclude that the bulk and massing of the proposals is also appropriate to the setting. The scheme can be demonstrated to optimise use of the site and is acceptable in terms of policy CS1 and DP2.
- ### **Unit mix**
- 6.43 Policy DP5 states that residential development should provide an appropriate mix of unit sizes including large and small units and highlights the different dwelling size priorities for social rented, intermediate and market housing. The aim should be for at least 50% of social rented dwellings and 10% of intermediate affordable



dwellings to be larger units of 3-bedrooms or more and for at least 40% of market units to contain 2-bedrooms. This is in reflection of the identified borough-wide dwelling size priorities set out in the table to policy DP5. The proposed unit mix for the Highgate Road building is set out in table 1 below:

**Table 1: Unit mix**

	1b2p	2b3p	2b4p	3b4p	3b5p	Total
Private	10	12	9	1	2	34
Social rented	6 Wh/Chr 2					8
Total	18	12	9	1	2	42

- 6.44 From the above table it can be clearly seen that the proposed mix comfortably exceeds the target in the priority 2-bedroom size range for market housing. Whilst a scheme of this size would normally be expected to achieve more ‘medium priority’ 3-bed or more sized units to be considered a balanced mix, and less of the lower priority 1-bed unit sizes, the policy does acknowledge that it will not be appropriate for every development to meet the aims as set out in the priorities table. Account may be taken of the site size and any other constraints on including homes of different sizes. The lack of available public open space in the vicinity of the site is a consideration as is the main road location and semi-industrial nature of the surroundings, all of which is less readily suited to family type accommodation than smaller sized units.
- 6.45 However, the inclusion of the 3 x 3-bedroom units is nevertheless considered welcome since these flats (two at 6<sup>th</sup> floor level and one at 4<sup>th</sup> floor level) take advantage of the three largest private amenity spaces which are able to be included in the development.
- 6.46 The constraints of the site, coupled with the opportunity to link in with the associated CIL facilities in a practical way has informed the affordable mix which consists entirely of 1-bedroom supported units for social rent. The six ground floor units of the affordable housing are designed as fully accessible wheelchair accommodation while two further affordable units would be located on the first floor. The 1-bedroom unit type is ideally suited to the needs of their client group for supported living and is to the specification of the Council’s Adult Social Care service. Affordable ground floor mobility units of this type are a particularly valuable contribution to Camden’s housing stock as the opportunity rarely arises for such. The Housing Commissioning and Partnerships Team of HASC fully support the proposals.
- 6.47 The proposed unit mix is therefore considered acceptable.

**Quality of accommodation**

- 6.48 The proposed building is of a stepped form orientated approximately southwards, maximising opportunities for south facing windows and terraced amenity spaces for the comfort of residents. The accommodation is spread across seven floors with full opportunity being taken at the ground floor for provision of the 6 wheelchair units (14.2% of the whole scheme). All units fully achieve Lifetime Homes requirements

as confirmed by the Council's Access Officer which is therefore in accordance with policy DP6.

- 6.49 The residential entrances are located to be clear and legible predominantly on the Highgate Road frontage with all but two of the ground floor affordable units having their own independent access directly to the outside. A defensible space at the front of the building would separate the public from the private realm and allow opportunity for soft landscaping in the form of low level shrubs or hedges. A secure side passage contiguous with the adjacent church boundary would afford entry to two of the affordable units continuing through to the amenity space at the rear of the building. The two ground floor units without direct external access would be reached via a shared core with the two further affordable units on the first floor level. Two main cores accessed from the Highgate Road frontage serve the 34 private units above.
- 6.50 Amenity space is provided at the rear of the building to which the six affordable units would all have access. A further shared amenity courtyard is provided alongside this via which access to the private units' cycle store is gained. Larger amenity areas are provided at roof level which would comprise private terraces and a larger communal roof garden of approximately 120sqm located at 5<sup>th</sup> floor level to which all the private units have access. All the private units also each have their own balcony or terrace which either meets or exceeds the London Housing Design Guide minimum depth of 1500mm.
- 6.51 The balconies on the front of the building are recessed and closable so as to serve as conservatory rooms as required. These 'winter gardens' provide a more protected space on this main road elevation and serve for usable amenity all year round.
- 6.52 Storage of refuse is provided for in a generous bin store accessed from Greenwood Place off the same secured side alleyway that leads to the cycle store. This meets with the Council's guideline size requirements for both refuse and recycling and is considered conveniently located both for collections and use by residents. The intention is that as the affordable accommodation is designed as supported living units, the support staff for the residents will deal with refuse arrangements. This is a matter to be considered further in association with a service management plan for the development required as a condition to any grant of permission (see transport section below).
- 6.53 A summary of the unit types and sizes is set out in table 2 below, which includes the minimum unit size standards of Camden Planning Guidance CPG2 (Housing) and the Mayor of London's Housing Design Guide of the London Plan:

**Table 2: Dwellings summary -types and sizes**

<b>Proposed unit types</b>	<b>Proposed unit size range (sqm)</b>	<b>CPG2 min size standard (sqm)</b>	<b>London Plan Min standard (sqm)</b>
Affordable (ground and 1 <sup>st</sup> floors)			
<b>6 x 1b2p wh/chair</b>	<b>65 – 72 sqm</b>	48	50
<b>2 x 1b2p</b>	<b>56 sqm</b>	48	50

Private sale (1 <sup>st</sup> - 6 <sup>th</sup> floors)			
<b>10 x 1b2p</b>	<b>50 – 56 sqm</b>	48	50
<b>12 x 2b3p</b>	<b>60.5 – 64.5 sqm</b>	61	61
<b>9 x 2b4p</b>	<b>70 – 79 sqm</b>	75	70
<b>1 x 3b4p</b>	<b>96 sqm</b>	75	74
<b>2 x 3b5p</b>	<b>96 &amp; 115 sqm</b>	84	86

- 6.54 As seen from the above table, the internal floor areas are generally well above both the London Plan and CPG minimum standards. The only instances of this not being the case are five of the 2b3p units which are 60.5sqm (0.5m below the usual minimum) and three of the 2b4p units which at 70sqm meet the London Plan but not the CPG standard. Taking a broad view approach, a 0.5sqm discrepancy on a small number of units is relatively minor. Whilst the three units of 70sqm fall short of the CPG standard much more significantly in comparison, the London Plan standards were adopted in 2010 following extensive London-wide consultation and therefore compliance with these should be given due weight. In that the vast majority of units exceed both standards, and importantly are well proportioned and fully compliant with Lifetime Homes, it is considered that these marginal deviations can be accepted.
- 6.55 In terms of access to natural daylight and sunlight levels, the application has been accompanied by a daylight and sunlight analysis with reference to the standards published by the Building Research Establishment (BRE). This demonstrates that all of the habitable rooms in the proposed units meet or exceed the standard average daylight factor (ADF) minimum guideline for new residential development. In the case of sunlight a large proportion of the windows in the scheme face out onto Highgate Road at a north-easterly aspect and therefore do not qualify to be tested, while the south-west elevation is compromised to an extent by the adjacent church and proximity to the A&A Storage building causing restricted levels of sunlight to reach the lowest floors. However the room types on this orientation are in almost all cases bedrooms or bathrooms where access to good levels of sunlight is less of an issue. It is also to be noted that the BRE guidelines for sunlight in new developments are recommended as an aim rather than a requirement for all dwellings.
- 6.56 In that the units are generally of spacious proportions, have good access to outside terraces or amenity areas, all achieve recommended daylight levels, and in addition are ideally located to take advantage of all the amenities and public transport facilities of Kentish Town Centre, the proposal is considered to provide well thought out and high quality living accommodation.

#### **Noise issues and occupier amenity**

- 6.57 This section deals primarily with noise issues affecting occupiers of the proposed residential building as noise issues in conjunction with the proposed Greenwood CIL and its industrial neighbours have already been addressed in paragraph 6.25 above.
- 6.58 The submitted Noise and Vibration Assessment bases its findings applicable to the Highgate Centre part of the site on a number of background noise surveys carried

out between Tuesday 30<sup>th</sup> April and Thursday 2<sup>nd</sup> May 2013. These take into account road traffic on Highgate Road; activities of the fire station on the opposite side of Highgate Road; commercial source noise from industrial uses on Greenwood Place and a general background noise at the quietest time of the day for setting plant noise emission limits. In addition a special survey was undertaken between 21:30 – 23:00 for measuring entertainment noise applicable for activities associated with The Forum to the south of the site beyond the Christ Apostilistic Church.

- 6.59 Following representations received from local residents and The Forum, a second noise survey was conducted to cover the period 22:00 Friday 22<sup>nd</sup> – 04:00 Saturday 23<sup>rd</sup> November 2013. This survey period was selected to coincide with a music event at The Forum between 20:00 – 02:00. Two positions were chosen for taking the noise measurements; the first being beside the bus stop in front of the Highgate Centre and the second being where the Highgate Centre road frontage adjoins that of the Church which is the residential site's closest point to the Forum.
- 6.60 The initial survey had established that noise from the railway was less of an issue for the Highgate Centre part of the site and therefore mitigation focuses primarily upon road traffic noise and entertainment noise from the Forum.

*Road traffic noise*

- 6.61 The assessments illustrate that road traffic noise is marginally above the parameters of DP28 table B where the Council can normally consider attenuation. This would coincide with Noise Exposure Category D of the now superseded PPG24. The main noise effect is that associated with night buses stopping and departing from the bus stop located immediately in front of the site. The night bus noise reading measured 67.9dB which should be compared with the threshold figure of 66dB of table B for night time traffic noise. However, the applicant has proposed a scheme of mitigation based on higher acoustic specification type glazing the modelling for which in this instance would demonstrate that a noise reduction to within acceptable limits can be achieved for the internal accommodation. The target standard would be 30dB internally which is defined as 'good' in accordance with BS8223.
- 6.62 Notwithstanding the proposed mitigation, policy DP28 does state that permission would normally be refused and therefore any decision to the contrary should only be made as part of a carefully balanced judgement of the issues. In this case the need for housing, particularly affordable housing and the fact that this housing partly functions as an enabling development for highly beneficial community facilities may form part of that balance. The expectations of residents in central and inner London's high noise climate may also be considered. It might also be born in mind that over time the noisier less fuel efficient diesel buses will increasingly become replaced with quieter engined, more fuel efficient and/or hybrid forms of public transport since buses and the bus stop appear to be specifically the cause of the high noise levels in this case rather than traffic generally.
- 6.63 It is recommended by Camden's Environmental Health Officer that if approval is to be granted, a higher acoustic glazing specification be provided throughout the development including the proposed Community Centre to ensure good to

reasonable noise levels. This would cover all noise sources including worst case situations of night time servicing for adjacent industrial uses.

- 6.64 It is to be noted that both BS8233 and the World Health Organisation's (WHO) guidelines state that for bedrooms at night, individual noise events shall not exceed more than 45dBA L<sub>Amax</sub> more than 10-15 times per night. This should also be addressed in the design specification. Camden Environmental Health Officers consider that the weighted sound reduction performance of the glazing specified is capable of meeting the required levels.

*Noise from the Forum*

- 6.65 To reflect special events which occur at the Forum until 06:00 noise modelling has also formed part of the assessment. Environmental Health Officers consider this to be a satisfactory methodology in the absence of any currently programmed events.
- 6.66 The report provides a measured L<sub>Aeq</sub> of 54.3dB, a measured L<sub>Amax</sub> of 70.9dB and a modelled L<sub>Aeq</sub> level of 58.5dB. People talking or shouting was measured at 53.1dB while it was noted that no noise at all was audible from people using the Forum's smoking area. The report also provides the mid frequency octave bands figures for the measured music level. The figures indicate that lower base frequencies may pose a degree of intrusion.
- 6.67 The measured noise readings would be compliant with policy DP28 provided that an acceptable level of mitigation can be achieved. Using the standard specification type glazing and the sound reduction performance for typical building element's, the noise calculation illustrates that the measured noise levels from the Forum can be attenuated to achieve good internal noise levels as cited in BS8233.

*Noise from commercial and rail sources*

- 6.68 Consultation responses received on the application criticized the approach taken by the original noise assessment which appeared to measure background noise levels by taking readings for periods of only 1 hour or less. The same criticism was mentioned with respect to noise from The Forum. However it has since been clarified to Camden's Environmental Health Officers' satisfaction that the surveys were taken for longer periods and the individual noise events converted to readings of 1hr L<sub>Aeq</sub>. This is a satisfactory methodology.
- 6.69 For the commercial yards the periods of survey were the following: 17:00 – 18:00 and 09:50 – 12:00. The individual noise events shown on table 5.16 of the acoustic report convert to a 1 hr L<sub>Aeq</sub> of 47dBA. In terms of the Community Centre the more dominant source of noise is from the railway, even though the commercial yard is closer. The scheme for mitigating noise from the railway is considered to mitigate sufficiently the noise from the commercial units.
- 6.70 The residential development is less affected by commercial noise since as seen above the dominant sources are traffic (buses) and to a lesser extent The Forum.

*PPG24 noise exposure categories summary*

- 6.71 On an advisory note and to aid clarity, the former PPG24 NEC's for the respective noise sources would be as follows:
- Road traffic (predominantly affecting Highgate Centre) – the site falls in NEC - D where permission is normally refused
  - Rail Traffic (predominantly affecting the Greenwood Centre) – the site falls in NEC - C where there should be a strong presumption against permission
  - Mixed sources (including commercial noise and The Forum) – the site falls in NEC - C where there should be a strong presumption against permission

*Mitigation*

- 6.72 While the assessment illustrates that the standard glazing will suffice to achieve good internal noise levels for all but the night time traffic noise, Camden Environmental Health Officers recommend the added safeguard of the same high acoustic specification type glazing being provided for the all units facing onto Highgate Rd and the Forum.
- 6.73 Mechanical ventilation features as part of the mitigation so that the required levels of comfort within the dwellings may be maintained without opening windows. As a further measure of protection to the Industrial Area uses, main living rooms tend not to directly overlook this area, although no windows are proposed to be sealed shut on any elevation giving residents the choice to open them or use the mechanical ventilation available. The semi enclosed 'winter garden' balconies will provide a buffer to the external noise environment on the Highgate Road elevation as well as providing a year round amenity.
- 6.74 In conclusion, the assessment has shown that the greatest source of noise likely to affect the proposed residential development is that of night buses on Highgate Road. Both the night buses and noise generated by The Forum can be controlled to satisfactory levels for internal habitable areas of the proposed residential development.
- 6.75 Full details of a scheme for noise mitigation for both of the proposed buildings should be secured by condition specifying the BS8233 target noise level of 30dB for night time noise within the residential units and 35dB for the community centre. The same condition should also require sound mitigation details for external terraces and balconies to 55dB standard.

*Noise from plant*

- 6.76 No external plant is included within the proposals. However it is considered that the Council's standard noise condition should be attached to ensure that internal plant areas and ventilation systems are acoustically insulated and properly maintained.

*Proposed Commercial (Use Class A1/A3/D1) unit*

- 6.77 The proposed commercial unit located in the ground floor of the proposed Highgate Road building would have potential to cause noise and disturbance to residents depending on the nature of its operation. Noise from the comings and goings of customers can readily be addressed by an hours of use condition which it is recommended be attached to prevent customers from being on the premises outside of the 08:00-23:30 timeframe which is in line with new A3 uses typically approved in edge of town centre main road locations such as this.

- 6.78 No flue extraction ducting is apparent on the submitted plans. Therefore if it were intended to carry out a use that involved the preparation of hot food on the premises, a subsequent application for any such external equipment that may be required would need to be submitted before any use of this nature could commence. This should be flagged up by way of a condition.

### **Urban Design and Heritage Context**

#### **Contexts**

- 6.79 The proposal is for two buildings which vary from one another in terms of their context and required design approach.
- 6.80 The residential building occupies the site of a two storey community centre, a 20<sup>th</sup> century infill building of low architectural merit. To the south along Highgate Road is the listed Christ Apostolic church, and then the HMV Forum. To the north is Linton House, a sizable building of an industrial Edwardian character rising to 6 generous storeys. Adding to the varied context, a 20<sup>th</sup> century fire station sits opposite. To the north, period terrace houses begin to climb up towards Highgate. The site is not within a conservation area, however the southern end of Dartmouth Park CA does begin just in view further up Highgate Road.
- 6.81 Prior to the two storey Highgate Centre, the site was occupied by a Georgian terrace. This terrace was mirrored on the south side of the church on the site of the present Forum, providing a formal, balanced setting for the church. A key urban design objective is to reintroduce a balanced composition on either side of the church.
- 6.82 The community building site is located on Greenwood Place. The site is currently occupied by a single storey industrial building and is surrounded by industrial buildings and land. As a back land site, key urban design objectives include providing the building with a visible presence from Highgate Road and improving accessibility to the site from Highgate Road through highways and landscape improvements.

