

4.22 **Design Issues**

The proposal is a 'hybrid' planning application. Full details have been submitted and should be considered with regard to Phase 1 of the application. These details being layout, scale, appearance, access and landscaping. With regard to Phases 2-5 of the proposal, all of these matters are reserved and it is the broad principles of this element of the proposal which are to be considered. Nonetheless members are reminded that whilst layout, scale and access are reserved, the outline application establishes in principle the layout, building heights and depths and approximate locations, and access points.

The application is accompanied by a Design Code. This sets out parameters to ensure that each of the phases is considered against objectives for the development as a whole. The Code contains a great amount of detailed information that needs careful assessment. Approval of the Code will thus be made the matter of a planning condition.

The comments of the Senior Urban Design Officer are as follows:

Layout

At the strategic level the proposed urban structure reworks much of the historic street pattern and hierarchy with the reinstatement of Portobello Road and Wornington Road as important routes; their reconnection through to Ladbroke Grove as the primary route; the reintroduction of several tertiary east-west routes that generally align with neighbouring Bonchurch Road, Faraday Road and Telford Road; and the retention of Munro Mews. The original street pattern is modified to re-provide the more recent public park, creating a large public park similar in character to a garden square as a central feature; and a secondary open space that forms part of the relocated community facility (currently used as the Venture Centre). The proposed framework is generally welcome, providing a good basic plan with a legible network of streets and open spaces that are permeable and connect well with the surrounding area, with no dead-ends or 'left-over' spaces. The framework accords with UDP (2007) policy CD28a and the Wornington Green SPD guidelines (para 7.1-7.2).

The flow of pedestrians up Portobello Road to the junction of

Golborne road and beyond will be facilitated by the reconnection of Portobello Road to Ladbroke Grove. This should give assistance to a long-standing problem of drawing people up the northern end of Portobello Road.

Within this structure the pattern of development replaces the current layout of buildings sitting within their plots with buildings that follow continuous lines around the street block. This perimeter block arrangement provides a coherent urban form in which space is defined and enclosed by the new buildings. This is especially welcome, reflecting the traditional urban form of the Royal Borough and reinforcing the sense of physical integration with the remaining historic local fabric.

Phase 1

Focussing on phase 1, the perimeter block pattern is translated for the most part into mews, townhouses and mansion block building typologies, which lends a familiarity to the development, reflecting the typical building typologies found within the Royal Borough and supported by the Wornington Green SPD(7.10.2).

Small and frequent subdivision of plots is a characteristic of the Borough and an important feature of local distinctiveness in the neighbouring historic streets of North Kensington. Block #1 offers a reasonably fine urban grain with 16 mews properties fronting onto Munro Mews (eastside), 6 mansion blocks onto Wheatstone Road, 8 lock-ups and a flat onto Munro Mews (southside) and a large residential block with ground floor lock-ups onto Wornington Road. The mews properties have a plot width of 7.4m, which is generous but not untypical of larger mews properties in the Borough. All but one of the mansion blocks on Wheatstone Road have plot widths of 19m (as measured on the upper floors), which just exceed plot widths for typical mansion blocks, which vary between 12m and 18m. The remaining mansion block on Wheatstone Road and the neighbouring block on Wornington Road are much larger, with plot widths of 25m and 28m.

The 16 new townhouses on Wheatstone Road retain the sense of fine grain on the eastside of blocks #2 and #3, with plot widths of 6.8m. This accords with widths of 6.6m to 7.2m for typical townhouses in the Borough. By contrast, however, the

remainder of blocks #2 and #3 are much coarser grained in their layout. The two residential blocks on Wornington Road are 19m and 20m in width, with similar dimensions for the two blocks on Portobello Road that form the continuous retail frontage at ground floor. The primary concern is the 4 residential blocks fronting onto Athlone Gardens, which have plot widths of 27m forming apartment blocks as opposed to typical mansion blocks. This has important implications for the architecture and legibility of the buildings and their contribution to the streetscape, detracting from the sense of local distinctiveness of the wider area.

Phases 2-5

In phases 2-5, plot widths are reserved matters, though indications are for fewer subdivisions (with the exception of Murchison Mews) and a continuation of the coarser grained approach, which again has implications for the architecture, streetscape and visual integration of the development within the wider area.

Building Lines

Phase 1

Building lines are an important feature of local distinctiveness. In this instance, the scheme has sought to provide a consistency of building lines within phase 1, tempered by land use and site constraints. Most notable are the building lines of Wheatstone Road (westside), Wornington Road and Munro Mews. The townhouses of Wheatstone Road are set 5m behind the rear pavement line, in response to the impact of retaining the mature trees. The space is given over to front gardens, which together with the retained trees and their planters provide a rather suburban setting to Wheatstone Road, bringing an unusual but attractive sense of place. A similarly wide and somewhat 'loose' setting is provided in Wornington Road, where the location of a large sewer has set back the northern building lines of blocks #1 and #3, with the additional space used for servicing the lock-ups in block #1 and for large front gardens for block #3. In Munro Mews the new units front immediately onto the highway, which is characteristic of mews and welcome. In this instance, the highway alignment itself is skewed with the distance between opposing buildings widening from 8m at the north to 12m at the

south end of the mews. It is disappointing the opportunity has not been taken at this stage to realign the highway and provide a consistent width of 8m, improving the sense of tight enclosure typically found in a mews, as well as increasing the amenity space to the rear of block #1. On a more detailed matter, it is also disappointing that the building line of block #2 (southside) is not chamfered where it addresses Portobello Road. Minor deflections of the building line here would respond to the existing arrangement opposite and improve visual integration. This detail could be explored by condition.

Phases 2-5

In phases 2-5, the exact building lines are reserved matters, although the application fixes the approximate location of the buildings, which indicates common building lines that continue those established by phase 1, which is welcome. The design of the public space created by the convergence of Portobello Road and Wornington Road and the re-established junction with Ladbroke Road will be especially important as a primary entry/exit point to the masterplan area.