#### **Housing Scale, Form and Layout**

- 6.83 Issues of scale are raised mainly in connection with the building fronting Highgate Road. This is formed of 5 storeys over its southern 2/3<sup>rd</sup>, rising to 7 storeys over its northern 3<sup>rd</sup>. The five storey element relates to the Forum height and reintroduces a balanced composition across the church frontage. The seven storey element to the north relates in height to the neighbouring Edwardian industrial building, both helping to frame Greenwood Place. The proposal in stepping down from a height comparable with the existing building on Linton House to a more subordinate height viewed in conjunction with the church is therefore considered to fit in comfortably in the street scene and not appear overly large or dominant.
- 6.84 The building is set back from the pavement with a soft planted boundary treatment. Four ground floor flats have direct access from the street through external front doors. Three other communal entrances provide access to upper flats. As such this development has a high level of interaction with the street at

ground floor level which is welcomed. Communal corridors are short with four flats per core on each level. Stairwells and corridors are naturally lit. Winter-garden balconies have been located so they face southwards down Highgate Road, to make the most of available sunlight and views out towards central London. There is a communal garden at roof level.

### **Housing detailed design**

- 6.85 The building is predominantly brick of two tones. The street elevation has significant depth with the building broken down into six bays which provide a good domestic scale and legibility. The winter gardens provide a more open character to the façade as one looks north, while the building has more weight and solidity looking south. There is a good hierarchy in the façade with a heavy rusticated bottom two storeys and a more generously scaled upper storey. The winter gardens for the first floor flats have been provided with a solid brick balustrade, in place of the glass ones proposed on the floors above, to provide greater privacy at this lower level. The southern end, which sits next to the church, is flatter with less detail, which compares to the approach taken on the Forum building.
- 6.86 This is a robust and well detailed building which addresses its context comfortably and enhances the setting of the church.

### **Community Centre Scale, Form, Layout and detailed design**

- 6.87 The community centre is a three storey building providing several facilities under one roof. A key move has been to shape a three sided open courtyard off Greenwood Place. This not only provides a useful turning and servicing area, but allows the three main doors to Dementia services, CIL, and PMLD/ASC to be accessed off of one single external place. The doors are all visible from each other. This results in a strongly legible and cohesively planned public building.
- 6.88 In the view from Highgate Road the building has been limited to one storey in height in order to address rights of light issues for the neighbouring building. This alone would not provide a clear enough presence of the centre from the main road. As such a two storey façade element has been introduced on top to terminate this view. It is formed of a screen made of vertical coloured fins. This screen continues along the façade to the central courtyard, where the entrances are located. Where it sits in front of the building it provides the additional function of a solar shade. Additional tactile way-finding devices are proposed at street level. The rest of the building is of the same quality brick proposed for the residential building including the same rusticated base details.
- 6.89 The building has a generous roof garden, and terraces down to the west providing additional smaller external terrace spaces. Improvements to the highway are also proposed to effect safe and legible access.
- 6.90 This is a thoughtful design which makes the most of its back land site. It has been made visible and legible from the main road. Through its materials and detailing creating a connection with the residential building in front, the proposal draws the architectural and material quality of Highgate Road into the industrial lands behind.



- 6.91 In conclusion the proposed buildings are each of a design befitting to their respective functions and enhancing to their context. In this way they would help to enrich this northern edge of Kentish Town Centre furthering the CIP objectives and the place shaping vision for the area.

### **Landscape and Open Space**

- 6.92 The redevelopment of the two community centre sites entails close to full site coverage leaving little scope for landscaped open spaces. However each of the proposed buildings entail extensive use of the roof areas for communal amenity space. The indicative details for these amenity spaces are laid out in the Landscape Strategy Report submitted in support of the application. For the proposed new Greenwood Centre, the landscaping of these spaces is primarily informed by the desire to supplement the treatments and therapies being provided for the various user groups and to offer opportunities for social enterprise. Much of the planting will therefore include fragrant herbs, flowering species and edible varieties, all of which have useful biodiversity value as well as benefiting the community centre's clients.
- 6.93 The fifth floor roof garden of the residential building is proposed as an informal area for relaxing in. The planting is intended to be of appropriate native and wildlife friendly species to add biodiversity value. It is considered that details of a final planting plan should be sought as a condition to any permission granted in order to ensure this space contributes to the an overall enhancement in biodiversity as required by policy CS15.
- 6.94 At street level the greenery in front of and beside the Highgate Centre's existing 2-storey structure includes a Norway maple at its eastern end close to the Greenwood Place junction. The tree is a reasonable specimen which provides visual amenity and softens a streetscape otherwise largely devoid of trees. The proposals involve the loss of this tree. Whilst the proposals identify a replacement feature tree on this corner, its future development would be limited by the proximity of the new building.
- 6.95 The retention of this tree within the development would have been desirable. However the implications for the development would have been to reduce the building footprint at its highest point where the impact on the number of units and viability of the overall scheme would be greatest. Furthermore, in terms of design and building composition, this would not be improved by setting the building back from the Greenwood Place junction and thus weakening the relationship with Linton House on the opposite side of this junction. The bulk of Linton House and its positioning hard against the back of the footway in any event limits visibility of the existing tree in views from the north along Highgate Road. On balance, it is considered that the improved relationship of the proposed building with its townscape context compared with the existing, and the benefits of the scheme generally outweigh any harm from the tree's loss.
- 6.96 The loss of other trees within the site is considered acceptable as they are largely poor specimens with limited amenity value. There would be opportunities for boundary planting at the front of the proposed residential building due to its set-

back from the footway which would re-establish a softening of this frontage at pedestrian level. The applicant has also agreed to explore with the Borough's Highways officers opportunities for replacement street tree planting elsewhere on the highway. Due to the presence of the bus stop in front of the proposed building and the proximity of existing neighbouring buildings to the application site, the replacement planting is most likely to be on the opposite side of Highgate Road from the development. The costs would be paid for by the applicant.

- 6.97 In order to help mitigate against the loss of greenery at street level the applicant has agreed to consider furthering the scope of the landscaping at roof level by adding a biodiverse roof that would be integrated with the solar panels on the roof of the proposed Highgate Road building. Whilst this would increase the costs of construction, a biodiverse green roof that would support low growing calcareous grassland or 'coastal' plant species with reasonable flowering periods have been demonstrated as being complementary to the performance efficiency of PVs by creating a micro-climate that moderates the temperature at closer to optimum levels for their efficient functioning.
- 6.98 Details of the biodiverse green roof, along with provision of bird and boxes should be sought as a condition to any planning permission granted.
- 6.99 In addition the applicant should be required to make a payment towards the provision of replacement street tree planting in the vicinity of the development on Highgate Road by means of a condition/shadow Section 106 Agreement.

### **Transport and access**

- 6.100 This section assesses the transport implications of the development including the site's accessibility by public transport and for pedestrians. Part of the development proposals include improvements to the layout of Greenwood Place, which are seen as essential to improving the accessibility of the new CIL to clients, visitors and staff.

### **Location accessibility audit**

- 6.101 The proposals to relocate existing community services from other locations in the Borough to a combined facility at the application site, are supported by an access audit and accessible public transport study. The results of this work are summarised in the Location Accessibility Audit report submitted in support of the application.
- 6.102 A number of high priority issues were identified by the audit which were seen as essential to be addressed in order for the application site to be considered accessible to all. These all relate to works needing to be undertaken within Greenwood Place itself and have been included within the 'highway improvements' described in the paragraphs below. Other lower and medium priority works were identified in the study within the surrounding streets which could be undertaken to reinforce the site's accessibility.
- 6.103 The public transport study concluded that whilst the nearest stations do not offer step free access, the whole network of accessible London Buses provide

comfortable and accessible connection to the Centre. These readily connect the site to other stations in the wider vicinity (e.g. Gospel Oak located 12 minutes walking distance away) which have been built or upgraded to fully accessible standards. The audit therefore concludes that the proposed development is readily accessible by public transport and on foot for all its users. Officers are in agreement with this conclusion.

### **Public transport**

- 6.104 The Highgate Centre part of the site has a PTAL score of 6a, whilst the Greenwood Centre has a PTAL score of 5, which indicates that both sites have an excellent level of accessibility by public transport. The nearest station is Kentish Town, located to the south of the site, which is served by Northern line and First Capital Connect (formerly Thameslink) services. Kentish Town West, which is served by London Overground services, is located to the southwest of the site. The nearest bus stops are located on Highgate Road, Fortess Road, and Kentish Town Road.

### **Parking**

- 6.105 Both sites are located within Controlled Parking Zone CA-M, which operates between 8.30am and 6.30pm Monday to Friday. Whilst there are no parking bays on Highgate Road in the immediate vicinity of the site, there are 7 Pay & Display bays on Greenwood Place (2 next to Linton House and 5 along the side of the Forum), 7 Permit holder bays (4 along the Greenwood Centre frontage and 3 in front of Highgate Business Centre), 2 Disabled bays and a motorcycle bay (both along the Greenwood Centre frontage).
- 6.106 Whilst there is no off-street parking at the Greenwood Centre, vehicles accessing the centre use either the Disabled bays or the Permit bays. There is an existing car park adjacent to the Highgate Centre which can accommodate at least 10 vehicles, although is not fully accessible due to lack of a step-free route to the Highgate Centre.
- 6.107 The proposed Highgate Road residential development is proposed as car free with the exception of two disabled parking bays along the Greenwood Place side of the building. Residents of the development will therefore be prevented from obtaining on-street parking permits from the Council (with the exception of Blue Badge applicants) and this will be secured by condition/shadow Section 106 Agreement.
- 6.108 The Camden Housing Wheelchair Housing Design Brief was revised in 2013 to require 1 parking space per wheelchair unit meaning that the on-site parking provision for the 6 units proposed falls short of the standard by 4 spaces. However the applicant has stated that the level of care required for the residents of these supported dwellings means that they would not own their own cars. The 2 spaces provided are instead expected to be used predominantly for drop off by care staff, and on this basis the level of provision proposed is considered acceptable.
- 6.109 The parking needs of the proposed Greenwood CIL would be addressed in conjunction with various re-arrangements to the existing layout of Greenwood Place. These would include the following changes to the existing on-street parking provision:

- the provision of 2 minibus pick up/drop off bays either side of the turning bay/arrival court of the new Greenwood Centre;
- the provision of a long parking bay adjacent to the northern part of the new Greenwood Centre frontage capable of accommodating 5 cars or 2 minibuses;
- the provision of 1 Disabled bay adjacent to the southern part of the new Greenwood Centre frontage;
- the removal of all Pay & Display bays;
- the re-provision of 7 Permit holder bays along the side of the Forum and beside Highgate Business Centre/Linton House; and
- the relocation of the existing motorcycle bay to near the rear of AA storage.

6.110 HASC and in particular TASC (Transport for Adult Social Services) have confirmed that the proposed minibus loading and disabled parking bay arrangements are sufficient to meet the operational demands of the new centre. They have also confirmed that the opening and closing times and minibus arrival and departure patterns will be staggered for each of the client groups so as to avoid congestion within Greenwood Place. This is accepted.

### **Highway Improvements**

- 6.111 In addition to the proposed alterations to the current parking arrangements, a number of improvements to the layout of Greenwood Place are proposed to enhance pedestrian access and facilitate service access for existing industrial occupiers. These include the following:
- the provision of a new raised table across the entrance to Greenwood Place south, and improvements to the existing raised table across Greenwood Place north;
  - widening and resurfacing the footway along the north and western sides of Greenwood Place north, between Linton House and the new centre;
  - dropped kerbs and tactile paving at the vehicle access to Highgate Business Centre and Deane House;
  - widening of the footway along the new Greenwood Centre frontage;
  - pedestrianisation of a section of Greenwood Place behind Christ Apostolic Church. This will provide a much improved and safe means of access for pedestrians and disabled people travelling along Greenwood Place south to the new centre. At present the carriageway is narrow and the footway is very narrow and unfit for use by wheelchair users;
  - new turning heads to Greenwood Place north and south to enable vehicles to turn around and exit; and
  - the realignment of The Forum and Murphy's yard access gates to provide improved access for large vehicles to both properties.
- 6.112 The above described highway improvements and rearranged parking provisions are considered acceptable in principle from a highways perspective, subject to detailed design and consultation with Camden's Transport Team.
- 6.113 It is important to note that the carriageway in Greenwood Place south is to be widened by 0.4m, the bollards removed and that the Pay & Display parking bays are to be converted to Permit holder bays, reduced in number from 5 to 4 and moved westwards so as to enable large vehicles to use this road to access The Forum and Murphy yards. This is a significant improvement on the current

arrangements, where articulated HGVs and tour buses visiting the Forum can only do so via Greenwood Place north, which causes significant problems and disruption to other users of Greenwood Place. Whilst the footway adjacent to the Forum is to be reduced in width from 2.4m to 2m, the useable width will remain the same as the bollards are to be removed.

- 6.114 The improvements would be of particular benefit to The Forum, in enabling articulated vehicles to access the service yard directly from Greenwood Place south. At present these vehicles have to approach the yard from Greenwood Place north and often require parked vehicles to be moved in order to negotiate the turns in the carriageway. It is understood that these proposals have now been agreed with J Murphy and Sons which is also the freehold owner of the Forum's service yard.
- 6.115 All the highway works would be undertaken by the Council's Engineering Service funded by the applicant by way of a financial contribution. A further contribution would be required in respect of repaving the footway adjacent to the Highgate Road residential development. The works and the necessary contributions would all be secured by means of a condition/shadow Section 106 Agreement.

#### **Public realm contributions**

- 6.116 In addition to the proposed alterations to Greenwood Place, which are a necessary part of the redevelopment of the Greenwood Centre, the applicant is required to make a further contribution towards public realm improvements related to the market residential units. This is in line with CPG8 Planning Obligations and current practice in regard to other schemes in excess of 1,000sqm floorspace uplift. The trip generation predictions included within the applicant's transport assessment anticipate a significant level of pedestrian movements in the vicinity of the site. These additional trips would have an impact on the surrounding footways and public transport facilities.
- 6.117 The additional contribution would be used towards pedestrian and cycle improvements at the Kentish Town Road/Highgate Road/Fortess Road junction, which is located approximately 100m from the Highgate Road site. These improvements include widening the footway on the eastern side, removing the staggered central islands and altering the signal settings so that pedestrians can cross all arms of the junction at the same time. Improvements to this junction were specifically requested by Adult Social Care clients during the consultation exercise. The proposed improvements would therefore be of benefit to the new residents, clients of the new Greenwood Centre and the wider public. A sum of £50,000 has been requested which is considered to be in line with that secured on other similar scale developments in the Borough and would be secured by means of a condition/shadow Section 106 Agreement.

#### **Servicing**

- 6.118 The proposed new centre is designed to be serviced from the street. The proposals assume that the existing premises within Greenwood Place north would continue to be serviced from the street as they are at present. The proposed turning head arrangement in front of the new centre enables vehicles to turn around so that they can enter and exit via Greenwood Place north. Vehicles arriving at and departing

The Forum and Murphy yard can do so via Greenwood Place south, as previously described.

- 6.119 The proposed residential development on Highgate Road can be serviced from Highgate Road outside of the controlled hours, which are 7am to 10am and 4pm to 7pm Monday to Friday and 10am to 7pm on Saturdays, or from Greenwood Place north.
- 6.120 A draft Delivery and Servicing Plan has been submitted in support of the application. This document is very generic in nature and lacks detail in a number of areas. A more detailed plan would need to be submitted prior to the occupation of either building and can be secured by means of a condition/shadow Section 106 Agreement.

### **Cycle Parking**

- 6.121 Cycle parking for the Highgate Road residential units should be provided in accordance with the London Plan Revised Early Minor Alterations (October 2013), namely 1 space per 1 or 2 bedroom unit and 2 spaces per 3+ bedroom unit plus 1 space per 40 units for visitors. This gives a requirement for 46 cycle parking spaces. The submitted plan PL110 shows a bike store at the rear of the ground floor, accessed from the courtyard, which states that it can accommodate 48 cycles. The provision of cycle parking should be secured by condition. Notwithstanding that there is the capacity in the bike store, it is not currently envisaged that the residents of the supported units would have access to this part of the development. The tenants of this specialist accommodation are expected to have mobility or other related needs such as to make it less likely they will be cycle users. However the ground level access of most of these units and generous internal dimensions would make it possible for cycles to be stored within the units.
- 6.122 Cycle parking proposed for the Community Centre totals 16 spaces; 8 spaces for staff and 8 spaces for visitors which meets with the Camden standard in terms of number of spaces. However competing ground floor uses and the nature of the facility seem to have compromised the type and location of provision in that this is either to be in a service corridor (in the case of the staff cycle spaces), or in the public realm in the case of the visitor spaces. Furthermore, whilst the visitor spaces are proposed as Sheffield stands which are an acceptable form of provision, the staff cycle parking was initially proposed to be of the hook and hang variety which can be difficult to use.
- 6.123 After exploring scope for alternative approaches, the most practical solution identified has been to retain the location of the service corridor (which is understood not to be required for escape purposes) for the staff provision, but to change the mode of storage to 8 Sheffield stands. These can be installed close enough to the wall to allow a bike on one side and still leave 1.5m clear passage. A canopy has been proposed over the 4 visitor spaces adjacent the mental health entrance and another 4 spaces are now to be incorporated into the buggy store without unduly compromising the buggy space.