Scale (Height)

The positive context in this part of North Kensington is characterised by modest scaled Victorian terraced properties, as typified by neighbouring residential streets of Oxford Gardens and Lawrence Terrace; and which are adapted at ground floor level to provide retail, as seen in the adjoining Portobello Road and Golborne Road. Ladbroke Road has a larger scale, reflecting its status as an important thoroughfare. The buildings are predominantly 3 to 4 storeys in height, mostly above a semi-basement level (excepting retail parades) and often adapted to provide a mansard roof, with overall heights generally between 10½ and 13½m. There are few exceptions to this, namely the existing Wornington Estate itself where heights are generally between 4 and 5 modern storeys, rising to 16m with semi-basement accommodation in some parts. Other exceptions are the 12-storey (30m) Raymede and Treverton Towers to the west of Ladbroke Grove; the 15-storey (43m) Adair and Hazelwood Towers of Kensal New Town; and the landmark 31-storey (117m) Trellick Tower of the Cheltenham Estate. These are beyond the immediate setting of the masterplan area, separated

by the main road and railway, but form part of the wider backdrop.

Phase 1

The planning brief for the site referred to the development being low/medium rise, with a variety of building heights rising to 8 storeys in some places, subject to street proportions (para 7.11.2). It is evident that Phase 1 achieves the variety of building heights and does not reach the maximum of 8 storeys. It is, however, mainly a medium rise development, which at 5 to 7 storeys (16-22½m) is at and above the highest point of the existing estate (16m) and much higher than the immediate positive context (10½-13½m). Broadly, this represents a distinct increase in building height. Whilst there is no design policy presumption for new build to match the scale (height and bulk) of its neighbours, there is a requirement for it to be sensitive to and compatible with its surroundings. Scale is also an important factor in achieving visual integration and supporting local distinctiveness.

The scheme architects have sought to mitigate the change in scale in several ways. The lower scaled new build is positioned adjacent to the existing context: the 3-storey mews fit reasonably well behind the larger 3-storey properties of Golborne Road, though the latter step down to 2-storey rear closet wings. Similarly, the 4-storey (13m) townhouses in Wheatstone Road compare well in height to the 3½-storey (12m) terraced housing in the adjoining Bonchurch Street, and whilst the new residential blocks on the eastside of Wheatstone Road have an additional storey, the impact is off-set in part by a building shoulder height of 13m and set-back of the final storey; and by the building line set-back in Wheatstone Road which creates a similar level of street enclosure despite the additional storey (1:1.5 in Bonchurch Road compared to 1:1.4 in Wheatstone Road).

They have also taken advantage of the higher status of Portobello Road and Wornington Road as the commercial frontage and secondary through routes to increase the proposed building height and provide a transition in scale towards the new park. The new mixed use block on Portobello Road is 5 storeys in height (16½m), but with the final storey set back 1.5m, forming a parapet height of 15m. The new building line itself

has also been set back by 1m, forming a wider pavement and trying to ease the sense of enclosure caused by the increase in scale. The positive effects, however, are negated somewhat by the height and design of the penthouse accommodation, which remains distinctly visible from street level. This compares to the historic context opposite of 4-storeys (12½m), including mansard and a parapet height of 11m. The change in scale is noticeable and will give an unbalanced appearance to the street, particularly when viewed from the junction with Bonchurch Street and further east along Portobello Road. However, it is a fairly short stretch of 40m and results in a street to width ratio of 1:1, which may not be characteristic of Portobello Road (1:1.3), but is not uncomfortable and could be improved by the redesign and lowering of the penthouse accommodation and, if need be, the intermediate floors, which should be secured by condition.

The new blocks on Wornington Road begin with 5 storeys (including lock-ups) close to the junction with Golborne Road, stepping up to 6 storeys at the junction with Wheatstone Road and 7 storeys by the new park. This is a transition of 4 storeys (11m) over a distance of about 100m between the 3-storey properties in Golborne Road and the new park; a stretch currently characterised unfavourably by the sunken ball court and more salubriously by the leafy setting of the 4-storey (13½m) community college which itself is set back 15m from the back edge of the pavement, giving a very open aspect to the street. The important factor here is the substantial set-back of the proposed building lines, due to the development constraints of the storm drains that run beneath Wornington Road, which can help accommodate an increase in building height in this location. Furthermore, building shoulders and recessed penthouse storeys have sought to reduce the visual impact. However, the distinct visual disparity in height between the new build and the lower scale Golborne Road and college remains. This combined with the disparity in plot widths and bulk (see below) give a discordant appearance to the townscape. The redesign of the top storeys and remodelling of the bulk and elevations could go some way to improving the street appearance, but is unlikely to overcome the visual impact of the 7-storey block.

The new apartment blocks fronting onto the park in Athlone Gardens are 7 storeys (22½m) in height, with the penthouse

accommodation recessed by 1.8m, creating a building shoulder at about 20m above grade. The visual contribution of the rooftop setback is again muted by the bulky design of the penthouse accommodation (see below) and because the main elevations are viewed in full from across the replacement park. Whilst there are no existing buildings of comparable height in the immediate area, the new buildings will in time address the replacement park, which is the centrepiece of the masterplan. The additional height can be argued to provide improved containment of the central space and impart a greater sense of civic importance to the space. The scale compares reasonably well to Onslow Gardens in the south of the Borough, where the latter's central gardens are similar in size and surrounded by buildings of 4½ traditional storeys plus mansard roofs that result in not too dissimilar height of 20m. However, the key feature is the architectural quality and grandeur of the buildings in Onslow Square, which create a highly attractive townscape. The proposed additional building height does not combine well with the bulky rooftop accommodation and quality of elevational treatment (see below), presenting a less convincing townscape.

Phases 2-5

In phases 2-5 of the development, the proposed heights range from 3 storeys for mews houses in block #6, to 9 storeys towards the northwest corner of the site in blocks #9 and #10, but are predominantly 7 storeys. Whilst the final heights are reserved matters, the outline application proposes minimum and maximum heights for each block, seeking an agreement in principle.

The scheme architects have revised the outline plans proposing 7 storeys (maximum) apartment blocks on the west side (block #6) and north side (block #4) of Athlone Gardens, maintaining the height created by blocks #2 and #3 of phase 1 on the east side. This is welcome in principle and should be conditioned to reflect the final detailed heights of phase 1, creating a continuity of scale around the new square: the borough has a good tradition of garden squares and those that are built in one period have consistent building heights. 7 storeys on the west side, however, could give rise to amenity implications for the proposed gardens and mews to the rear.