- 6.124 Given that any alternative solution would involve a fundamental rethink of the ground floor plan, and be likely to impact upon other functions, the revised provision is considered acceptable.
- 6.125 The London Plan Revised Early Minor Alterations (Oct 2013) require provision of 1 cycle parking space per 10 staff and 1 space per 10 visitors for D1 health centres. With 68 staff and between 250 and 300 clients attending the centre at any time, this would give a requirement for 7 staff spaces and 30 visitor spaces. However, given the nature of disability that many clients will have it is considered that this requirement can be reduced in this instance and remain at 8 spaces as proposed. The applicants have stated that additional cycle parking would be provided if required, although it is unclear how this will be achieved within the current layout.
- 6.126 The cycle parking layout as currently shown on the plans should be secured as a condition to any permission granted.

### **Travel Plan**

- 6.127 A draft Framework Travel Plan for the proposed new Greenwood Centre has been submitted in support of the application which encourages sustainable transport alternatives and seeks to reduce reliance on private transport. An updated plan was submitted during the course of the application assessment to respond to officer comments and the final document should be secured by means of condition/shadow Section 106 Agreement.

### **Construction management plan**

- 6.128 Given the scale of the development, a full Construction Management Plan (CMP) would need to be approved by Camden prior to works commencing on site in line with CPG6 (Amenity) requirements for CMPs.

### **Summary of transport and access issues**

- 6.129 The proposals are acceptable in transport terms subject to the following matters being secured by condition and/or shadow S106 Agreement:
- car free housing
  - Provision of 2 fully accessible car-parking spaces retained for registered disabled users only
  - 46 cycle storage/parking spaces for the residential component and 16 storage/parking spaces for the proposed community use details of which will need to be submitted and approved
  - Construction Management Plan (CMP)
  - Servicing Management Plan (SMP)
  - Framework Travel Plan
  - Financial contribution of £5,561 to cover the costs of monitoring and reviewing the Travel Plan for a period of 5 years.
  - Financial contribution to cover the cost of highway and public realm improvement works and rearrangement of on street parking provision on Greenwood Place. This condition should also require plans demonstrating interface levels between development thresholds and the Public Highway to be submitted to and approved by the Highway Authority prior to implementation.

### **Impacts on neighbours**

- 6.130 Impacts on adjoining occupiers' amenity are considered against policy DP26 which takes into account various factors including privacy and overlooking, sunlight and daylight and noise and vibration. This policy is primarily concerned with maintaining acceptable living conditions for occupiers of residential properties. Non-residential uses may also be considered but it is generally accepted that a far greater degree of tolerance would apply.
- 6.131 The application site has no directly adjoining residential occupiers although a residential block of flats (Elsfield) sits facing the Highgate Centre on the opposite side of Highgate Road. There are further residential flats above a carpet shop in a 19<sup>th</sup> century building (28b Highgate Road) that sits in between Elsfield and the fire station to the south. Also located opposite the application site is the junction of Highgate Road with Burghley Road which is a street full of residential properties. The relationship of the application site with either of these is not considered likely to result in any potential overlooking or loss of privacy, and neither would there be any significant noise issues likely from the proposed scheme given its residential nature. The primary issue to address is therefore one of daylight and sunlight.

*Daylight and sunlight*

- 6.132 The daylight and sunlight study submitted with the application assesses each of the windows in Elsfield and 28b Highgate Road that face the application site. The study looks at vertical sky component (VSC) which measures potential for daylight; average daylight factor (ADF) which is more useful for setting minimum standards for natural daylighting to the internal accommodation of new-build residential developments; and annual probable sunlight hours (APSH).
- 6.133 The properties assessed currently all receive very good levels of daylight and sunlight due to their open aspect onto the road, the existing low rise building of the Highgate Centre and its open car park. However the Elsfield flats are very vulnerable to losing much of this light due to the presence of balconies affecting the ground and first floor levels. The presence of these overhead causes greater reliance on light being received from low in the sky opposite the window concerned rather than from above where the greatest concentration of light is available. Consequently the proposed building records reductions of between 0.7 and 0.8 VSC to most of the windows at this level. This level of impact, whilst noticeable to the occupants affected is not considered to be unreasonable given the presence of these balconies. The daylight levels received would in any event continue to meet the minimum required ADFs expected if this were a new development.
- 6.134 Impact on sunlight is largely marginal despite the overhanging balconies as the overshadowing effect would only come into play from the proposed development at a late stage of the day. This may well be noticeable to the occupants given that this will compromise enjoyment of evening sunlight which can be much appreciated by those receiving it, but preserving such conditions for all would virtually sterilise the development potential of most brownfield sites.
- 6.135 The residential flats of 28b are only marginally affected and unlikely to suffer noticeable degrees of impact from reductions in either daylight or sunlight. Properties in Burghley Road are located farther still from the application site and



therefore have not been tested for sunlight and daylight impact. Objections from residents of some of these properties have cited overshadowing and sense of enclosure in relation to the bulk of the proposal as experienced from their street. However this is largely a design-related matter and is addressed in the relevant section of the report above.

#### *Parking issues*

- 6.136 Parking pressures are also cited by residents as a being detrimental to local amenity. Whilst this is not covered by policy DP26, such concern on the part of residents can be a material consideration. The residential building being subject to a car-free restriction preventing residents from owning parking permits is unlikely to raise any parking issues. In terms of the community use, registered disabled drivers displaying the blue badge permit are entitled to park for free in any permit holder bay, residential or otherwise, and can also park in pay and display spaces as normal. The increase in capacity of the community centre functions at this site is likely to result in some additional disabled driver trips despite the access audit finding that the site will be fully accessible to all by public transport. Some disabled drivers may seek to park in Burghley Road if the on-street wheelchair parking to be provided in Greenwood Place is all taken. However, the majority of users or their carers will not be blue badge holders and the successful implementation of a travel plan should ensure that the majority of persons that are will access the Centre using sustainable (public) transport.
- 6.137 In any event there would be on-street provision within the redesigned Greenwood Place for up to 5 disabled spaces in the shared mini-bus/disabled parking bay, 1 “disabled parking-only” bay, 2 further bays adjacent the proposed new residential building and the 7 relocated permit holder spaces (15 in total) which would potentially be available for blue badge holders before needing to seek out available spaces farther afield such as in Burghley Road. Even then, the first two spaces in Burghley Road are for disabled parking only and then there are several pay and display bays.
- 6.138 It is also worth noting that the proposed community use will have a greater amount of accessible parking than the Centres it is to replace. Shoot Up Hill Centre has a very small forecourt of capacity for up to 3 cars although this is shared with minibuses; Raglan Centre has two disabled parking bays in front of the centre but is otherwise surrounded by residents’ parking; and The existing Highgate Centre car park does not provide a suitable step-free connection between the parking and the centre itself so cannot be considered as fully accessible. It is understood from the applicant that no issues in respect to car parking have been reported by the managers of these other centres. The impact on resident permit-holder parking in Burghley Road is therefore likely to be intermittent and overall insignificant and not considered a significant enough concern to warrant the alternative of reconsidering the principle of this near town centre location for the type of development proposed.

#### **Sustainability and Energy**

- 6.139 London Plan climate change policies in chapter 5, Camden’s Core Strategy policy CS13 and Development Policies DP22 and DP23 require all developments to contribute to the mitigation of and adaptation to climate change, to minimise carbon

dioxide emissions and contribute to water conservation and sustainable urban drainage. In order to address these requirements the applicant has submitted a Sustainability Statement and an Energy Statement, each prepared by TGA consulting engineers.

*Code for Sustainable Homes and BREEAM*

- 6.140 The sustainability credentials of the two proposed buildings have been subject to pre-assessments using BREEAM New Construction 2011 in the case of the new Greenwood Centre and Code for Sustainable Homes (CfSH) for the residential building. The community building achieves BREEAM 'Excellent' rating with a score of 75% (minimum required for this rating being 70%), while the residential building achieves 69% which is Code level 4 (the minimum required being 68%).
- 6.141 Camden Planning Guidance for Sustainability (CPG3) sets minimum target scores in the three priority categories of Energy, Water and Materials of 60%;60%;40% respectively in BREEAM and 50%;50%;50% in CfSH. The pre-assessment indicates that these target scores would be comfortably surpassed being 88%;66%92% in the relevant target categories in BREEAM for the community building and 61%;66%;62% in the equivalent categories of CfSH for the residential apartments.
- 6.142 The score ratings are indicative of a high standard of sustainable design for this project, particularly in the community building. Consideration had been given in the early stages of design to adopting PassivHaus standard for the Highgate Road building. It is understood however, that this approach had been rejected due to the orientation of the site and its relationship with its surroundings which has had to inform the positioning and design approach to window openings rather than optimising solar gain. Furthermore, design considerations concerned with relating positively to the streetscape of Highgate Road and breaking down the bulk of the building entail certain design features that would be penalised by Passivhaus which seeks to minimise the perimeter of the building in relation to its area (in other words a much more solid and bulky form of building would have had to be necessary which would not have been acceptable in design terms). Other constraints include the noise environment and for lower floors, air quality, which would rule out reliance upon passive ventilation.
- 6.143 Despite otherwise high performance in most of the CfSH categories, it is noted that target credits in sub-categories relating to surface water run-off and ecological enhancement are left blank. The pre-assessment explains that whilst management of surface water run-off in particular is a mandatory requirement that the design team are committed to achieving, the credit could not be awarded at the time as the relevant qualified professional had not provided the necessary confirmation of the measures required. However, with the introduction into the scheme of a green roof under the PV panels (see the 'Landscape' section above) and the details which it is recommended be secured by the planning authority in regard to surface water management (see section on 'Flood risk and surface water management' below), it is considered that there may be additional credits attainable through compliance with these sub-categories.

6.144 A post-construction review, ensuring such targets are met, should be secured by means of condition/shadow Section 106 Agreement.

*Air quality*

6.145 As mentioned above, it is proposed that mechanical ventilation be installed for the units, which is necessary due to the noise environment and air quality at the lower levels. A condition should be attached requiring details of the location of the air inlet for the system in this regard to be approved in consultation with the Council's air quality officer.

6.146 It is also considered necessary in the interests of maintaining air quality during the construction process for the dust monitors to be included on site at locations to be agreed with the air quality officer. This would be included under the Construction Management Plan as required under the relevant condition/shadow Section 106 Agreement clause.

*Flood risk and surface water management*

6.147 A flood risk assessment prepared by Campbell Reith has shown the site to be a low risk of surface water flooding, although groundwater flooding is a potential risk which would require further investigation (see section on 'basement impact' below). The assessment recommends a surface water management strategy for the site be progressed to minimise potential flood risk in the area from surface water run off during storm events through the use of sustainable urban drainage drainage systems (SUDS). It is considered that the details of such a scheme should be secured as a condition to any grant of permission targeting by reasonable endeavours the CPG3 minimum target reduction of 50% from the current brownfield discharge rate.

*Energy*

6.148 The energy strategy for the proposed development follows the London Plan energy hierarchy to reduce CO2 emissions by a three step process of i) using less energy by seeking to reduce demand such as by maximising building envelope efficiency; ii) supplying energy efficiently; and iii) using renewable energy. This centres upon the use of 65kWth/43kWe combined heat and power (CHP) system supplemented by high efficiency condensing boiler units and also grid derived electrical energy. The CHP plant would be located in the basement of the community centre but would link with the residential development by underground pipework and cabling to achieve a unified system.

6.149 In line with the third stage of the hierarchy, both buildings would also be provided with renewable energy systems; a building integrated photo voltaic (BIPV) system in the case of the community centre building; and solar PV and solar thermal systems for the residential building.

6.150 Whilst solar thermal technology can act as a competing technology alongside CHP it has been clarified on raising this with the applicant that the solar thermal energy is being used for preheating of the buffer vessels which form part of the hot water system. The intention is that when available, energy is captured and used in a more efficient manner than can be achieved by use of the CHP plant, which is the reason for the system being configured in the manner proposed.

- 6.151 The use of the CHP alone would be expected to achieve a 20% improvement over the Part L 2010 target emission rate baseline in the case of the community building and 17% improvement for the residential building. With the use of the renewables this performance can be expected to improve to 25% and 32% respectively which is well in excess of the current 25% London Plan and CPG3 target.
- 6.152 The use of CHP has potential to affect the air quality of an area and as such an assessment should be carried out to ensure that it would meet the following requirements:
- CHP must adhere to the forthcoming GLA CHP emissions standards
  - CHP system must be specified to the correct size (considering baseload requirements).
  - Lowest NOx systems should be utilised, this is usually a natural gas turbine system, if alternative technologies are used then justification must be provided.
  - Emissions must be mitigated through the best-in-class abatement technology.
  - Stack heights must be calculated to be optimum for reducing ground level emissions and occupant exposure.
  - Regular maintenance and monitoring must be undertaken to ensure that predicted emissions are not exceeded.
  - Any back-up boilers must be low NOx and energy efficient
- No air quality assessment has been submitted with the application, but in this instance it is considered acceptable for this to be submitted in support the energy strategy secured by means of condition/shadow Section 106 Agreement.
- 6.153 Although there is presently no existing or proposed district heating network that would be capable of serving this area, the detailed design to enable such connection should be required as part of a final energy strategy to be secured by condition/shadow Section 106 Agreement.

### **Basement impact**

- 6.154 The proposal includes a single storey basement beneath the northern corner of the new community centre building measuring 150sqm in area. Its finished floor level would be 3.8m below the ground floor finished floor level and a maximum 4.35m below the adjacent surface ground level.
- 6.155 A basement impact assessment has been carried out on behalf of the applicant by Campbell Reith consulting engineers. The authors have the appropriate qualifications in geotechnical, geological and civil engineering required by CPG4.
- 6.156 The screening process has been adopted in accordance with CPG4 based on the relevant flow charts presented in that document. This identifies that whilst there are no surface flow or flooding issues affecting the site, available data suggests a shallow groundwater level at around 33.45 to 33.85m OD compared with a finished basement floor slab level of 32.85m OD as proposed. The proposed structure is thus likely to extend up to 1 metre below the water table surface of the site.
- 6.157 In terms of slope stability an appraisal of existing ground investigation data for the site indicates areas of previously worked ground in the vicinity of the proposed

basement and possibly made ground which could require piled foundations to support built structures. The proposed excavation also overlies London Clay; is within 5m of the adjacent highway; and in as far as it is located within 2 metres of an adjacent building (Deane House) the foundation depth of which is not presently known, may involve a significant differential depth in foundations.

- 6.158 The 'scoping' in relation to the above factors quantifies the potential effects upon ground water and flooding to be of no more than neutral or minor significance due largely to the limited size and isolated nature of the basement construction. Further on site ground investigations followed by standard good building practices and use of piled foundations are capable of addressing the majority of these issues.
- 6.159 The main potential affect of significance would be possible damage to neighbouring buildings from ground movements in relation to a differential in foundation depths. In this respect it is recommended that the foundations to the adjacent building are establish through foundation inspection pits and consideration given to mitigation measures such as underpinning or other methods of support to the excavation/basement wall. It can be concluded, therefore that the construction requires detailed engineering design and supplementary investigations, but subject to the above is unlikely to result in any harm to the built or natural environment and local amenity.

### **Other issues**

#### *Contaminated land*

- 6.160 A ground investigation was carried out on behalf of the applicant followed by a preliminary report of assessment which has been assessed by the Council's contamination officer. The initial intrusive investigation identified elevated levels of lead and the need for further intrusive works. A condition is recommended to secure the necessary further work, with a further condition to cover the possibility of 'unexpected finds' and required mitigation.

#### *Archaeology*

- 6.161 The site is located within an archaeological priority area and as such English Heritage (GLAAS) has been consulted. A desk study report prepared on behalf of the applicant by MOLAS indicates that the site has low-medium potential for significant remains, however in line with the advice of English Heritage it is recommended that a condition be attached to secure a programme of investigation.

### **Shadow S106 and CIL**

- 6.162 In addition to the various obligations required in relation to affordable housing, transport and sustainability which have already been outlined in the preceding sections of this report, a development of this scale and nature would be required to make various financial contributions towards improving the local infrastructure and facilities to accommodate its impact. This is line with the Core Strategy objective of providing sustainable buildings and places of the highest quality (CS5) along with CS10 - supporting community facilities and services, CS8 -promoting a successful and inclusive economy, CS14 –promoting high quality places and CS16 –improving health. These policies must be applied together, along with other relevant policies

to ensure that developments contribute positively to the communities into which they locate.

- 6.163 A summary of each of these contributions and basis upon which they have been calculated is set out as follows:

Education contributions (21 x £2,213 + 3 x £6,322) = **£65,439**

Parks and open space

Contribution based on 9sqm per person (note that allowance has been made in the calculation for the 120sqm communal roof garden and the large terraces for the 3 x 3-bed units which in combination are considered to provide for the equivalent needs of the 3 x 3-bed flats and 5 x 2-bed flats calculated in line with the methodology in fig 6 of CPG6 -Amenity)

Open Space Requirement (sqm)	Capital Cost	Maintenance	Design and admin	TOTAL
482.6 sqm	£17,538	£15,924	£2,108	<b>£35,570</b>

Community facilities contribution

CPG8 formula (pg 26) requires that developments be assessed as to their likely demands on community space provision within the area and advises a guideline £980 per bedroom contribution for general needs housing. However given the particular nature of this proposal and the very substantial contribution it already makes to serving the needs of the community, a financial contribution is not recommended in this instance.