Along the eastern side of Portobello Road the blocks step down

in height to 5 storeys or equivalent for the replacement community hall, before rising steeply to 9 storeys by the junction with Ladbroke Grove (block #9). On the western side of Portobello Road the buildings initially remain low-scale with between 2 and 4 storeys for block #7, but again rise at the far end where the buildings are double-fronted and address Ladbroke Grove, increasing to 7 storeys before dropping to a 2-storey feature at the junction between Portobello Road and Ladbroke Grove. The Design officer prefers a consistency of scale and enclosure to Portobello Road, supporting its more commercial/ public feel, taking its cue from the final scale established for block #2 in Phase 1. Whilst there is support for an increase in building height at the junction, responding to this important nodal point, the final heights must be guided by the detailed design of the area, the implications of vehicles and servicing, proposed ground floor uses, amenity considerations and the need to create a vibrant and attractive public space. Similarly, more effort is needed to ensure compatibility with the scale of the adjoining buildings in Ladbroke Grove, where the current proposals if maximised (23 and 26m) would overwhelm the adjoining properties (13½m). A detailed design study of the Barlby Road junction with the proposed new connections of Wornington and Portobello Roads is needed

Lastly, running westwards from block #4 along the north side of Wornington Road, blocks #5, #9 and #10 form a continuous structure of 300m that if maximised would continue at 7 storeys close to the replacement park, rise to 9 storeys opposite the amenity space of the new community centre and return to 7 storeys at the junction with Ladbroke Grove. This presents a structure of an uncomfortable scale, both in terms of height and bulk (see below). The townscape rationale offered for block #10 reaching 9 storeys is that it helps enclose the outdoor amenity space of the community centre opposite. This is unconvincing with the proposed building more likely to overwhelm the space.

The south side of Wornington Road comprises blocks #6 at 6 storeys, the community centre open space and block #9 of up to 9 storeys at the junction end. Measuring between opposing building faces, the distance between block #5 and #6 is 18m, narrowing to 15m between blocks #9 and #10. It is important that significant shoulder heights, set-backs and possible reductions in building heights are secured at the detailed design stage if a comfortable sense of street enclosure is to be

achieved. The planning brief offers guidance of 1:1 for street proportions, which can be delivered but at heights close to the minimum parameters offered. Maximum heights would result in ratios 1:0.6 to 1:0.8, risking the creation of an overwhelming canyon effect along much of the length of Wornington Road and a distinct sense of overdevelopment, placing a considerable burden on the architectural design of the building to mitigate to some extent for this effect. Wornington Road itself would have a disjointed character with the area to the west of the garden square having a distinctly different character from the area to its east, making for an inconsistent townscape.

It should be noted that within the applicant's design and access statement, a justification is given for the inclusion of a tall building at the northern end of the site (at block #9). The proposal for the tall building has been removed from the application, because of the insufficient detail available with an outline application. It has already been stated above that a detailed study of the Barlby Road junction is needed. That study should usefully extend to the whole of the northern part of the site to assess the appropriateness of a tall building in this location, prior to any further planning application being submitted.

Scale (Massing)

Phase 1

The architecture and internal layout of the apartment blocks is designed around cluster cores, avoiding long internal corridors to access the accommodation. This approach is particularly welcome as it promotes, for the most part, dual aspect units and good residential amenity. It also reduces a building's depth and assists the 3 dimensional massing; resulting in this application in proposals of 11m to 15m deep apartment blocks, which is welcome.

However, a building tends to be experienced in one elevation for most of the time; principally the main elevation, where its height and plot width are the critical factors. In this instance, the main elevations of the apartment buildings in Athlone Gardens are of primary concern. The 7-storey heights, 27m plot widths and 55m and 65m street lengths of blocks #2 and #3 combine to give a bulky and oppressive appearance to this part of the

development. Some façade articulation, changes in facing materials and other architectural devices are provided (see architectural appearance); though as currently designed they are insufficient to provide much visual relief and express the block as smaller components, breaking down the overall scale. The blocks remain large, bulky and slab-like in appearance.

The rooftop accommodation adds considerable bulk to the appearance of the apartment blocks. The penthouse accommodation is set back 1.5m behind a low parapet wall with balustrade. However, the visual impact is negated by the structure's dark and heavy detailing and boxy design that is full height (2.7m internal) and has an additional parapet up-stand to conceal the brown roof and photovoltaic panels - albeit the latest redesigns mitigate this to an extent by setting this top level screen back from the face of the recessed storey. Further work is required to reduce substantially the sense of bulk created by the penthouses. This could be resolved by condition, redesigning the rooftop accommodation as a lightweight, lower structure and/ or more positive roof form.

The internal layout of the Athlone Gardens apartment blocks maximises the amount of accommodation facing onto the main street elevation. The outcome of this is to move the stair and lift core to the rear of the block, which projects some 1.5m beyond the rear building line. Whilst this is a relatively shallow projection and not unlike a tradition closet wing, it is the width and height that is of primary concern: the core is 7m in width, but runs the full height of the building accessing the rooftop penthouse accommodation. Traditional closet wings are normally secondary structures that terminate a storey below roof level. In this instance, treating the uppermost sections of the core in zinc cladding to blend in with the roof addresses the problem to a limited extent, though it still presents a considerably bulky high level structure. Views of the rear elevation are principally from within the perimeter block, though the structures can be glimpsed above the single storey infills in Wheatstone Road. The matter could be better addressed by redesigning the core to give a lighter or more interesting appearance; or by pushing the uppermost storey(s) of the core into the main building, though the latter would cause a loss of internal accommodation. Again, this redesign can be secured by condition.

The bulky roof design and rear stair cores have similar impacts

upon the other apartment blocks on the south-eastern side of Wheatstone Road, Wornington Road, Portobello Road and Athlone Gate. The bulky roof design is especially important to address in Portobello Road, where it impacts particularly upon street enclosure and prohibits a balanced appearance in this key commercial street. As above, these improvements can be secured by condition.

Lastly, turning to the mew properties in Munro Mews, the roof top accommodation is especially bulky and despite a set-back for part of its length remains visually dominant and disproportionate to a mews scale, giving the building a top-heavy appearance. A reduction in height and greater set-back are required to reduce the bulk and visual impact and, again, should be secured by condition.

Phase 2-5

The outline block dimensions envisage a similar architectural approach to be continued into the later development phases. The dimensions are reserved matters and the issue of excessive bulk could be addressed as part of the detailed design stages, though within the outline parameters. At this stage, however, the design officer would highlight the potential massing of blocks #9, #5 and #10. Whilst block #9 located at the site's apex corner is shown in three sections, the outline indicates 2 sections of similar heights (potentially 9 and 10 storeys) occupying much of the corner site, relieved by a short stretch of low-rise accommodation (2 storeys). This will require careful modelling to avoid presenting considerable bulk and should be addressed as part of a more detailed study of the layout and urban form of this important node.