Local employment and training

(Apprentices plus contribution per apprentice)

Development value has been estimated at approx £6m allowing for **2 apprentices** at CPG8 guideline of one apprentice per £3m of build. Plus a **support fee of £3,000** (i.e. £1,500 per apprentice is required). This is as part of an overall package to work in partnership with the Council's Economic Development Team and the Kings Cross Construction Skills Centre for achieving a target of 20% local recruitment during the construction phase.

- 6.164 A full list of heads of terms for a Shadow S106 required in connection with the development is set out in the conclusion to this report which follows.

- 6.165 The proposal will be liable for the Mayor of London's CIL as the additional floorspace exceeds 100sqm GIA or one unit of residential accommodation. Based on the Mayor's CIL charging schedule and the information given on the plans, the charge is likely to be £149,450 (2,989sqm x £50). This will be collected by Camden after the scheme is implemented and could be subject to surcharges for failure to assume liability, for failure to submit a commencement notice and/or for late payment, and subject to indexation in line with the construction costs index. An informative will be attached advising the applicant of this charge. Community uses of this nature and affordable housing would attract a nil charge for the purposes of the Mayor's CIL.

## 7. CONCLUSION

- 7.1 This proposal to build a new centre for people with disabilities at Greenwood Place brings to fruition a long term commitment on the part of the Council to finding a location for a Centre for Independent Living. Proposed as part of the Council's Community Investment Programme it would also involve bringing together the services of three existing Council run day centres to a central and accessible location, the former premises of which would be sold or redeveloped to help make the project possible. A two year long period of consultation with the users of the existing centres has sought to ensure that the replacement provision would meet their needs in a way that could not be made possible from keeping these facilities where they are.
- 7.2 The proposed Centre is considered a bright, spacious and contemporary new building which will be an asset in itself to the planned regeneration to the north of Kentish Town.
- 7.3 As an essential part of the overall proposals the former building of the Highgate Centre would be redeveloped for housing to help generate the required funding. As well as providing a choice of new residential units for sale the viability of the scheme also allows for 8 supported units provided as social rented affordable housing. Six of these are ground floor units to full mobility standards which is a type of accommodation for which few opportunities arise in the Borough. The design of the building in this case is again considered well thought out and to address its context comfortably while enhancing its setting.
- 7.4 Through the use of techniques and mitigation from orientation of openings to incorporating winter gardens and protective balustrades to amenity spaces, both buildings are considered to provide a comfortable environment for their users and residents whilst minimising any likelihood of conflict with protected industrial uses and the nearby Forum entertainment venue. The greatest source of noise has been shown not to come from these uses in any event but from the traffic using the road in front of the development. A high specification of mitigation will be necessitated but officers consider that with this in place, acceptable internal standards of comfort can be achieved.
- 7.5 The public realm works included as part of the application would not only make Greenwood Place a safer more attractive and acceptable environment for the Centre's users but would also be of benefit to the existing industrial uses and their occupiers.
- 7.6 Approval is recommended subject to conditions and a shadow s106 which would secure the Heads of Terms listed below:

### **Shadow Section 106 Heads of Terms:**

- 1) Phasing (to secure the delivery of the Greenwood Centre prior to occupation of the Highgate Road part of the development)

- 2) Affordable housing - Delivery of 8 x 1 bedroom/2 person social rented supported units on the ground floor and part first floor of the Highgate Road building
- 3) Car capped housing (2 on-site disabled spaces only)
- 4) Green travel plan
- 5) Green Travel Plan monitoring contribution (£5,561)
- 6) Service management plan(s)
- 7) Construction management plan(s)
- 8) BREEAM for the Centre
- 9) Code for Sustainable Homes for the residential element
- 10) Energy Plan –unified approach required
- 11) Recruitment and apprenticeships including support fee of £3,000
- 12) Local procurement
- 13) Level plans for highways
- 14) Highway works contribution (£tba)
- 15) Contributions towards pedestrian and environmental improvements in the area £50,000
- 16) Education contribution of £65,439
- 17) Public open space contribution of £35,570
- 18) Street tree contribution (£tba)
- 19) Affordable housing deferred contribution subject to a subsequent review of viability capped at £2,377.050

## 8. LEGAL COMMENTS

8.1 Members are referred to the note from the Legal Division at the start of the Agenda.

Conditions and Reasons:

- 1 The development hereby permitted must be begun not later than the end of three years from the date of this permission.

Reason: In order to comply with the provisions of Section 91 of the Town and Country Planning Act 1990 (as amended).

- 2 The development hereby permitted shall be carried out in accordance with the following approved plans Location plan 1213\_PL005 rev B; Site plans 1213 PL 001, 1213 PL 002; Floorplans and elevations (prefix PL) 100, 110-113, 114 rev A, 115, 116 rev A, 150, 160-164, 200, 201, 210-212, 215, 250, 251, 260-262, 265; Accommodation schedule dated 19.11.2013\_rev\_E; Floor area schedule Rev\_19.11.13; Sunlight & daylight report by Schroeders Begg dated August 2013; Sustainability statement by TGA dated August 2013; Energy Statement by TGA dated August 2013; Outline Construction Environmental Management Plan by Campbell Reith dated September 2013; Draft delivery and servicing plan by Campbell Reith dated September 2013; Flood Risk Assessment by Campbell Reith dated September 2013; Historic Environment Assessment by Museum of London Archaeology dated August 2013; Noise Impact Assessment by Campbell Reith dated Sept 2013; Preliminary Land Quality Statement by Cambell Reith dated September 2013; Basement Impact Assessment by Campbell Reith dated Sept 2013; Landscape Strategy Report by CBA dated Sept 2013; Planning, Design



and Access Statement by Tibbalds dated Sept 2013; Arboricultural implications report by Chris Blandford dated September 2013; Phase 1 Habitat Survey by Chris Blandford dated Sept 2013; Framework Travel Plan by Campbell Reith dated November 2013; Location Accessibility Audit by Campbell Reith dated September 2103; Transport Assessment by Campbell Reith dated September 2013; Addendum Noise Impact Assessment by REC Acoustics dated 29.11.2013; Transport Assessment Addendum by Campbell Reith dated November 2013.

Reason: For the avoidance of doubt and in the interest of proper planning.

- 3 The details of the following shall be submitted to, and approved in writing by, the Local Planning Authority before any work on the relevant part of the development is begun:
- (a) Facing materials of the community all buildings;
  - (b) Facing materials of the residential building;
  - (c) The commercial unit sShopfront including sections, elevations and materials;
  - (d) Details including sections at 1:10 of all windows, glazing, balconies, balustrades and external door frames of the community building;
  - (e) Details including sections at 1:10 of all windows, glazing, balconies, balustrades and external door frames of the residential building;
  - (f) Details of all lighting to the public realm including external lighting to the elevations, lighting of entrance areas, control of access points and CCTV.
- The relevant part of the works shall be carried out in accordance with the details thus approved.

Reason: To safeguard the appearance of the premises and the character of the immediate area and to promote fair and safe access for all in accordance with the requirements of policies CS14 and CS17 of the London Borough of Camden Local Development Framework Core Strategy and policies DP17, DP24 and DP29 of the London Borough of Camden Local Development Framework Development Policies.

- 4 A sample panel of the facing materials, including a brickwork panel demonstrating the proposed colour, texture, jointing and fixing shall be provided on site and approved in writing by the local planning authority before the relevant parts of the works are commenced and the development shall be carried out in accordance with the approval given. The approved panel shall be retained on site until the work has been completed.

Reason: To safeguard the appearance of the premises and the character of the immediate area in accordance with the requirements of policy CS14 of the London Borough of Camden Local Development Framework Core Strategy and policy DP24 of the London Borough of Camden Local Development Framework Development Policies.

- 5 No visible flues, vents or drainage pipes shall be fixed or installed on the external face of the buildings, without the prior approval in writing of the local planning authority.

Reason: To safeguard the appearance of the premises and the character of the immediate area in accordance with the requirements of policy CS14 of the London Borough of Camden Local Development Framework Core Strategy and policy DP24 of the London Borough of Camden Local Development Framework Development Policies.

- 6 No development (excluding demolition and enabling works) shall take place at (i) the community centre and (ii) the residential development until full details of hard and soft landscaping and means of enclosure of all un-built, open areas have been submitted to and approved by the local planning authority in writing. The relevant part of the works shall not be carried out otherwise than in accordance with the details thus approved.

Reason: To ensure that the development achieves a high quality of landscaping which contributes to the visual amenity and character of the area in accordance with the requirements of policies CS14 and CS15 of the London Borough of Camden Local Development Framework Core Strategy and policy DP24 of the London Borough of Camden Local Development Framework Development Policies.

- 7 All soft landscaping works shall be carried out in accordance with the approved landscape details by not later than the end of the planting season following completion of the development or relevant phase of the development, whichever is the sooner. Any trees or areas of planting which, within a period of 5 years from the completion of the development, die, are removed or become seriously damaged or diseased, shall be replaced as soon as is reasonably possible and, in any case, by not later than the end of the following planting season, with others of similar size and species, unless the local planning authority gives written consent to any variation.

Reason: To ensure that the landscaping is carried out within a reasonable period and to maintain a high quality of visual amenity in the scheme in accordance with the requirements of policy CS14 and CS15 of the London Borough of Camden Local Development Framework Core Strategy and policy DP24 of the London Borough of Camden Local Development Framework Development Policies.

- 8 Full details in respect of the green and brown roofs in the areas indicated on the approved roof plans, including construction profile, materials, substrate depth, full schedule of plant species, density of planting and plan of maintenance shall be submitted to and approved by the local planning authority before the relevant part of the development commences. The details shall include a bio-diverse green roof consisting of an inert substrate to organic matter ratio at a depth suitable for establishment of a biodiverse roof in the area to be shared by the solar panels on the roof of the residential building. The buildings shall not be occupied until the approved details have been implemented and these works shall be permanently retained and maintained thereafter.

Reason: In order to ensure the development undertakes reasonable measures to take account of biodiversity and the water environment in accordance with policies CS13, CS15 and CS16 of the London Borough of Camden Local Development

Framework Core Strategy and policies DP22, DP23 and DP32 of the London Borough of Camden Local Development Framework Development Policies.

- 9 Prior to commencement of the relevant part of the development, full details of the design, specification and locations of bird and bat boxes and indication of species to be accommodated shall be submitted to and approved in writing by the local planning authority. The boxes shall be installed in accordance with the approved plans prior to the occupation of the development and thereafter retained.

Reason: In order to secure appropriate features to conserve and enhance wildlife habitats and biodiversity measures within the development, in accordance with the requirements of the London Plan (Consolidated with Alterations Since 2004) and Camden Planning Guidance 2006 and policy CS15 of the London Borough of Camden Local Development Framework Core Strategy.

- 10 Full details of a planting plan for the 5th floor communal roof garden shall be submitted to and approved by the local planning authority before the relevant part of the residential development is commenced. The residential building shall not be occupied until the approved details have been implemented and the planting shall thereafter continue in accordance with such plan unless otherwise approved by the local authority in writing.

Reason: In order to ensure the development undertakes reasonable measures to take account of biodiversity and the water environment in accordance with policies CS13, CS15 and CS16 of the London Borough of Camden Local Development Framework Core Strategy and policies DP22, DP23 and DP32 of the London Borough of Camden Local Development Framework Development Policies.

- 11 No work shall commence on the Highgate Road Residential Building until a detailed scheme for noise insulation and/or mitigation has first been submitted to and approved in writing by the local planning in respect of the following:

a) a scheme of sound insulation and attenuated ventilation so as to ensure that noise from external sources shall not exceed 30dB(A) LAeq (23:00-07:00 hours) in any habitable room

b) sound mitigation measures to be incorporated to terraces and balconies such that the external noise climate does not exceed 55dB LAeq,t

The buildings shall not be occupied until completed fully in accordance with such scheme(s) as will have been approved.

Reason: To safeguard the premises against the transmission of external noise in accordance with the requirements of policy CS5 of the London Borough of Camden Local Development Framework Core Strategy and policies DP26 and DP28 of the London Borough of Camden Local Development Framework Development Policies.

- 12 No work shall commence on the Greenwood Place building until a detailed scheme for noise insulation and/or mitigation has first been submitted to and approved in

writing by the local planning in respect of the following:

- a) a scheme of sound insulation and attenuated ventilation so as to ensure that noise from external sources shall not exceed 35dB(A) LAeq,t in any noise sensitive room
- b) sound mitigation measures to be incorporated to terraces and balconies such that the external noise climate does not exceed 55dB LAeq,t

The buildings shall not be occupied until completed fully in accordance with such scheme(s) as will have been approved.

Reason: To safeguard the premises against the transmission of external noise in accordance with the requirements of policy CS5 of the London Borough of Camden Local Development Framework Core Strategy and policies DP26 and DP28 of the London Borough of Camden Local Development Framework Development Policies.

- 13 Noise levels from fixed plant associated with the development at a point 1 metre external to sensitive facades shall be at least 5dB(A) less than the existing background measurement (LA90), expressed in dB(A) when all plant/equipment (or any part of it) is in operation unless the plant/equipment hereby permitted will have a noise that has a distinguishable, discrete continuous note (whine, hiss, screech, hum) and/or if there are distinct impulses (bangs, clicks, clatters, thumps), then the noise levels from that piece of plant/equipment at any sensitive façade shall be at least 10dB(A) below the LA90, expressed in dB(A).

Reason: To safeguard the amenities of the adjoining premises and the area generally in accordance with the requirements of policy CS5 of the London Borough of Camden Local Development Framework Core Strategy and policies DP26 and DP28 of the London Borough of Camden Local Development Framework Development Policies.

- 14 The alternative uses hereby approved for the commercial unit on the ground floor of the building fronting Highgate Road shall not be carried out outside the following times 0730 - 1130 Mondays to Saturdays and 0830 - 1030 on Sundays.

Reason: To safeguard the amenities of the adjoining premises and the area generally in accordance with the requirements of policies CS5 and CS7 of the London Borough of Camden Local Development Framework Core Strategy and policies DP26 and DP12 of the London Borough of Camden Local Development Framework Development Policies.

- 15 No preparation of hot food shall be permitted from the ground floor commercial premises of the Highgate Road building hereby permitted until planning permission has been secured for a full scheme of ventilation and fume extraction and such scheme is in-place and fully operational.

Reason: To safeguard the amenities of the adjoining premises and the area generally in accordance with the requirements of policies CS5 and CS7 of the

London Borough of Camden Local Development Framework Core Strategy and policies DP12, DP26 and DP28 of the London Borough of Camden Local Development Framework Development Policies.

- 16 Prior to first occupation of the respective buildings, the proposed cycle storage of minimum 46 spaces for the residential development and 16 spaces for the community centre shall be fully provided in compliance with the details shown on the drawings hereby approved, or such other details as may be approved by the local authority in writing and shall be permanently maintained and retained.

Reason: To ensure the development provides adequate cycle parking facilities in accordance with the requirements of policy CS11 of the London Borough of Camden Local Development Framework Core Strategy and policy DP17 of the London Borough of Camden Local Development Framework Development Policies.

- 17 The lifetime homes features and facilities, as indicated on the drawings and documents hereby approved shall be provided in their entirety prior to the first occupation of any of the new residential units.

Reason: To ensure that the internal layout of the building provides flexibility for the accessibility of future occupiers and their changing needs over time, in accordance with the requirements of policy CS6 of the London Borough of Camden Local Development Framework Core Strategy and policy DP6 of the London Borough of Camden Local Development Framework Development Policies.

- 18 The development hereby approved shall not be commenced, other than for site clearance & preparation, relocation of services, utilities and public infrastructure and demolition, until details of a surface water drainage scheme for the site, aiming by reasonable endeavours towards at least a 50% reduction from the current brownfield discharge rate, shall be submitted to and approved by the local planning authority in consultation with Thames Water. The development shall not be implemented other than in complete accordance with the surface water drainage scheme that has been approved.

Reason: To reduce the rate of surface water run-off from the buildings and limit the impact on the storm-water drainage system in accordance with policies CS13 and CS16 of the London Borough of Camden Local Development Framework Core Strategy and policies DP22, DP23 and DP32 of the London Borough of Camden Local Development Framework Development Policies.

- 19 The residential accommodation hereby approved shall not be occupied until details of the location for the air inlet for the mechanical ventilation to serve the accommodation have been submitted to and approved by the local planning authority. The mechanical ventilation shall not operate other than in accordance with such details as have been approved.

Reason: In order to ensure an acceptable level of air quality for residents in accordance with policy CS16 of the London Borough of Camden Local Development Framework Core Strategy and DP26 of the London Borough of

Camden Local Development Framework Development Policies.

- 20 At least 28 days before development commences:
- (a) a written programme of ground investigation for the presence of soil and groundwater contamination and landfill gas shall be submitted to and approved by the local planning authority in writing; and
  - (b) following the approval detailed in paragraph (a), an investigation shall be carried out in accordance with the approved programme and the results and a written scheme of remediation measures [if necessary] shall be submitted to and approved by the local planning authority in writing.
- The remediation measures shall be implemented strictly in accordance with the approved scheme and a written report detailing the remediation shall be submitted to and approved by the local planning authority in writing prior to occupation.

Reason: To protect future occupiers of the development from the possible presence of ground contamination arising in connection with the previous industrial/storage use of the site in accordance with policy CS5 of the London Borough of Camden Local Development Framework Core Strategy and policy DP26 of the London Borough of Camden Local Development Framework Development Policies.

- 21 In the event that additional significant contamination is found at any time when carrying out the approved development it must be reported in writing immediately to the local planning authority. An investigation and risk assessment must be undertaken in accordance with the requirements of the Environment Agency's Model Procedures for the Management of Contamination (CLR11), and where mitigation is necessary a scheme of remediation must be designed and implemented to the satisfaction of the local planning authority before any part of the development hereby permitted is occupied.

Reason: To protect future occupiers of the development from the possible presence of ground contamination arising in connection with the previous industrial/storage use of the site in accordance with policy CS5 of the London Borough of Camden Local Development Framework Core Strategy and policy DP26 of the London Borough of Camden Local Development Framework Development Policies.

- 22 Piling or any other foundation designs using penetrative methods shall not be permitted unless a piling method statement detailing the type of piling to be undertaken and the methodology by which such piling will be carried out including measures to prevent and minimise the potential for damage to subsurface water or sewerage infrastructure, and the programme for the works, has been submitted to and approved by the Local Planning Authority in writing in liaison with the relevant utility providers. The piling shall be undertaken in accordance with the approved method statement.

Reason: To safeguard existing below ground public utility infrastructure and controlled waters in accordance with the requirements of policy CS13 of the London Borough of Camden Local Development Framework Core Strategy.

- 23 A) No development (excluding demolition and enabling works) shall take place on i) the community centre; and ii) the residential building; until the applicant (or their heirs and successors in title) has secured the implementation of a programme of archaeological evaluation in accordance with a written scheme which has been submitted by the applicant and approved by the local planning authority in writing and a report on that evaluation has been submitted to the local planning authority.
- B) If heritage assets of archaeological interest are identified by the evaluation under Part A, then before works on the relevant part of the development commence the applicant (or their heirs and successors in title) shall secured the implementation of a programme of archaeological investigation in accordance with a Written Scheme of Investigation which has been submitted by the applicant and approved by the local planning authority in writing.
- C) No development or demolition shall take place other that in accordance with the Written Scheme of Investigation approved under Part (B).
- D) The development shall not be occupied until the site investigation and post investigation assessment has been completed in accordance with the programme set out in the Written Scheme of Investigation approved under Part (B), and the provision for analysis, publication and dissemination of the results and archive deposition has been secured.

Reason: In order to ensure the identification of and minimise damage to important archaeological remains which may exist on this site, in accordance with the requirements of policy CS14 of the London Borough of Camden Local Development Framework Core Strategy and policy DP25 of the London Borough of Camden Local Development Framework Development Policies.

- 24 The development of the community centre hereby approved shall not commence until arrangements for the re-accommodation of the current commissioned services run from the existing Greenwood Centre building by Camden Society and Camden People First have been put in place according to a plan that has first been submitted to and approved by the local authority in writing.

Reason: In order to ensure provision of existing community facilities that meet the needs of the local population in accordance with policy CS10 of the London Borough of Camden Local Development Framework Core Strategy and policy DP15 of the London Borough of Camden Local Development Framework Development Policies.

25 **NEED FOR A LEGAL AGREEMENT**

In the event that any owners of the land have the legal locus to enter into a Section 106 Agreement, no works shall be progressed on site until such time as they have entered into such an Agreement incorporating obligations in respect of the matters covered by conditions marked with \* in this notice of planning permission.

Reason: In order to define the permission and to secure development in accordance with policy CS19 of the London Borough of Camden Local Development Framework Core Strategy.

- 26 \*Phasing

None of the private residential units hereby approved shall be occupied until written notice has been issued by the local authority of its satisfaction that the Community Centre has been constructed, fitted out and made available for occupation.

Reason: To ensure the provision of a replacement community centre in accordance with the requirements of policy CS10 of the London Borough of Camden Local Development Framework Core Strategy and policy DP15 of the London Borough of Camden Local Development Framework Development Policies.

27 \*Affordable housing

Affordable housing shall be provided in accordance with the conditions and approved documents as set out in this decision. All affordable housing units shall be constructed and fitted out as units which are suitable for occupation as affordable housing and shall only be occupied for the purposes of and retained in perpetuity for Intermediate Affordable Housing in line with the London Plan definition for such as set out in the London Plan and Social Rented Housing (at rents equivalent to 'social rent' as set out in Camden's CPG2 draft alterations November 2012) as the case may be; not disposing of any interest in the Affordable Housing Units (except by way of mortgage) other than to any other Registered Provider or any other body, organisation or company registered with the Charity Commissioners for England and Wales and approved by the Regulator or the Council.

Reason: To secure sufficient provision for affordable housing in accordance with the requirements of policy CS6 of the London Borough of Camden Local Development Framework Core Strategy and policies DP3 and DP4 of the London Borough of Camden Local Development Framework Development Policies.

28 \*Car capping

Prior to first occupation of any of the residential units, the landowner would ensure through agreement that each occupier of the premises is informed of the Council's policy that they shall not be entitled (unless they are the holder of a disabled person's badge issued pursuant to s. 21 of the Chronically Sick and Disabled Persons Act 1970) to be granted a Residents Parking Permit to park a vehicle in a residents parking bay; shall not be able to buy a contract permanently to park within any car park owned, controlled or licensed by the Council (with the exception of the carpark hereby approved) and nor shall they be entitled to be granted a Business Parking Permit.

Reason: In order to ensure that the development does not contribute to increased car use and parking congestion in accordance with the requirements of policy CS11 of the London Borough of Camden Local Development Framework Core Strategy and policy DP18 and DP19 of the London Borough of Camden Local Development Framework Development Policies.

29 \*Travel plan



Prior to first occupation of the Community Centre a Framework Travel Plan which shall set out measures for promoting sustainable transport modes for staff and clients of the development, shall be submitted to and approved in writing by the Local Planning Authority and shall contain mechanisms for monitoring, review and further approval by the local planning authority. The plan shall provide for a Travel Plan Co-ordinator and allow for an initial substantial review within six months of full occupation. The measures contained in the Travel Plan shall at all times remain implemented.

Reason: In order to ensure that the travel demand arising from the development does not significantly impact on the existing transport system and to accord with the requirements of policies CS5 and CS11 of the London Borough of Camden Local Development Framework Core Strategy and policies DP16, DP17 and DP26 of the London Borough of Camden Local Development Framework Development Policies.

30 \*Travel Plan monitoring and review contribution

Prior to commencement of i) the community centre and (ii) the residential development (excluding demolition and enabling works) confirmation that the necessary measures to secure the monitoring and review of the Residential and Workplace Travel Plans shall be submitted to and approved in writing by the Local Planning Authority.

Reason: In order to ensure that the travel demands from the development can be monitored and maintained in line with a Travel Plan in accordance with the requirements of policies CS5, CS11 and CS19 of the London Borough of Camden Local Development Framework Core Strategy and policies DP16, DP17 and DP26 of the London Borough of Camden Local Development Framework Development Policies.

31 \*Service Management Plan(s)

Prior to the commencement of the relevant part of the development (excluding demolition and enabling works) a Servicing Management Plan (SMP) for; a) the Residential Building and; b) the Community Centre; shall be submitted to and approved in writing by the Local Planning Authority and shall contain mechanisms for monitoring, review and further approval by the local planning authority from time to time. The plan shall include details of the location and size of the proposed service layby, the frequency and proposed hours of servicing, details of arrangements for refuse storage and collections, and the mechanisms that will be used to ensure that all servicing continues to take place in accordance with the plan. The service layby shall be provided in full prior to first occupation of the commercial units of the development. No servicing of any building shall take place on any part of the highway network or public realm other than in accordance with the SMP so approved.

Reason: To avoid obstruction of the surrounding streets and ensure the safety of pedestrians, cyclist and other road users, in accordance with the requirements of policies CS5 and CS11 of the London Borough of Camden Local Development

Framework Core Strategy and policies DP16, DP17 and DP26 of the London Borough of Camden Local Development Framework Development Policies.

32 \*Construction management plan(s)

Prior to the demolition of the existing buildings a Construction Management Plan (CMP) (including provision for Air Quality Monitoring on the site) for; a) the Residential Building and; b) the Community Centre; setting out measures for ensuring highway safety and managing transport, deliveries and waste (including recycling of materials) throughout the demolition and/or construction period(s) and taking account of the cumulative impact of concurrent or planned development within the immediate area, shall be submitted to and approved by the local planning authority in consultation with Transport for London and shall contain mechanisms for monitoring, review and further approval by the local planning authority and Transport for London as required from time to time. The Construction Management Plan shall also include details of a working group involving local residents and businesses, a contractor complaints/call-line and measures to be carried out to mitigate the impact of the noise arising from construction and demolition activities on local residents and businesses. The measures contained in the Construction Management Plan shall at all times remain implemented throughout the duration of the works of demolition and construction.

Reason: In order to protect the pedestrian environment and the amenities of the area generally and to ensure the continued free flow of traffic in the area in accordance with Policies CS5 and CS11 of the London Borough of Camden Local Development Framework Core Strategy and policies DP16, DP17 and DP26 of the London Borough of Camden Local Development Framework Development Policies.

33 \*BREEAM

Prior to fitting out of the Community Centre the applicant and/or developer shall submit to the local planning authority a Sustainability Plan setting out the manner in which the development will achieve at least BREEAM 'Excellent' while achieving a minimum level of 60% of the un-weighted credits in the Energy and Water sections and 40% in the Materials categories. The development shall thenceforth proceed in accordance with such Plan as will have been approved. Prior to first occupation a post-completion certificate which demonstrates that the approved rating has been achieved shall be submitted to and approved in writing by the local planning authority.

Reason: In order to secure the appropriate energy and resource efficiency measures in accordance with the requirements of policies CS13, CS16 of the London Borough of Camden Local Development Framework Core Strategy and policy DP22, DP23 of the London Borough of Camden Local Development Framework Development Policies.

34 \*Code for Sustainable Homes

Prior to commencement of the Residential Building (excluding demolition and

enabling works) the applicant and/or developer shall submit to the local planning authority a Sustainability Plan setting out the manner in which the development will achieve Code for Sustainable Homes (CFSH) level 4 for the residential units achieving 50% of the un-weighted credits in the Energy and Water and Materials sections. The development shall at all times proceed in accordance with such Plan as will have been approved. Prior to first occupation of the residential units a post-completion certificate which demonstrates that the approved rating has been achieved shall be submitted to and approved in writing by the local planning authority.

Reason: In order to secure the appropriate energy and resource efficiency measures in accordance with the requirements of policies CS13, CS16 of the London Borough of Camden Local Development Framework Core Strategy and policy DP22, DP23 of the London Borough of Camden Local Development Framework Development Policies.

35 \*Energy Plan

Prior to commencement of any part of the development, (excluding demolition and enabling works) the applicant and/or developer shall submit to the local planning authority for approval an Energy Efficiency and Renewable Energy Plan setting out a package of measures to achieve target carbon emission reduction levels of 25.16% for the community centre and 32.65% for the residential building of the development. The Plan shall contain mechanisms for monitoring, review and further approval by the local planning authority, and shall include an Air Quality Assessment for any CHP system proposed for inclusion. The development shall at all times proceed in accordance with such Plan as will have been approved.

Reason: In order to secure the appropriate energy and resource efficiency measures in accordance with the requirements of policy CS13 of the London Borough of Camden Local Development Framework Core Strategy and policy DP22, DP23 and DP32 of the London Borough of Camden Local Development Framework Development Policies.

36 \*Recruitment and apprenticeships

Prior to commencement of the Residential Development hereby approved, including the extraction of basements and/or foundations but excluding demolition and other enabling works the applicant and/or developer shall:

- have entered into an agreement with the Kings Cross Construction Skills Centre to support the recruitment of Camden residents to jobs created during the construction of the development; to advertise all construction job vacancies locally; and to work towards a target that 20% of jobs are filled by Camden residents
- have entered into an agreement with the Kings Cross Construction Skills Centre to provide 2 construction industry apprenticeships to Camden residents using a range of options tailored to the build requirements of the development. The placements would be delivered throughout the course of the development.

Reason: In order to ensure that unemployed people within the Borough of Camden have training and employment opportunities during the construction phase of major

developments and to source goods and services from local businesses in accordance with policy CS8 of the London Borough of Camden Local Development Framework Core Strategy and policy DP13 of the London Borough of Camden Local Development Framework Development Policies.

37 \*Local Procurement

Prior to commencement of the Residential Development (excluding demolition and enabling works), the applicant and/or developer shall:

- have demonstrated that they will work with the Council's local procurement team to provide opportunities for Camden-based businesses to tender for the supply of goods and services during construction.

Reason: In order to ensure that unemployed people within the Borough of Camden have training and employment opportunities during the construction phase of major developments and to source goods and services from local businesses in accordance with policy CS8 of the London Borough of Camden Local Development Framework Core Strategy and policy DP13 of the London Borough of Camden Local Development Framework Development Policies.

38 \*Level plans

No part of the development (excluding demolition and enabling works) shall be commenced until such time as the local planning authority has confirmed in writing that it has received plans demonstrating the levels at the interface of the development, the boundary of the site and the public highway.

Reason: In order that the Council may ensure that the development is finished to a satisfactory standard and does not prejudice the surrounding highways network in accordance with policies DP17 and DP21 of the London Borough of Camden Local Development Framework Development Policies.

39 \*Highway works contribution

Prior to commencement of the development (excluding demolition and enabling works), confirmation that the necessary measures to secure the necessary highway works for the development shall be submitted to and approved in writing by the Local Planning Authority.

Reason: To ensure the development has an acceptable impact on the adjacent highway and provides an attractive safe and secure environment in accordance with the requirements of policies CS5, CS11, CS17, CS19 of the London Borough of Camden Local Development Framework Core Strategy and policies DP16, DP17, DP20 and DP21 of the London Borough of Camden Local Development Framework Development Policies.

40 \*Pedestrian and environmental contribution

\* Prior to commencement of development (excluding demolition and enabling works), confirmation that the necessary measures to secure provision of public

realm improvements, specifically in relation to improvements at the Kentish Town Road/Highgate Road/Fortess Road junction, shall be submitted to and approved in writing by the Local Planning Authority.

Reason: To ensure that the impact of the scheme on public transport facilities is mitigated, in accordance with policies CS5 and CS11 of the London Borough of Camden Local Development Framework Core Strategy and policies DP16 and DP17 of the London Borough of Camden Local Development Framework Development Policies.

41 \*Education contribution

Prior to commencement of the Residential Development (excluding demolition and enabling works), confirmation that the necessary measures to secure appropriate measures to support the local education infrastructure shall be submitted to and approved in writing by the Local Planning Authority.

Reason: To ensure that the impact of the scheme on the local education infrastructure is mitigated in accordance with policies CS10, CS19 of the London Borough of Camden Local Development Framework Core Strategy and DP15 of the London Borough of Camden Local Development Framework Development Policies.

42 \*Public open space contribution

Prior to commencement of the Residential Development (excluding demolition and enabling works), confirmation that the necessary measures to secure provision of and improvements to public open space shall be submitted to and approved in writing by the Local Planning Authority.

Reason: To ensure that the scheme makes adequate provision for open space facilities in the area and that the impact of the scheme on open space facilities is mitigated, in accordance with policies CS5 and CS15 of the London Borough of Camden Local Development Framework Core Strategy and policies DP26 and DP31 of the London Borough of Camden Local Development Framework Development Policies.

43 \*Street tree contribution

Prior to commencement of the Residential Development (excluding demolition and enabling works), confirmation that the necessary measures to secure provision for planting of a tree on the public highway in the vicinity of the development shall be submitted to and approved in writing by the Local Planning Authority.

Reason: To ensure that the scheme makes adequate provision for replacement tree planting in accordance with policies CS14 and CS15 of the London Borough of Camden Local Development Framework Core Strategy and policy DP24 of the London Borough of Camden Local Development Framework Development Policies.

44 \*Affordable housing deferred contribution

At the point of exchange on no less than 20 residential units and completion on no more than 20 residential units the applicant and/or developer shall submit to the local planning authority an updated viability assessment and not to proceed on the completion of further sales until confirmation that the necessary measures to secure provision for affordable housing have been submitted and approved by the local planning authority in writing.

Reason: To secure sufficient provision for affordable housing in accordance with the requirements of policy CS6 of the London Borough of Camden Local Development Framework Core Strategy and policies DP3 and DP4 of the London Borough of Camden Local Development Framework Development Policies.