Similar concerns are expressed regarding the barrier blocks along Wornington Road. Block #5 and #10's long and contiguous layout currently appears in outline form bulky and unrelenting when taken to the maximum dimensions. Their squeezed location between the railway and road is an important design constraint. Particularly skilful modelling of the blocks' massing will be required to reduce their scale and how it is perceived from street level. This could include providing visual breaks between buildings, though not necessarily taken down to

ground floor level, due to the potential spread of noise from the railway. The outline parameters refer to a minimum of 4 storeys in parts, which may well be sufficient. Another approach, recognising the narrowness of the plot depth, would be to achieve substantial setbacks in the frontage for short distances to punctuate the building line. Both devices may be necessary and should be explored in the detailed design.

Architectural Appearance

The positive context in this part of North Kensington is characterised by fine grained streets, a formal street pattern and perimeter blocks. The housing is modest Victorian terraced properties in the Italianate style, as typified by neighbouring residential streets of Oxford Gardens and Lawrence Terrace in the Oxford Gardens Conservation Area; and which are adapted at ground floor level to provide retail, as seen in the adjoining Portobello Road and Golborne Road. Ladbroke Grove has a larger scale, reflecting its importance as an important thoroughfare.

As referred to earlier, at a strategic level the proposals work to emphasise local distinctiveness by reinstating much of the original street pattern and providing continuous building lines and perimeter blocks. The architecture is referred to in the application submission as drawing upon the borough's basic housing typologies, including mews accommodation, and offering modern interpretations. However, the Design Officer I concerned with the architecture of the detailed proposals, not least because they set the tone and standard for the phases that follow and must instill confidence in the estate's renewal.

Beginning in detail with the mansion blocks on Athlone Gardens, there are four blocks of the same scale and appearance. Each has a plot width of 27m and is 7-storeys above ground, including a full height roof storey, but set back 1.4m behind a parapet. The elevations are characterised by mainly uniform floor-to-floor heights of 3m with slight variations at ground floor level to accommodate changes of grade and a raised parapet at roof level. The façade line and building shoulder is broken by a 1.2m recess that runs the full height of the building above the main ground floor entrance. Stone string courses run across the forward façade at first and uppermost floor level. Large floor-to-

ceiling windows, recessed balconies and cantilevered balconies are regularly sized and placed across the façade, with the cantilevered balconies filling the recessed area. The facing materials are buff London stock brick cladding in a stretcher bond (type 1), grey metal cladding for the recessed façade, PPC window frames and louvered window inserts, and dark grey zinc cladding for the roof. Entrance doors are finished in timber, with the independent entrances to the duplexes played down in appearance. Internal balconies, window and door openings have no mouldings or brick detailing. Balustrades are glass with metal handrails. The rear facade has a quieter elevational treatment with 1.5m projecting stair cores that run the height of the building including roof level, and regularly placed but narrower floor-to-ceiling height window openings. The main facing material is brick, with the final storey of the stair core capped in grey cladding to match the roof. Blind brick windows are inset within the large window openings.

The other mansion blocks in Phase 1 are designed in much the same architectural style, though to reduced scales and with variations of details and materials. In Wornington Road the apartment blocks are 6 and 7 storeys in height, the main differences being 20m plot widths and no basement accommodation or duplexes. Similar treatments are also used for the 5-storey buildings above the lock-ups on Wornington Road and above the retail on Portobello Road, the main differences being the positioning of the residential entrances on the flank facades and colour of facing brick (buff stock type 3 and black). Wheatstone Road (east side) comprises 6 adjacent mansion blocks of 5 storeys above basement with alternating plot widths of 22m and 16m. The main elevational differences are an expressed first floor plinth; additional juliette balcony details at first floor level; the recessed façade clad in brick to match the main façade (buff stock 3); no disruption to the building shoulder; and on the rear a two-tone facing of the projecting core, using a combination of zinc and black brick cladding.

The design officer is concerned that the grand scale of the apartment blocks is not matched by an equally grand appearance. The architectural language is too uniform and regular, which applied across the large scale of the apartment buildings and lengthy street renders blocks the elevations monotonous and overbearing.

The introduction of stone string courses provides a sense of visual differentiation between base, middle and top but remains insubstantial, offering little sense of a secondary scale and muted visual relief. The base appears underscaled and weakened by the full height glazing at ground and basement level. The elevational appearance is dominated by the large amount of glazing that appears overbearing when viewed from the park. The recessed façades lack visual interest, being negated by the cantilevered balconies which also disrupt the building shoulder in some blocks. The lighter metal clad finish to the recess draws the eye, in one way highlighting the building's entrance, but more disconcertingly drawing attention to the roof's poorly expressed form. The grey bulky appearance of the main roof is reminiscent of plant structure. The full height stair cores to the rear detract from the elevation's appearance and become overbearing within the rear garden space, though they are only glimpsed in public views above the lower infill structures. Overall, the stripped back detailing and materiality are very conventional. Colourful ground floor retail units on Portobello Road help to distract the eye and the shorter flank elevations with the residential entrances are well composed, though the same cannot be said when applied above the ground floor lock-ups in Wornington Road where the architecture verges on mundane. These matters need to be addressed by carefully constructed conditions with regard to the different elements of the buildings' elevations.

Turning to the townhouses, there are 16 in phase 1: arranged in two terraces of 8 units, separated by Athlone Gate. The houses have plot widths of 6.4m and are arranged over 4 storeys, with regular internal heights of 2.7m. The front elevation is recessed at ground floor to form the entrance and at 4th floor level, and the 2nd and 3rd floors have oriel windows that also extend the terrace at roof level. The main window openings are wide and full height, with a line of smaller openings off-set above the entrance. The elevation is mainly buff stock brick (type 3) with a rendered ground floor and Portland Stone for the main bay structure and parapet coping stone. The townhouses are set behind generous front gardens and have private gardens to the rear at ground floor or, for those units adjacent to the basement car park entrances, at first floor level.