Informative(s):

- 1 You are advised that this proposal will be liable for the Mayor of London's Community Infrastructure Levy (CIL) as the additional floorspace exceeds 100sqm GIA or one unit of residential accommodation. Based on the Mayor's CIL charging schedule and the information given on the plans, the charge is likely to be £149,450 (2,989sqm x £50). This amount is an estimate based on the information submitted in your planning application. The liable amount may be revised on the receipt of the Additional Information Requirement Form or other changing circumstances.
- 2 Your proposals may be subject to control under the Building Regulations and/or the London Buildings Acts which cover aspects including fire and emergency escape, access and facilities for people with disabilities and sound insulation between dwellings. You are advised to consult the Council's Building Control Service, Camden Town Hall, Argyle Street WC1H 8EQ, (tel: 020-7974 6941).
- 3 Noise from demolition and construction works is subject to control under the Control of Pollution Act 1974. You must carry out any building works that can be heard at the boundary of the site only between 08.00 and 18.00 hours Monday to Friday and 08.00 to 13.00 on Saturday and not at all on Sundays and Public Holidays. You are advised to consult the Council's Compliance and Enforcement team [Regulatory Services], Camden Town Hall, Argyle Street, WC1H 8EQ (Tel. No. 020 7974 4444 or on the website <http://www.camden.gov.uk/ccm/content/contacts/council-contacts/environment/contact-the-environmental-health-team.en> or seek prior approval under Section 61 of the Act if you anticipate any difficulty in carrying out construction other than within the hours stated above.
- 4 Your attention is drawn to the need for compliance with the requirements of the Environmental Health regulations, Compliance and Enforcement team, [Regulatory Services] Camden Town Hall, Argyle Street, WC1H 8EQ, (tel: 020 7974 4444) particularly in respect of arrangements for ventilation and the extraction of cooking fumes and smells.

- 5 You are advised of the need to ensure that all necessary consents have been obtained from Thames Water regarding the discharges of groundwater from construction sites. Groundwater permit enquiries should be directed to Thames Water's Risk Management Team on 020 8507 4890 or by emailing [wwqriskmanagement@thameswater.co.uk](mailto:wwqriskmanagement@thameswater.co.uk). Any discharge made without a permit is deemed illegal and may result in prosecution under the provisions of the Water Industry Act 1991.
- 6 You should incorporate protection to your property from possible surcharge from the sewerage network during storm events, for example by installing a non-return valve to prevent backflow. Thames Water would recommend that fat traps be installed in connection with all catering establishments to avoid this and other properties from suffering blocked drains, sewage flooding and pollution of the water environment.
- 7 In regard to condition 23 above, written schemes of investigation will need to be prepared and implemented by a suitably qualified archaeological practice in accordance with English Heritage Greater London Archaeology guidelines. They must be approved by the planning authority before any on-site development related activity occurs.
- 8 The applicant should note that the grant of this planning permission does not guarantee that highways works will be implemented as the works indicated on the plans will always be subject to further detailed design, consultation and approval as required by the Highway Authority in enactment of its statutory powers and relevant legislation.
- 9 You are advised that condition 14 means that no customers shall be on the premises and no noise generating activities associated with the use, including preparation and clearing up, shall be carried out otherwise than within the permitted time.
- 10 You are advised that if implemented, the alternative use permission for the commercial unit on the ground floor of the residential development hereby granted gives flexibility of use for 10 years from the date of this permission. After 10 years the lawful use would revert to whichever of the uses is taking place at the time.
- 11 You are reminded that this decision only grants permission for permanent residential accommodation (Class C3). Any alternative use of the residential units for temporary accommodation, i.e. for periods of less than 90 days for tourist or short term lets etc, would constitute a material change of use and would require a further grant of planning permission.
- 12 You are advised that the term 'enabling works' referred to in the above conditions is generally defined as works or operations consisting of all or any of site clearance, archaeological investigations, investigations for the purpose of assessing ground conditions, remedial work in respect of any contamination or other adverse ground conditions, diversion and laying of services and erection of any temporary means of enclosure.

## Redevelopment of The Highgate Centre, 19-37 Highgate Road, NW5 1JU

Application: 2013/5947/P

### Independent Review of Assessment of Economic Viability

REDACTED

#### 1.0 INTRODUCTION

- 1.1 BPS Chartered Surveyors has been instructed by the Planning Division of the London Borough of Camden (LBC) to review a viability assessment provided by Lambert Smith Hampton (LSH) on behalf of the Council in respect of the Mixed Redevelopment Project of The Highgate Centre at 19-37 Highgate Road, NW5 1JU, that currently comprises of 0.1 hectares (0.26acres) or 0.51 hectares (1.27 acres), including the subsequent redevelopment of the Greenwood Place area.
- 1.2 The site is located on Greenwood Place, Kentish town, in the London Borough of Camden. It comprises of three main segments; the Highgate Day Centre and associated Car Park, the Greenwood Centre (including a former Hostel and part of Deane House) and the public realm to the entirety of Greenwood Place.
- 1.3 The site is bounded by industrial and commercial uses to the west, Highgate road to the north east and the commercial centre of Kentish Town to the south east.
- 1.4 The current Highgate Centre is to be redeveloped over 7 storeys to provide the units comprise 18 one bed apartments, 21 two bed apartments and 3 three bed apartments, of which 8 of the one beds will be affordable units and which will be provided as assisted living units. It is intended that the scheme will also include 100m<sup>2</sup> of retail space which will be traded as a community café.
- 1.5 The redevelopment of the current Greenwood Place will secure a new and improved Centre for Independent Living (CIL), over 3 storeys plus a basement. This part of the redevelopment will be partly funded by the Highgate Centre development, together with the proceeds from the sale of the Council owned Shoot Up Hill Day Centre and Raglan House. Further funding is being made available by the Council via a related Section 106 Agreement.
- 1.6 This partial funding for Greenwood Place by the Highgate Centre demonstrates the reasons why the Council have proposed a limited provision of 8 on site affordable units. Therefore not meeting the LBC's Affordable Housing Policy.

#### 2.0 SUMMARY OF FINDINGS

- 2.1 The scheme is effectively being used as enabling development with all residual value generated being used to support the Greenwood CIL project. The validity of an enabling development approach is normally associated with listed buildings where the English Heritage publication Enabling Development and the Conservation of Significant Places published 2008 remains the definitive guidance. We have



been involved in a number of Local Authority schemes where the same principle has been used to fund Council capital projects. Although the legitimacy of this approach in planning terms falls outside of our remit we are aware that such developments have secured both Local Authority and GLA approval and we assume the principle is similarly acceptable in this instance.

- 2.2 An estimated funding requirement for the redevelopment of Greenwood Place has been stated by LSH as £8.97m. The three sources of funding including the proposed scheme will be between them generate an estimated surplus of £395,000 to £500,000 which in the context of the overall scheme value is relatively marginal and could be viewed as a project contingency.
- 2.3 The majority of funding for the CIL project will be from the residual value generated by the Highgate Centre redevelopment which is estimated to contribute £5m.
- 2.4 Other Council owned sites to be sold to fund part of the redevelopment of Greenwood Place are predicted to sell for sums between £2.365m and 2.48m. These properties include Ralgan House and Shoot Up Hill.
- 2.5 To ensure the CIL project is adequately funded the Council will also contribute a further £2m capital funding from its own resources. The need for this investment reflects the uncertainty inherent in predicting the viability of the proposed scheme and likelihood of a shortfall in overall capital generated.
- 2.6 The proposed scheme makes no allowance for the existing land value and affordable housing revenues both of which would normally form part of a private sector appraisal. The effective benchmark for assessing viability of the proposed schemes is its required contribution of £5m towards the funding of Greenwood CIL project as opposed to the more usual land value benchmark. We understand that if the scheme is unable to make the forecast contributions then the project as a whole would be non-viable and would not proceed.
- 2.7 Our research shows that average estimated residential sales values within the local vicinity reflect £6,243m<sup>2</sup> (£580ft<sup>2</sup>) which broadly corresponds to LSH's proposed sales values which are based on . Consequently we accept that the LSH's sales values are in a reasonable range when compared to our own research.
- 2.8 When a policy compliant 21 affordable units (50% of the proposed 42 units) are inputted into the appraisal it has the effect of deleting the proposed residual value of £5m and generates a net overall deficit of -c£160,000 based on the continuing assumption that no value will be ascribed to the affordable element. This assumption reflects the inability of the Council to borrow against the revenue streams generated by affordable housing, and as such is discounted for the purpose of evaluating the benefits of the project in respect of its ability to contribute to the Greenwood CIL project. Were this a private sector application which was seeking to simply to generate profit over a land value benchmark, the revenue from the affordable element would be included in the appraisal.
- 2.9 No allowance has been made in the appraisal for developer's profit which if included at a normal rate of 20% of GDV would reduce the scheme residual value from £5m to circa £2.32m.

- 2.10 We note that the LSH appraisal appears to potentially overstated construction costs by circa £250,000 above the KSA cost plan and to potentially double count design fees which were already allowed for in the cost plan which could add circa £500,000 back into the appraisal. We also note the LSH appraisal includes the costs of the proposed café unit but ascribes no value against this use.
- 2.11 We have considered the project surplus identified by LSH in their appraisal as £58k and the surplus identified by their accompanying report £395k - £510k, which is different from the appraisal, together with the potential for overstating costs within the appraisal circa £500k and conclude that a potential surplus of somewhere between £500-£1m exists within this project. However if conventional allowances for the value of land and developer profit were included together with the value of the affordable housing it is doubtful whether the scheme would show a surplus and would certainly not achieve the level of surplus required by the Council as part of the wider enabling project.
- 2.12 Overall we agree with LSH's conclusions that if the scheme is to generate the target £5m residual value it cannot realistically provide additional affordable housing and would need average unit sales value to exceed c£650ft<sup>2</sup> (£6,994m<sup>2</sup>) in order to generate sufficient surplus to fund an additional affordable unit without potentially putting the overall project viability at risk.

### **3.0 PLANNING POLICY CONTEXT**

- 3.1 We have had reference to national guidance including the National Planning Policy Framework. We have also had regard to local planning policy context including the London Plan's (2011) Housing Policies and the London Borough of Camden's Core Strategy and recently adopted Development Policies.
- 3.2 Core Strategy policy CS6 sets a target mix of 60% social rented and 40% intermediate tenure for affordable housing provision in the Borough.
- 3.3 Development Policy DP3 stipulates that affordable housing contributions will be expected from all residential developments with capacity for 10 or more dwellings, with a 50% negotiating target being applied on a sliding scale from 10% for schemes with a capacity of 10 dwellings, to 50% for those with a capacity of 50 dwellings. The 50% target will operate subject to the financial viability of the development, with a norm of 10% for schemes providing 1,000 m<sup>2</sup> (GIA) of additional housing and 50% for 5,000 m<sup>2</sup> (GIA) of additional housing. If the target set by DP3 cannot be met then a viability submission is required in order to justify a reduced provision on viability grounds.
- 3.4 The scheme proposes 42 units totalling to 3,423m<sup>2</sup> (gross), which triggers an affordable housing requirement of 50% under DP3. This results in an on-site affordable housing requirement of 21 units (50% of 42 private units).

### **4.0 VIABILITY BENCHMARK**

- 4.1 The conventional approach to establishing viability in planning is based on a residual valuation. This is applied to the development proposed by the planning application. This valuation method can best be described using the simple formula below:



viability and will include any value they might otherwise set aside for planning obligations if they believe they can be avoided by using price paid for the land as a benchmark.

- 4.7 In this instance the applicant is seeking to benchmark viability by reference to a target financial sum based on that target forming part of an overall funding package for a community based development. It will be seen from our summary conclusions that we regard this approach as effectively looking at the proposed development as enabling development. For the purposes of our report we have assumed that the Council is likely to consider this approach acceptable in planning policy terms.
- 4.8 Specifically the viability benchmark proposed for this development is a net capital contribution of £5m with overall project viability dependent upon capital contributions from Council land sales and gap funding from the Council's capital funding making the proposed redevelopment of the Highgate Centre and Greenwood Place achieve a break-even development balance. The proposed development received Cabinet approval in 2012, on the basis that the private sale units would partly cross subsidise the proposed community facilities and affordable housing.
- 4.9 There are three main funding elements to the Greenwood Place redevelopment which include; the Highgate Centre contribution of £5m, the sale of Council owned Ralgan House and Shoot Up Hill with anticipated sale proceeds between £2.365m to £2.48m and finally additional direct funding from the Council to a maximum sum of £2m.
- 4.10 Based on the proposed benchmark of £5m proposed by LSH, they report a scheme surplus of £400-£500,000. The appraisal attached the LSH report however identifies a more modest surplus of £58,000. LSH indicate from their report that any surplus realised from this scheme would be invested in the Greenwood Place development and used presumably to reduce the level of direct capital funding required from the Council to ensure project delivery.

## 5.0 SITE VALUE

- 5.1 LSH have applied a Land Value of £1 in their appraisal, their assumption being that the site is currently within the Applicant's (Council) ownership and it is the Council's intention to deliver the scheme and retain ownership.
- 5.2 The assumption of continuing ownership is no different to other schemes we appraise for the Council, the difference in this instance being that LSH has ascribed a nil value to the existing use. The current Highgate Centre is described as follows in the Design & Access Statement accompanying the application:

*The Highgate Centre is a two storey brick structure with a total GIFA of 795m<sup>2</sup>. The building was constructed in the 1970's for the purpose of providing employment for persons with Mental Health disabilities, accounting for the light industrial character of the building, including the loading bay to the car park and roof glazing. The building has undergone internal alteration subsequently to support its current adult social care day service use.*

- 5.3 The NPPF Provides the following guidance:

*173. Pursuing sustainable development requires careful attention to viability and costs in plan-making and decision-taking. Plans should be deliverable. Therefore, the sites and the scale of development identified in the plan should not be subject to such a scale of obligations and policy burdens that their ability to be developed viably is threatened. To ensure viability, the costs of any requirements likely to be applied to development, such as requirements for affordable housing, standards, infrastructure contributions or other requirements should, when taking account of the normal cost of development and mitigation, provide competitive returns to a willing land owner and willing developer to enable the development to be deliverable.*

- 5.4 In this instance the Council would be entitled to recoup the value of the existing mental health facility together with a premium. The omission of these items has the effect of increasing the residual value but also makes the Council's net receipt clearer as whether the Council chooses to take the value out of the development as residual value or a combination of residual value and land values makes no effective difference to the sums generated for the Council.

## **6.0 BUILD COSTS**

- 6.1 The LSH report includes a build cost summary which has been prepared by Cost Consultants Kim Sangster Associates. This cost summary is based on BCIS data as at 10 August 2013. In undertaking our analysis of build costs for planning viability purposes we usually benchmark applicant's costs against BCIS.
- 6.2 The cost plan identifies base build costs of £3,058,000 for the residential element of the project based on a cost rate of £894 per m<sup>2</sup>. The BCIS cost for Quarter 3 Lower Quartile construction rate for 3-5 storey flats is 870m<sup>2</sup> (81ft<sup>2</sup>) after allowing for the relevant location adjustment factor of 1.06. The BCIS rate generates a total cost of £3,144,769 which is £86,000 above the cost plan figure.
- 6.3 The construction cost for the A1 unit and B1 space of the development totals £318,000.
- 6.4 The cost plan includes a further £1,727,000 for enhancements to the internal specification and general infrastructure. There is a further allowance of £822,500 for demolition and other site works and abnormal development costs. There is also an allowance of 9% towards design fees totalling £532,000.
- 6.5 The total cost plan generates a figure excluding contingencies but inclusive of design fees of £6,450,000 equivalent to £1,885 per m<sup>2</sup>. The core construction costs cross references well against our own BCIS analysis of base construction costs.
- 6.6 LSH have included total construction costs of £6,700,000 on an equivalent basis within their appraisal which appears to overstate costs from the cost plan by approximately £250,000. LSH have justified this through inclusion of an "other costs" item of £250,000 within their build costs although no explanation is offered within the accompanying report.
- 6.7 LSH have included a further allowance of 12% for professional fees totalling £479,449 which we note could involve a degree of duplication with the design fees already allowed for within the KSA cost plan.

6.8 LSH have also included a 2% project management fee which appears reasonable to include in the absence of developers profit but we are of the view this figure may be understated and would expect an allowance of 3-4% to be more realistic.

6.9 A project contingency of 5% has been included which appears reasonable.

6.10 Finance costs have been set at 6.5% which is likely to be above the Council's actual borrowing cost but reflect the approach advocated by the RICS of viewing viability on a generic rather than applicant specific basis.

## 7.0 PLANNING OBLIGATIONS

7.1 There is an allowance within the appraisal for S106 contributions at £11,000 per unit totalling £462,000. We have not analysed whether this meets the Council's requirements in this regard.

7.2 The applicant proposes an estimated Mayorol CIL payment of £16,100 which is based on LBC's chargeable rate of 50m<sup>2</sup>.

7.3 Total planning obligation equal to £478,100 which has been rounded up to £480,000 in the appraisal.

## 8.0 DEVELOPERS PROFIT

8.1 The scheme does not make any allowance for developer's profit as it is intended that the scheme will direct all net proceeds, after deduction of costs, towards the £5m target contribution to the wider project.