The Design Officer considers that the architecture of the

proposed townhouses is comfortable for the proposed building scale. The elevation has a good balance of solid/void, and is made more attractive by the predominantly flat fronted appearance and hidden roof. The recessed ground floor, semi-recessed roof terrace and projecting bay window provide good visual interest, and the use of white render at ground floor helps avoid the ground floor appearing compressed. The materials are well chosen, though the quality and detailing of the windows (including reveals and soffits) and other finishes will be important. The large front garden and street planters give a rather suburban feel to the townhouses, but do not detract from an otherwise pleasant appearance. Exact materials will need to be conditioned for careful future consideration.

There are 15 mews houses provided in Munro Mews, laid out at the back edge of the pavement, each comprising a plot width of 7.4m and 3 floor levels. Two types of unit are designed, differing in layout, facilities and tenure: principally the private unit (type 1) is two-bedroom with ground floor study and garage; and the affordable unit is four-bedroom and has a smaller roof terrace. The external appearances are relatively tenure blind, using buff stock brick (type 2) as the main facing material, black brick for roof top party walls, timber panel garage and entrance doors, dark grey metal windows and entrance canopy, and a dark grey zinc roof finish. Downpipes and party walls express the plot width. The floor-to-floor heights are 3.0m for the ground; 2.85m for the first floor; and a 3.35m roof storey, which is set-back for half the plot width to provide either a 1m or 2m deep roof terrace.

The architecture is reasonable but unengaging, insufficiently capturing and exploiting the character and details of a mews. The typology appears stretched to townhouse proportions with a very wide floorplan and a full 3rd storey. The roof addition is visually too dominant and overbearing; its forward projection appears lumpy; and the exposed black brick party wall visually distracting. The treatments of the door and window openings at ground floor level are especially disappointing, giving the impression of a townhouse with or without integral garage rather than a mews that has been adapted. As with the apartment blocks, careful conditioning will be needed to ensure these buildings achieve the high quality appearance that is necessary.

Entrances, legibility and positive outdoor space

Phase 1

The location and frequency of building entrances plays an important role not just in the architecture of a building, but in the contribution it makes to the activity, legibility, comfort and attractiveness of the public realm. In phase 1, the development of 16 mews properties in Munro Mews and two terraces of 8 townhouses each in Wheatstone Road works well to provide an engaging townscape. In Wheatstone Road this is supported by the provision of 7 main entrances to the apartment blocks on a reasonable plot width, regularly interspersed by the additional 16 entrances of the duplex apartments, providing good connectivity with the street. Architecturally, the modern portico designs of the main entrances work well in terms of legibility within the street, whilst the individual entrances to the duplexes are visually recessive to avoid an over-busy façade.

Much the same approach is taken in Athlone Gardens, where the 4 main entrances to the apartment blocks are interspersed by 14 individual entrances to the duplex apartments. Here, however, the overall appearance of the street is less engaging, due to the reduced frequency of the main entrances set 25m apart, their position within recesses of the buildings' facades; and the less expressive design of the entrance canopies. The individual entrances to the duplex apartments remain played down, which is sensible to avoid any confusion.

Elsewhere, the provision of ground floor retail on Portobello Road is logical and useful, supporting its commercial function. Pedestrian access to the residential units above is from the flank elevations in Wheatstone Road and Athlone Gardens, though the entrances are well designed, legible and contribute to streetscape. By contrast the provision of ground floor lock-ups in block #1 on Wornington Road dominates the street frontage and dislocates the street from the residential above. A single communal entrance is located on Wheatstone Road and requires an internal access corridor on each floor. This is less satisfactory, but cannot be resolved without some loss of lock-up provision. Block #3 further along Wornington Road has two communal entrances and additional entrances to ground floor flats that are acceptable.

It is disappointing that the opportunity has not been taken to raise the ground floor of the apartment blocks and improve street surveillance and ground floor amenity. The potential improvement to the amenity, however, is off-set by the provision of small front gardens to the ground floor flats and lightwells to the duplexes that create clear defensible space; and by the allocation of individual private gardens to the rear. Similarly, it is disappointing that the large number of flats per core remain for the main apartment blocks, particularly those with returns onto Athlone Gardens (23 and 29 flats per core). A large numbers of flats per cores has implications for security and the well-being of residents, though it is suggested that this can be overcome to an extent by additional security arrangements.

Lastly, the entrances to car park ramp and lift are located Athlone Gate, which is welcome. This helps to reduce the impact on townscape and whilst the entrances and ramp compromise the rear garden space, the 6 townhouses affected enjoy large private terraces at first floor level.

Phases 2-5

These phases are in outline only, with consent being given at this stage to the principle points of access. Entrance arrangements to the blocks and car parking are reserved matters. However, the design officer is concerned that the larger blocks have insufficient number of main entrances for the scale of buildings; in particular for blocks #6 on Portobello Road and Wornington Road. The latter also seems to be accessed from courtyard entrances to the rear, which is unnecessary and likely to detract from the buildings' architecture, legibility and engagement with the public realm. Similarly, further main entrances should be sought to blocks #8 and #9, where more could be made of their double-fronted aspects.

Entrances to further basement car parking are shown within blocks #4 and #6, accessing from Athlone Gardens, and block #9 in Wornington Road close to the proposed civic space. These locations are unlikely to be acceptable as they will disrupt the architectural quality of the main elevations and appearance of the townscape in these focal areas. Access should be relocated

to the rear, via Murchison Mews and from further along Wornington Road. The location of the accesses to the underground car parks should therefore be controlled by a condition.

Landscape Design

Phase 1

The proposed landscape design responds well to the proposed street hierarchy and to the principles of good streetscape design. It provides for the resurfacing of the retained highways and new highways in a high quality natural finish. The material palette includes Yorkstone paving and granite kerbs for the footways and hot-rolled asphalt for the carriageways, with the exception of the Munro Mews where the historic granite setts are re-used. This is complemented by the use of high quality street furniture commonly used in the Royal Borough. The approach is supported, particularly as the new streets will be adopted and maintained by the Royal Borough.

The high value London Plane trees are being retained within Wheatstone Road, where they form a high quality setting to the reinstated historic street and bring an immediate sense of maturity to the streetscape. Due to changes in grade level the retained trees sit within planters, but which double as informal seating. The retained London planes are supplemented by additional trees and planting, set within a green verge that runs the length of the west side of the street. The informal green space is unusual, but brings a distinct and attractive appearance to the street. Onward maintenance, however, is an outstanding issue, as is the interface with the adjacent bin enclosures for the Athlone Gardens apartment blocks that are located on Wheatstone Road; the precise arrangements for which should be controlled by condition. The opportunity for public art also needs exploration.

The existing London Planes are also retained at the west end of Wornington Road, where they will be important in improving the sense of enclosure to the street, given the extensive set-back of the existing college and building lines of blocks #1 and #3. The interface between the lock-ups at ground floor level in block #1 and the public realm of Wornington Road remains a concern and requires further detailed work to ensure a robust and functional

apron area that does not detract from the streetscape or safe pedestrian use. Trees are not proposed for the stretch of pavement outside block #2 in Portobello Road, where the extra wide pavement is designed to support the ground floor retailing and is being kept clutter free. This approach is supported.

In terms of private amenity space, this is predominantly full basement lightwells treated in white brick facing to maximise daylight for the duplexes; small front gardens to the ground floor flats and townhouses that include soft landscaping. The location and design of individual bin enclosures is an outstanding matter and should be conditioned to minimise the impact on the streetscape. Boundary treatments are traditional railings and brick piers that maximise daylight penetration to basement lightwells, and traditional low boundary walls with railings for the townhouses. The designs could have been more contemporary in appearance, but are of sufficient quality to support an attractive streetscape. The final detailing is nonetheless reserved by condition to ensure they dovetail with the final building elevations.

Lastly, rear private amenity spaces are allocated to ground floor units, which are mainly given over to family accommodation. Illustrations show the gardens laid out as lawn with some shrub and small trees. A condition ensuring a 1m soil depth is important to allow high quality planting and to help with rainwater run-off.

Phases 2-5

It is intended to continue the landscaping approach proposed for Phase 1 across Phases 2 to 5, providing for a coherent landscape throughout the area. This is supported in principal, subject to confirmation of the final details to Phase 1 and the conditional agreement of an acceptable Design Code. There are, however, three matters of note, namely: the suggestion of raised front garden areas above a semi-basement car park to blocks #4, #5 and #10, which would have a detrimental impact upon the streetscape and upon accessibility and should be designed out. Secondly, the design of the replacement park does not form part of the Wornington Green development, being a matter for the Council. Lastly, the design of the public realm at the convergence of Portobello Road and Wornington Road, where the potential for a more vibrant space of civic quality is welcome

in support of the nodal location, but as part of a wider design review of the Ladbroke Road junction area and subject to servicing and amenity considerations. These matters must be addressed at the detailed design stage.

Conclusion

A high quality of architecture and urban design is important for Wornington Green if it is to accommodate a high density residential development that successfully integrates into the neighbouring positive context.

The reinstated street pattern, re-provision of the park as a focal public park similar in character to a garden square and re-opening of the junction with Ladbroke Grove are major changes that improve the area's physical integration with its surroundings. The new urban structure provides for a well-connected and legible network and hierarchy of streets and spaces that accords well with policies CD28 of the UDP and CR1 of the Proposed Submission Core Strategy.

The proposed development form offers visual integration, replacing the current unsatisfactory arrangement of buildings mainly sat within their plots with perimeter blocks that positively address the street and provides for a more traditional townscape, with consistent building lines, active frontages and clear distinction of public/private space, in accordance with policies CD28 and in the Proposed Submission Core Strategy CR2.

This positive framework, however, must be weighed against the less than wholly satisfactory matters of scale and architectural design of the proposed buildings. The generally suppressed scale of Phase 1 offers a reasonable response to its neighbouring historic context and views out of the adjacent Oxford Gardens conservation area, which subject to conditions controlling the detailed component building parts, provide coherent and comfortable street proportions that nonetheless relate well to the adjacent streets. The step-up in height towards the replacement park is logical and acceptable, subject to achieving the consistency of scale around the park, being common with many garden squares in the Royal Borough (CD28 and CL2).

Phases 2 to 5, however, gives cause for concern, where the proposed heights remain high and without substantial remodelling of the bulk, becomes uncomfortable and incompatible with the wider area. Further reworking of blocks #8, #9 and #10 at the junction with Ladbroke Road and of blocks #10 and #4 forming the barrier block is necessary if they are not to be overbearing and canyon-like, to conform to policy CD27 and CD28 of the UDP and CR2 and CL1 of the Proposed Submission Core Strategy. This will have to be achieved through close attention to the building appearance at detailed design stage

Regarding the proposed architecture of Phase 1, the scheme has progressed during the course of the application and some improvements secured. The proposed architecture is functional and robust, but without further substantial changes to the elevational design, lacks the quality and attractiveness expected. The elevations of Athlone Gardens are of particular concern, where the grandeur of scale of the blocks is not matched by an equally impressive appearance. The elevations of this and the apartments in Wheatstone Road remain monotonous and overbearing. The lower scaled buildings fair better, though again, further revisions are required to ensure a higher quality appearance that pays more regard to views out of the adjoining conservation area, particularly regarding the bulky roof storeys, dull and joyless detailing and use of materials. These matters can be resolved by conditions requiring detailed elevational changes in Phases 1 and control of the Design Code in Phases 2 to 5, to ensure the architecture is attractive, legible and contributes to local distinctiveness, in accordance with policies CD27, CD63, CL1 and CL2.

4.23 ARBORICULTURE

The Council's Arboriculturist has considered the proposal and his comments can be summarized as follows:

- 4.24 Most of the mature trees within the estate are covered by Tree Preservation Order as they were considered worthy of a protection as a group to provide greening for the estate and for the screening of buildings and noise. He comments that few of the trees are of a high enough standard to warrant individual orders. Given the extent of the works that are proposed, more trees will be removed in the five phases than will be planted.

However, he is of the opinion that the quality of the trees in a more formal planting scheme will adequately mitigate the loss of the trees to be removed. In particular, the creation of a new avenue of London Plane trees along Wornington Road is in keeping with much of the historic planting throughout the Royal Borough and the younger trees will have long life expectancies. The use of large broadleaf trees within the streetscape as opposed to smaller ornamental species accords with current guidance on street trees as they are beneficial for environmental reasons in addition to their contribution to visual amenity.

- 4.25 In conclusion, the Council's Arboriculturist raises no objection to the proposal subject to the use of planning conditions dealing with matters of tree protection and drainage system details.

5.0 **TRANSPORTATION AND HIGHWAYS MATTERS**

- 5.1 The proposal should be considered with regard to its effect on traffic generation, pressure on on-street parking and the safety of the surrounding road network.