8.2 It should be noted that the RICS guidance of *Financial Viability in Planning*, D.1.1. states:

*"It is usual practice in a conventional development appraisal to assume a required return in terms of a capital sum".*

8.3 Inclusion of a developer's profit would simply have the effect of further suppressing viability and the ability of the scheme to make the required financial contribution towards the wider project.

## 9.0 AFFORDABLE HOUSING

9.1 A residual valuation has been produced which shows the maximum level of affordable housing that can be provided after allowing for the costs of the development.

9.2 According to Development Policy DP3 the proposed scheme should provide 21 affordable units for policy compliance equivalent to 50% of total proposed units. However only 8 affordable units have been proposed, leaving a shortfall of 13 affordable units.

9.3 There are 8 social rented units proposed, to comply with policy CS6 the tenure mix of affordable units should be; 60% social rented and 40% intermediate, of the 21 affordable units, 13 should be social rented and 8 should be intermediate units.

## 10.0 RESIDENTIAL VALUES

- 10.1 LSH has undertaken market research to justify the residential sales values included in the appraisal. LSH has attached 19 residential comparables ranging in bedroom sizes with an average sales value of £550ft<sup>2</sup> to £600ft<sup>2</sup>. Based on this evidence LSH have adopted a mid-range sales figure .
- 10.2 LSH show a representative selection of comparable evidence. Our own research shows a slightly higher average sales value of c£580ft<sup>2</sup> from the local area. Our research corroborates LSH's figure and that the proposed sales values are realistic.

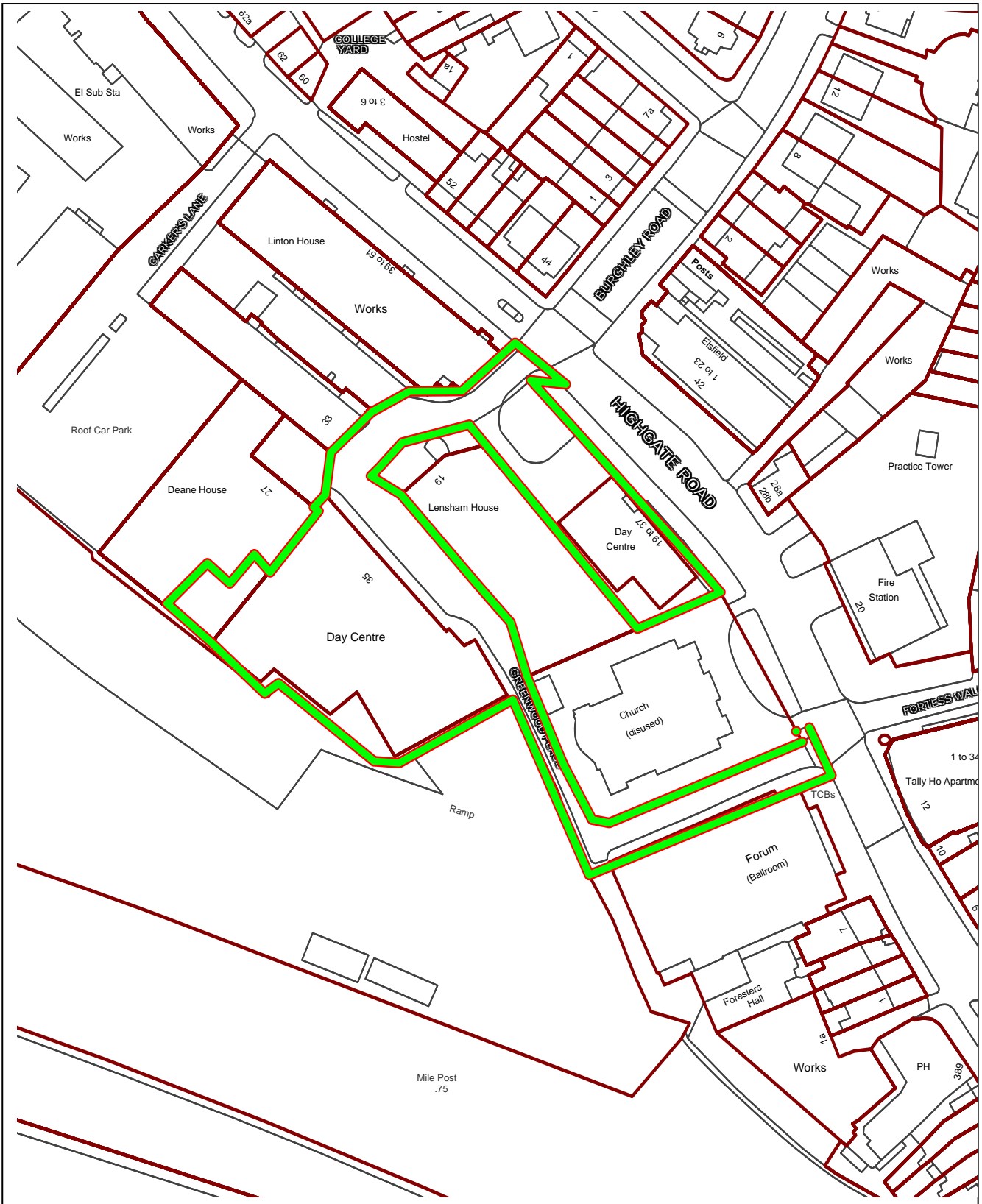
A summary of our sales evidence is set out below:

Address	Price (£)	£m <sup>2</sup>	£ft <sup>2</sup>	Bedrooms	Comments
Flat 3, 23 Countess Rd, London, NW5 2XH	499,995	6,766	628	2	Sold
Flat 8, 21 Pleshey Rd, London N7 ORA	405,000	7,364	688	2	Sold
Flat 18, Grangemill, Ingestre Rd, London, NW5 1XH	305,000	4,382	407	2	Sold
Flat 1, 48 Hilldrop Crescent, London, N7 OJD	370,000	4,277	397	3	Sold
Flat 7, Cotton house, 93 Fortress Rd, London, NW5 1AG	535,000	7,483	694	3	Sold
Kentish Town Rd, Camden NW1	330,000	5,969	555	1	Asking
Prince Of Wales Rd, Kentish Town, London, NW5	449,995	7,075	658	3	Asking
<b>Average</b>		<b>6,188</b>	<b>575</b>		

## 11.0 COMMERCIAL VALUES

- 11.1 The scheme includes a small retail unit which is described in the LSH report as being a community café. Although the cost of developing this unit is included within the appraisal no value has been attached to this use. We assume this reflects it will be run as a non-profit making enterprise but it should be noted the report is silent on this issue.

BPS Chartered Surveyors  
29<sup>th</sup> October 2013



**Application No: 2013/5947/P**

**The Greenwood Centre  
Greenwood Place & Highgate Day Centre  
London  
NW5**

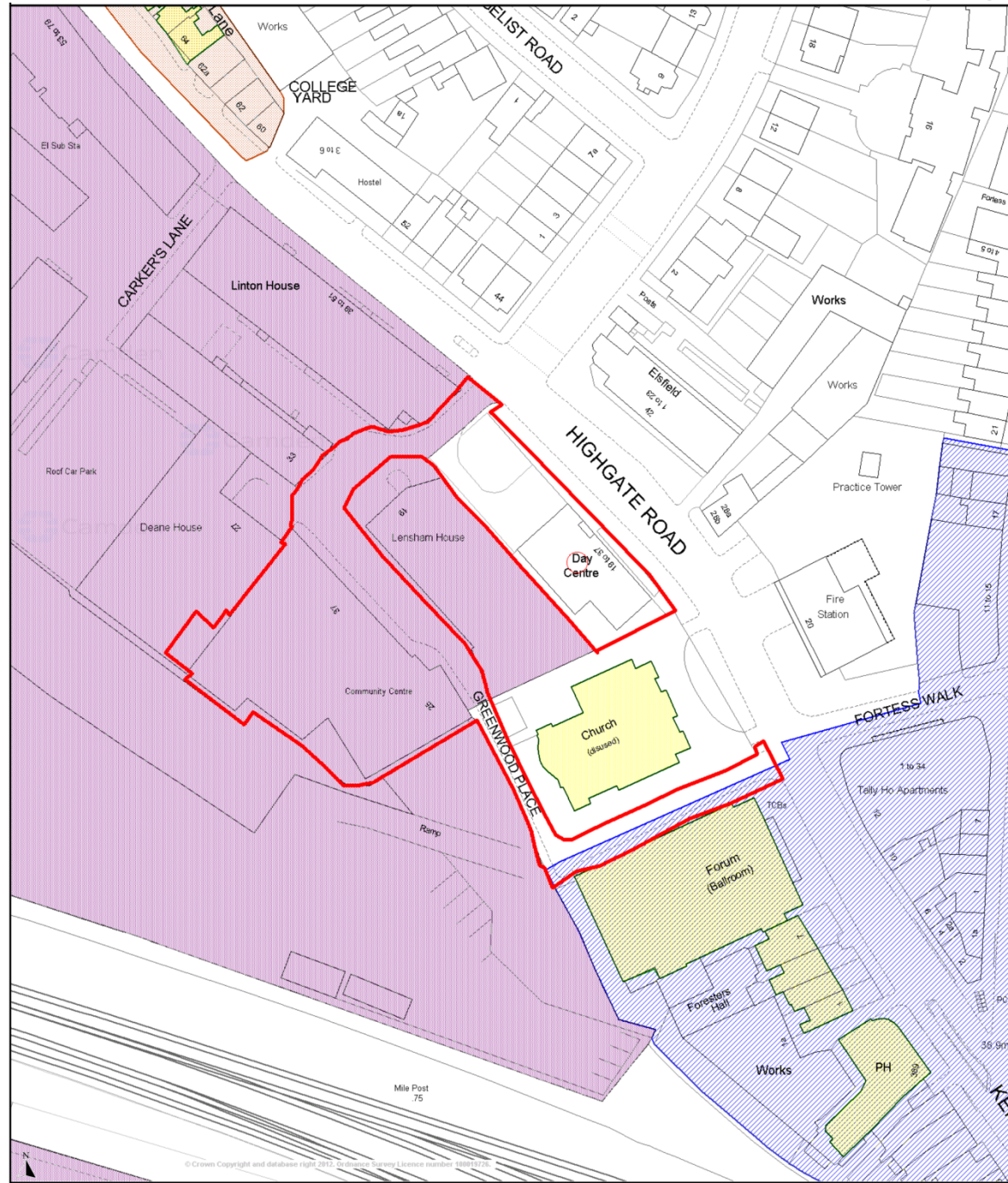
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9-Dec-13**



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# 2013/5947/P – Greenwood Centre & 19-37 Highgate Road



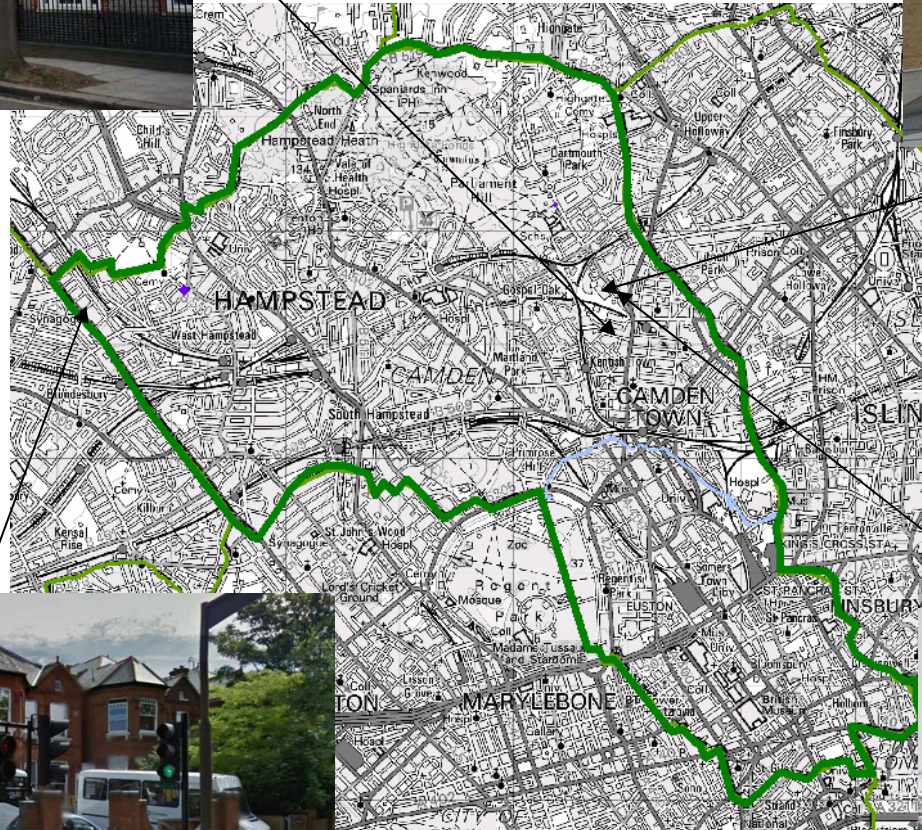
# 2013/5947/P – Greenwood Centre & 19-37 Highgate Road



Raglan House – dementia day centre, floor area 500sqm



Greenwood Centre – learning and other disabilities day care service, 1,900 sqm (part-vacant and part occupied by the Camden Society)



Shoot Up Hill – New Shoots learning disability day service 595sqm



Highgate Day Centre – mental health services, 795sqm

# LDF Site Allocations –adopted Sept 2013

Site 39: 19-37 Highgate Road, Former Lensham House (A&A Storage) and 25– 37 Greenwood Place



GeoPerspective



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## Site allocation guidance

**Redevelopment of the site for mixed uses including replacement D1 community facilities, new flexible employment floor space and housing on appropriate parts of the site.**

# 2013/5947/P – Greenwood Centre & 19-37 Highgate Road



Site photos

# 2013/5947/P – Greenwood Centre & 19-37 Highgate Road

## Key:



Paving tbc



Blister tactile paving

- ① Improvement to pedestrian crossing
- ② Path widened to increase access to all Greenwood Place
- ③ Crossover upgraded in collaboration with adjacent buildings
- ④ 6 permit holder parking spaces provided overall
- ⑤ Loading areas for max 5 mobility buses/disabled bays
- ⑥ Turning head for all vehicles for Greenwood Place North
- ⑦ Slot drain for blind and partially sighted guidance
- ⑧ Pedestrianised portion of Greenwood Place via TMO
- ⑨ Gates amended subject to detailed design and agreement with owners
- ⑩ Cycle parking sheffield stands



Proposed site plan and public realm improvements to Greenwood Place North

# 2013/5947/P – Greenwood Centre & 19-37 Highgate Road

## Key:



Paving tbc



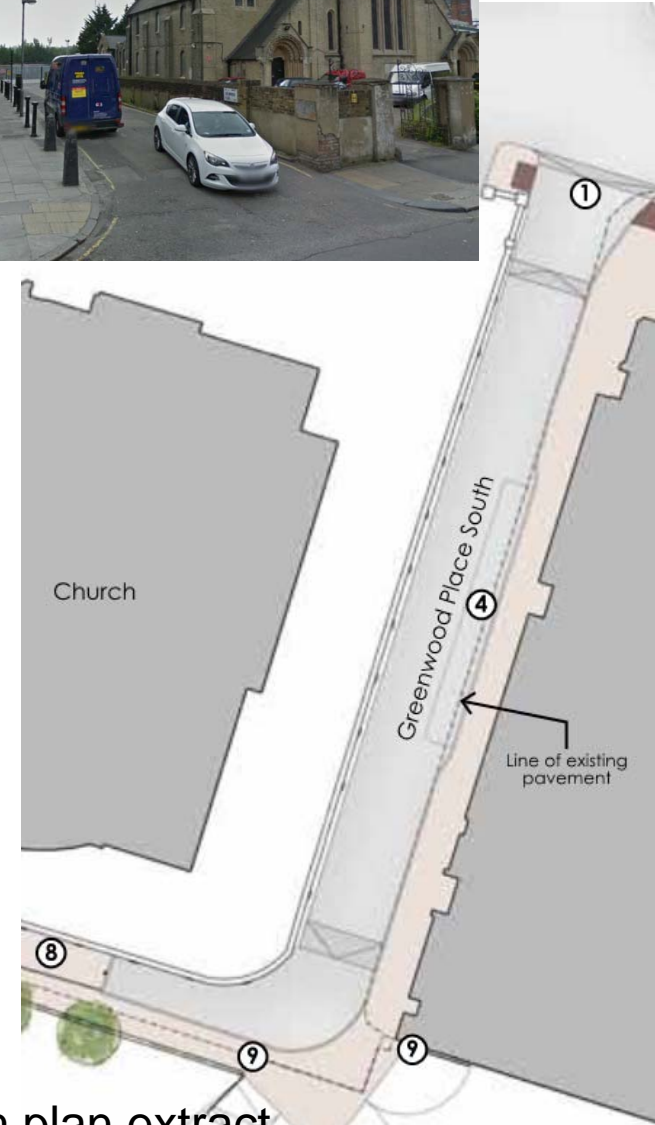
Blister tactile paving

- ① Improvement to pedestrian crossing
- ② Path widened to increase access to all Greenwood Place
- ③ Crossover upgraded in collaboration with adjacent buildings
- ④ 6 permit holder parking spaces provided overall
- ⑤ Loading areas for max 5 mobility buses/disabled bays
- ⑥ Turning head for all vehicles for Greenwood Place North
- ⑦ Slot drain for blind and partially sighted guidance
- ⑧ Pedestrianised portion of Greenwood Place via TMO
- ⑨ Gates amended subject to detailed design and agreement with owners
- ⑩ Cycle parking sheffield stands