- 5.2 The Council's Director of Transportation and Highways has considered the proposal and his comments are as follows:

5.3 **Location of development**

The site is located around 750m from Ladbroke Grove underground station and 900m from Westbourne Park underground station, both on the Hammersmith and City and Circle Lines. The site is in close proximity to the 23, 52, 70, 228, 295 and 452 bus routes. This gives the site an overall PTAL of 4 or 'good accessibility' to the public transport network.

The commercial uses proposed as part of the development are relatively modest, all being less than 400m². They will largely serve the increased local population and an increase in the number of passersby that are anticipated by invigorating this end of Portobello Road and potentially extending the market north. The commercial properties will not act as destination uses and will not generate a high number of new trips. Residential use is not recognised as a high trip generating use. The location is appropriate for the intensification proposed and the development is consistent with UDP policy TR1 and Proposed

Submission Core Strategy policy CT1a. More detailed discussion of trip generation and capacity is set out below.

Proposed street arrangement

The proposed street arrangement will see the creation of seven new public streets: Wheatstone Road, Athlone Gate, an arm of Athlone Gardens on either side of the park, Murchison Mews and an arm of Murchison Gardens on either side of the relocated Venture Centre. The arrangement of the new streets echoes, but does not replicate, the original street pattern. The streets are arranged to ensure good connectivity with the surrounding street network. This is consistent with Policy CR1a (Core Strategy) and the Wornington Green SPD.

New streets and adoption

The existing Wornington Green estate provides a significant barrier to movement for pedestrians and cyclists in the area. The new streets will dramatically improve permeability and will provide safer, more attractive routes for pedestrians due to more overlooking, improved street lighting and greater activity. It will also provide more direct routes for cyclists on lightly trafficked roads.

The new streets will be adopted by the Council in accordance with CR1d (Proposed Submission Core Strategy) and the Wornington Green SPD. The detailed design of the streets will be subject to agreement as part of the S106 agreement. Section 278 and S38 (Highways Act 1980) agreements will need to be secured via the S106 agreement. A design code has been submitted with the application and the proposed materials and treatments are consistent with the Council's Streetscape guidance. It is recommended that the final approval of the detail in the Code is conditioned.

The proposals are consistent with UDP Policies TR3, TR4, TR8, (Proposed submission Proposed Submission Core Strategy policies) CT1f, CT1g, CT1o, CR1b, CR1c, CR1e, the Transport and Wornington Green SPDs.

Road hierarchy

All the new streets within the site will function as local streets

and will not form part of the priority road network in the area. However, the street network has been designed with a clear internal hierarchy in mind. Wornington Road will be the principal route for through traffic and will distribute traffic across the estate area. Portobello Road will be less heavily trafficked and will be a more commercial and pedestrian centred environment, possibly emphasised by the extension of the Portobello Road market to the area. Lower traffic levels on Portobello Road will be ensured by:

- the road layout at the Barlby Road junction which channels traffic onto Wornington Road
- the one-way northbound restriction on Portobello Road that exists by Golborne Road
- a shared surface treatment at the Wornington Road / Portobello Road junction
- the restricted number of movements possible at the Wornington Road / Portobello Road junction.

The remaining roads will be for access only.

All streets have been designed to accommodate large refuse vehicles. The street network has been designed in consultation with Council officers and is consistent with this Council's Streetscape guidance and with Manual for Streets (2007), published by the Department for Transport.

All new streets will be two way and all will incorporate footways at least 2m wide, with the majority being wider than this. The exception is around Athlone Gardens where there will be a paved area only 1.2m surround the park on both arms of Athlone Gardens. This reflects the traditional treatment on squares in the borough. Most streets will incorporate on-street residents' parking that will form part of the Council's Controlled Parking Zone. Issues related to parking are considered in more detail below.

The arrangements are consistent with UDP policy TR3, (Core Strategy policies) CT1f, CR1b and the Wornington Green SPD.

Rat running

The redevelopment will add an additional arm to the Ladbroke Grove / Barlby Road junction from Wornington Road. This new

connection to Ladbroke Grove has the potential to create new opportunities for rat running both through the site and on adjoining residential streets. Given the layout of the wider road network and the presence of more attractive existing routes it is highly unlikely that new trips would be drawn into the site from north or south. However there is a possibility that some east-west trips may be drawn into the area via Wornington Road and Barlby Road or Chesterton Road. The level of trips is not likely to be high given the number of more attractive alternative routes in the area.

Nonetheless in order to test the impact of rat running a robust worse case has been assumed in the TA that up to 200 vehicles in each peak hour will divert through the area, 100 in each direction. These extra trips have been inputted into the traffic modelling and are included in the assessment of traffic impact below. The exercise represents a robust worst case assessment.

Rat running is not anticipated to be a significant problem and as set out below the diverted trips do not have a negative impact on the road network. The development is consistent with UDP Policies TR27, TR36 and (Proposed Submission Core Strategy policy) CT1b.

New on-street parking

An increase of 173 on-street parking places has been proposed as part of the development, although this has now been reduced to 158 in order to incorporate better on-street servicing and to allow the potential for the provision of space for cycle parking, the London Cycle Hire Scheme and car club. The exact mix of parking will be formalised in conjunction with agreement on the detailed design of the streets and will include residents' parking, pay and display bays, car club bays, disabled bays, market trader bays and cycle parking.

The increase in on-street parking is acceptable in the context of low off-street parking levels. The combined new on- and off-street parking total is 536 spaces, or 0.55 spaces per unit. This is significantly below the Council's maximum parking standards and is therefore consistent with the standards adopted in the UDP and amended by the Transport SPD, UDP policies TR36, TR42, (Proposed Submission Core Strategy policies) CT1b, CT1d, CT1I and the Wornington Green SPD.

Trip generation

The existing residential properties on the site will already be adding demand for transport to the surrounding network and as such only the impact of the new residential units have been considered. The modal trip rates for the new units have been developed by using the TRAVL database, which contains survey results for hundreds of developments across London. The trip rates set out in the TA represent a robust basis for assessment for car driver trips, although the public transport and walking trip rates are low. This has been amended and a higher public transport and walking rate has been used in the TA addendum report. The number of trips anticipated in the AM and PM peak hours are set out below:

Mode of travel	AM	PM
Total people	320	330
Car driver	95	106
Car passenger	23	21
Motorcycle	6	7
Cycle	8	0
Taxi	4	0
Public transport & walk	184	185

Impact on public transport

The initial TA methodology and trip rates were amended following discussion with Council officers and the revised work is set out in the addendum to the TA.