Proposed site plan and public realm improvements to Greenwood Place South

# 2013/5947/P – Greenwood Centre & 19-37 Highgate Road



Greenwood Place South –photos and public realm plan extract



Greenwood CIL: Aerial perspective from the north

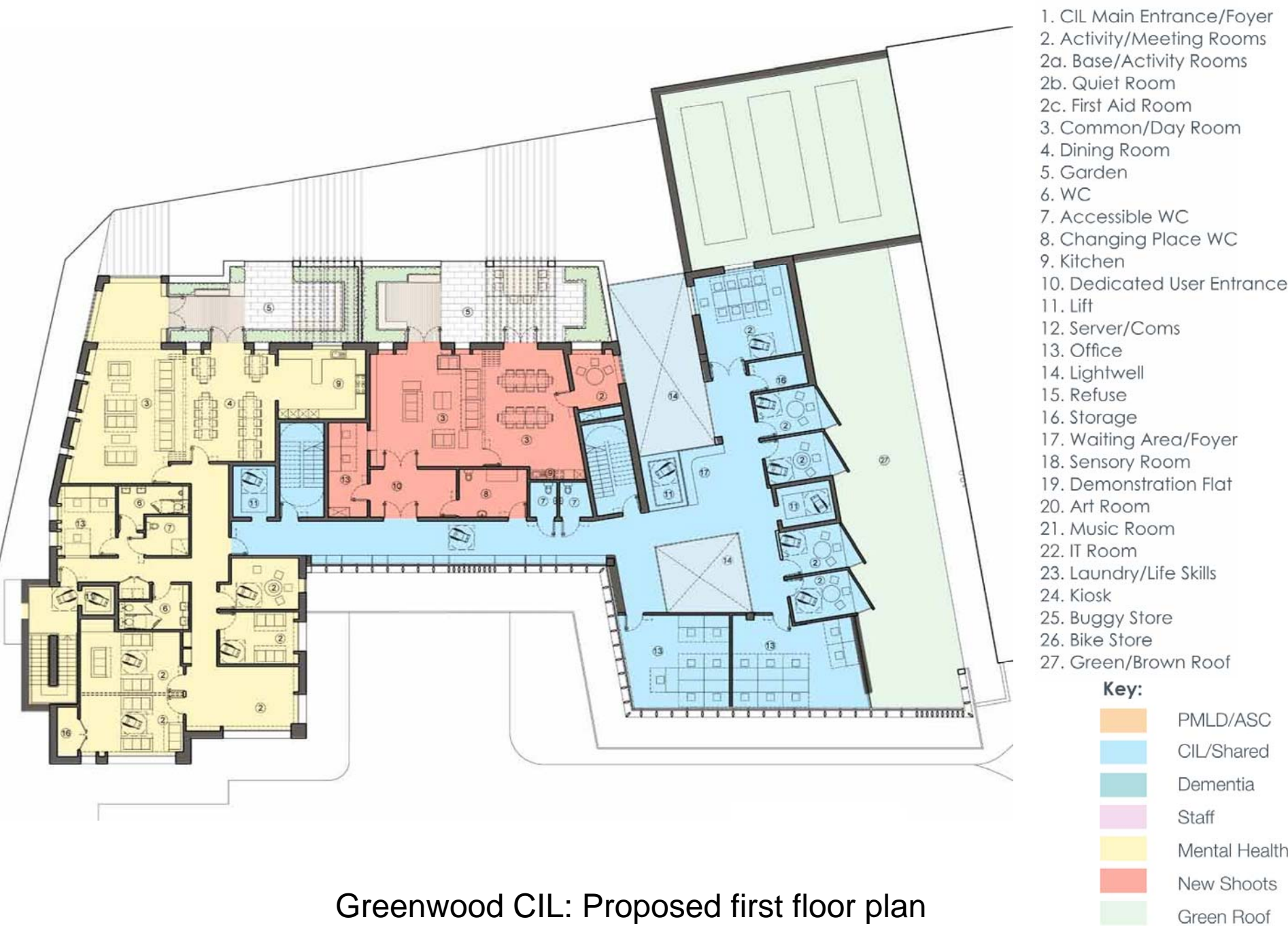


# 2013/5947/P – Greenwood Centre & 19-37 Highgate Road



Greenwood CIL: Proposed ground floor plan

# 2013/5947/P – Greenwood Centre & 19-37 Highgate Road



- 1. CIL Main Entrance/Foyer
- 2. Activity/Meeting Rooms
- 2a. Base/Activity Rooms
- 2b. Quiet Room
- 2c. First Aid Room
- 3. Common/Day Room
- 4. Dining Room
- 5. Garden
- 6. WC
- 7. Accessible WC
- 8. Changing Place WC
- 9. Kitchen
- 10. Dedicated User Entrance
- 11. Lift
- 12. Server/Coms
- 13. Office
- 14. Lightwell
- 15. Refuse
- 16. Storage
- 17. Waiting Area/Foyer
- 18. Sensory Room
- 19. Demonstration Flat
- 20. Art Room
- 21. Music Room
- 22. IT Room
- 23. Laundry/Life Skills
- 24. Kiosk
- 25. Buggy Store
- 26. Bike Store
- 27. Green/Brown Roof

- Key:**
- PMLD/ASC
  - CIL/Shared
  - Dementia
  - Staff
  - Mental Health
  - New Shoots
  - Green Roof

Greenwood CIL: Proposed first floor plan

# 2013/5947/P – Greenwood Centre & 19-37 Highgate Road

1. CIL Main Entrance/Foyer
2. Activity/Meeting Rooms
- 2a. Base/Activity Rooms
- 2b. Quiet Room
- 2c. First Aid Room
3. Common/Day Room
4. Dining Room
5. Garden
6. WC
7. Accessible WC
8. Changing Place WC
9. Kitchen
10. Dedicated User Entrance
11. Lift
12. Server/Coms
13. Office
14. Lightwell
15. Refuse
16. Storage
17. Waiting Area/Foyer
18. Sensory Room
19. Demonstration Flat
20. Art Room
21. Music Room
22. IT Room
23. Laundry/Life Skills
24. Kiosk
25. Buggy Store
26. Bike Store
27. Green/Brown Roof



**Key:**

- PMLD/ASC
- CIL/Shared
- Dementia
- Staff
- Mental Health
- New Shoots
- Green Roof

Greenwood CIL: Proposed second floor plan

# 2013/5947/P – Greenwood Centre & 19-37 Highgate Road



Greenwood CIL: Proposed third floor plan

# 2013/5947/P – Greenwood Centre & 19-37 Highgate Road



Greenwood CIL: Aerial perspective from the south showing amenity space

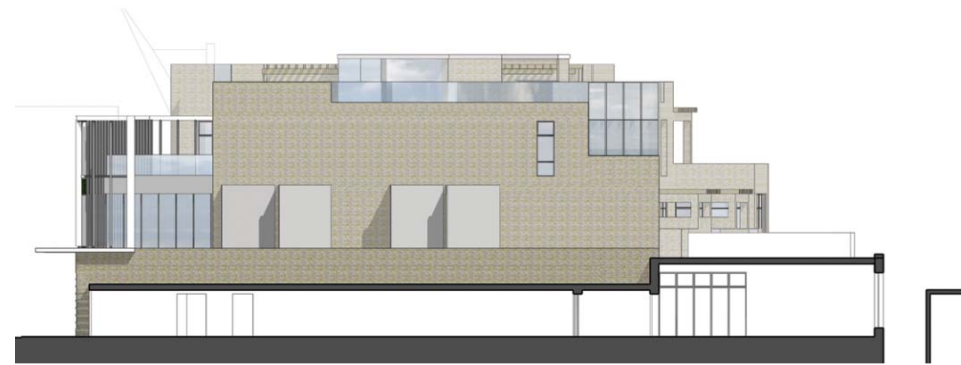
# 2013/5947/P – Greenwood Centre & 19-37 Highgate Road



Front (Greenwood Place) elevation



Side elevation (south)



Side elevation (north)

## Greenwood CIL: Elevations

# 2013/5947/P – Greenwood Centre & 19-37 Highgate Road

## MATERIALS KEY

1. Fin structure – PPC aluminium, colours tba
2. Windows – triple glazed PPC metal framed. Coloured and Opaque glass to enliven façade and aid internal way finding
3. Glass balustrades – 1500mm min. height
4. Principle facing brick – Neutral, light tone buff multi
5. Brick corbelling – lighter tone
6. Entrance canopy – coloured PPC metal



Greenwood CIL: elevation details and materials



Greenwood CIL: View from north on Greenwood Place

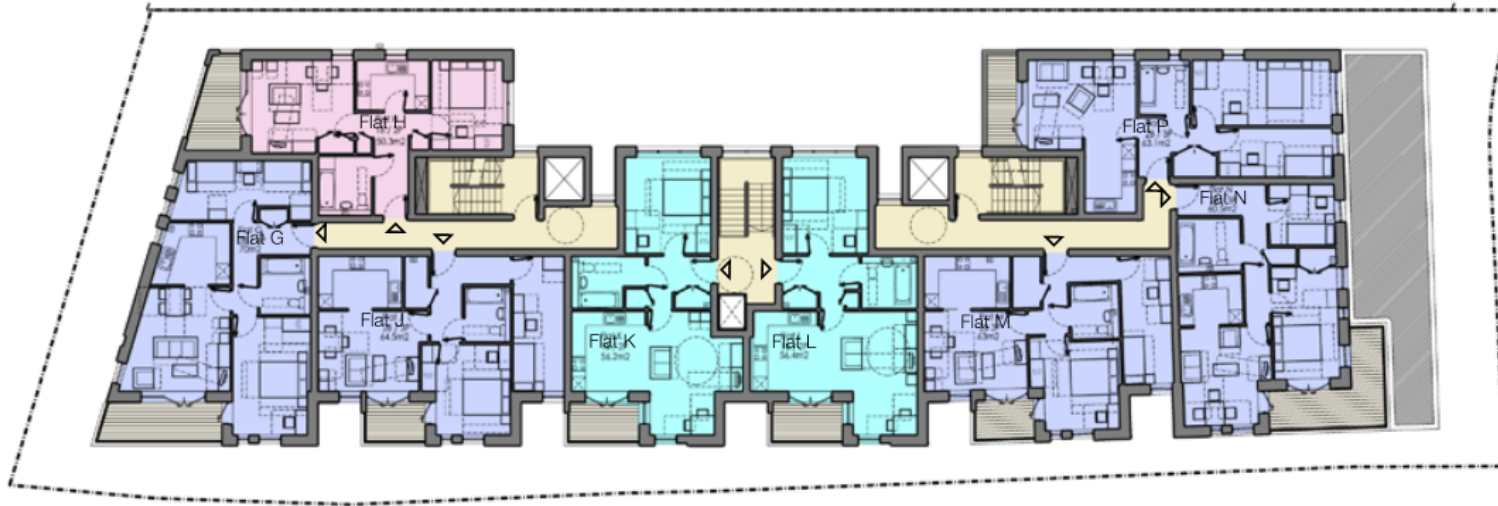


# 2013/5947/P – Greenwood Centre & 19-37 Highgate Road



Greenwood CIL: View from Greenwood Place showing drop-off/delivery bay and entrance area

# 2013/5947/P – Greenwood Centre & 19-37 Highgate Road



First Floor



**Key:**

<span style="color: cyan;">■</span>	Supported living
<span style="color: pink;">■</span>	1B2P
<span style="color: teal;">■</span>	2B4P
<span style="color: purple;">■</span>	2B3P
<span style="color: red;">■</span>	3B4P
<span style="color: blue;">■</span>	4B5P
<span style="color: yellow;">■</span>	Circulation space
<span style="color: lightpink;">■</span>	External space
<span style="color: orange;">■</span>	Bike store
<span style="color: lightgreen;">■</span>	Commercial
<span style="color: grey;">■</span>	Bin store
<span style="color: green;">■</span>	Other
▲	External entrance
△	Internal entrance

Ground Floor

Residential building: floor plans Ground & 1st

# 2013/5947/P – Greenwood Centre & 19-37 Highgate Road



Fourth Floor



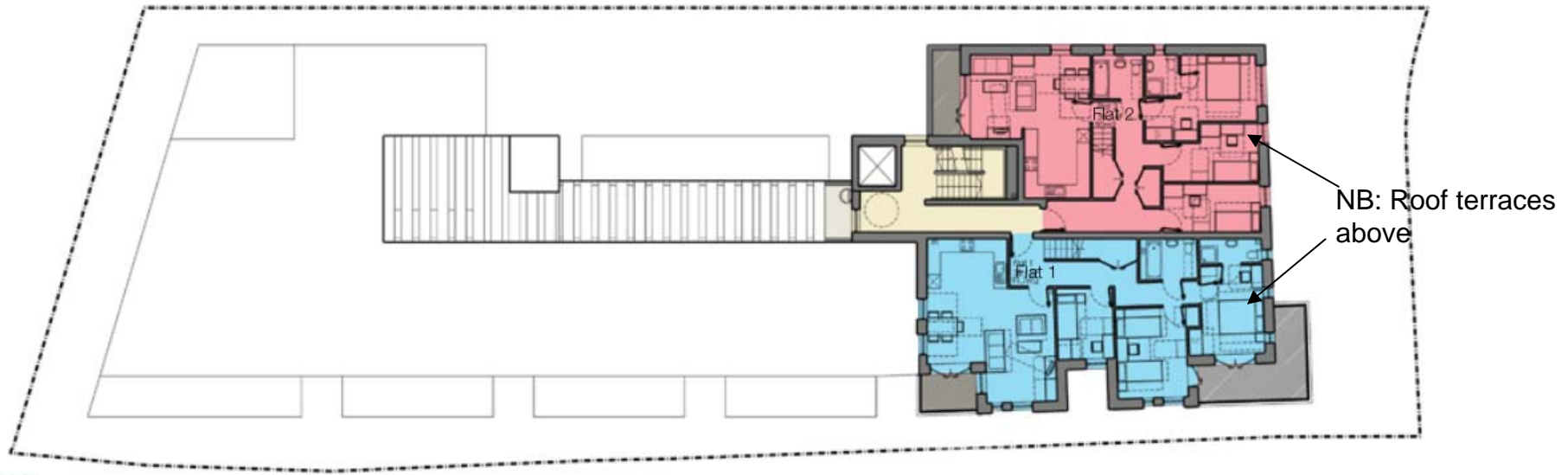
Second & Third Floor

**Key:**

	1B2P
	2B4P
	2B3P
	3B4P
	4B5P
	Circulation space
	External space
	Bike store
	Other
	Entrance

Residential building: Floor plans 2<sup>nd</sup>-4<sup>th</sup>

# 2013/5947/P – Greenwood Centre & 19-37 Highgate Road



Sixth Floor



Fifth Floor

**Key:**

1B2P	1B2P
2B4P	2B4P
2B3P	2B3P
3B4P	3B4P
4B5P	4B5P
Circulation space	Circulation space
External space	External space
Bike store	Bike store
Other	Other
Entrance	Entrance

Residential building: floor plans 5th & 6th

# 2013/5947/P – Greenwood Centre & 19-37 Highgate Road



Highgate Road context, with the Forum (left), Christ Apostilic Church (centre), Highgate Centre site (left) and Linton House (far left)



Highgate Centre  
Gable Wall

Highgate Centre, gable wall – zone of visibility



Highgate Road looking south – church behind  
Linton House

# 2013/5947/P – Greenwood Centre & 19-37 Highgate Road



Highgate Road (north east) elevation



Massing model of proposal with south elevation adjacent to the church viewed from Highgate Road



Greenwood Place (north west) elevation

# 2013/5947/P – Greenwood Centre & 19-37 Highgate Road



Rear elevation



South east elevation

# 2013/5947/P – Greenwood Centre & 19-37 Highgate Road

## MATERIALS KEY

- Wintergardens – full height, sliding glazed panels
- Windows – triple-glazed PPC metal framed in deep brick reveals
- Glass balustrades
- Principle facing brick – light tone buff multi
- Detail brick – lighter tone
- Recess Brick – darker recessed panel brickwork
- Brick Corbelling – as type 5 above
- Soldier course brickwork separating storeys
- Entrance canopies – light grey/stone coloured PPC metal
- Defensible front boundary – low brick wall with steel bar railing
- Green biodiverse roof



Residential building: elevation detail and materials





Residential building: South elevation view



Residential building: Highgate Road elevation view

# 2013/5947/P – Greenwood Centre & 19-37 Highgate Road



Residential building: North east elevation view, adjacent Linton House