The public transport and walk figures in the table above have been subdivided into modes based on 2001 Census data for the output area that contains the Wornington Green Estate. On top of this 75% of those who are anticipated to use rail / underground have also been assumed to use the bus to get to their station. This results in 134 additional trips on the bus network in the peak hours and 75 on the rail / underground network. The direction of travel of these trips has been established with reference to origin - destination data from the 2001 Census and with the survey results in TRAVL for arrivals and departures.

As would be expected the majority of trips are heading south east and departing the site in the AM and arriving in the PM peak. Given the large number of buses on Ladbroke Grove this leads to a maximum of 17 extra passengers per peak hour on each of the 452, 52 and 70 bus routes. This level of extra trips can be accommodated without any need for capacity increases on buses in the area. Similarly, the development will generate 48 additional passengers on the Hammersmith and City and Circle lines travelling east in the AM peak and west in the PM peak. In the context of the recent expansion of services travelling through Ladbroke Grove and Westbourne Park this will not result in any appreciable increase in congestion.

The development will not result in any appreciable increase in congestion on the public transport network and is consistent with UDP policy TR36 and (Proposed Submission Core Strategy policy) CT1a.

Impact on the road network

Methodology

The baseline traffic flows reported in the TA are based on road traffic surveys undertaken in February 2008. Due to the complex phasing of the scheme, final completion of construction will not be until 2022. In order to capture in the assessment the likely impacts of any future developments in the area over this period an annual growth factor of 0.5% in traffic volumes has been added to the 2008 baseline rather than the more traditional approach of identifying known committed and pipeline developments in the area. As a worse case therefore it is assumed that traffic will be 7% higher than the 2008 baseline. The approach represents a robust worst case scenario for assessment and results in an additional 221 vehicles in the AM peak and 263 in the PM peak. The development adds a maximum of 95 vehicles in the AM and 106 vehicles in the PM peak.

Past trends have been for no growth in traffic in the borough and it is anticipated that this will continue into the future, except for an increase in traffic if the congestion charge is removed. Pre-congestion charge traffic levels have been used as a sensitivity test on top of the growth factor and development traffic.

The applicants have used 2001 Census journey to work data to understand how people are likely to travel from the estate. This data shows that most people will be travelling south or south-east from the site. The additional vehicle trips have been assigned to the network based on this information and as follows:

- 41% travel south on Ladbroke Grove (44 vehicles):
 - 13% diverts to Westbourne Park Road
 - 28% remain on Ladbroke Grove
 - 14% diverts to Elgin Crescent
 - 14% continues to Holland Park Road (all east here as those travelling west will have a shorter route via Barlby Road or Chesterton Road)
- 11% travel north on Ladbroke Grove (12 vehicles)
- 17% travel east on Golborne Road (18 vehicles)
- 19% travels west via Chesterton Road (20 vehicles)
- 11% travels west via Barlby Road (12 vehicles)

These assumptions are realistic.

Traffic modelling – area model

Extensive traffic modelling has been undertaken to understand the operation of the network currently and the impact of adding traffic from the development. The primary modelling exercise has been the creation of a network model of the area surrounding the Wornington Green Estate using a Paramics model. This type of model simulates the behaviour and interaction of individual vehicles as they pass through a network and provides a representation of how a network will operate in different scenarios. Two other models have also been used, Linsig and Arcady. These models are used to predict the impacts of changes on signalised junctions and roundabouts respectively. They have been used to test individual junctions.

Key to an accurate model is proper representation of the network when the model is set up and thorough validation of its outputs against the existing situation to ensure the model is correctly simulating the network. There has been extensive discussion with the applicant regarding their models and a number of changes have been made as a result. The validation

results have been carefully verified and the observed and modelled queue lengths are closely matched, whilst the observed and modelled turning movements at junctions and vehicle journey times are also closely matched. I am confident that the models are robust and the outputs provide an accurate representation of the likely impacts of the development.

The road network modelled in Paramics is bounded to the north by the Barlby Road roundabout, Wornington Road to the east, Golborne Road and Chesterton Road to the south and St Mark's Road to the east. This part of the road network currently operates well with relatively moderate levels of congestion.

When adding the growth factor and development traffic some reductions in average speed and some increases in queue lengths are seen on small sections of the network, particularly around Chesterton Road and the surrounding section of Ladbroke Grove. The changes are not significant. Conversely there will be some minor reductions in traffic on parts of Ladbroke Grove and Golborne Road as a result of the opening up of Wornington Road to Ladbroke Grove, with vehicles choosing to divert along Wornington Road, Barlby Road and Chesterton Road, particularly in the AM peak. Journey time for vehicles through the area will increase very marginally, by around two seconds per vehicle on average in the AM peak and nine seconds in the PM peak. All key junctions in this area will remain below capacity. Overall, there are unlikely to be any significant increases in congestion in the area as a result of the proposal.

Traffic modelling – junction specific modelling

The applicant has also undertaken modelling of some individual signalised junctions in the wider area that were identified as potentially being vulnerable to delays through increased traffic. These junctions are:

- Ladbroke Grove / Lancaster Road
- Ladbroke Grove / Westbourne Grove
- Ladbroke Grove / Elgin Crescent
- Ladbroke Grove / Holland Park Road
- Ladbroke Grove / Pembridge Road

Of these junctions, one will be impacted significantly by the increase in traffic set out above. The Holland Park Road junction

in the AM peak will be pushed to within 2.5% of its total capacity, which will result in an increase in queuing and congestion. However, the vast majority of the increase in traffic causing this delay comes from the growth factor applied, which is very much a worse case scenario. The development itself is only anticipated to add 13 vehicles in the AM peak. This is well within daily variation at the junction and the development is not therefore adding significantly to the increase in congestion.

Traffic modelling – Canal Way roundabout

Given the potential for large scale development at the Gasworks site and the Workspace site surrounding the Canal Way roundabout the applicants were asked to undertake a sensitivity test to model the impact of a concentration of additional trips at this location. The traffic generated by a 700 residential unit scheme at the Gasworks site and the permitted development from the Workspace site was added to the 2008 baseline traffic and then the additional 7% growth factor was added. Consistent with modelling undertaken previously the junction was shown to operate within capacity during both the AM and PM peaks.

Removal of the western extension to the Congestion Charge

The Mayor is proposing to remove the western extension to the Congestion Charge which has the potential to increase traffic significantly in the area, particularly on Ladbroke Grove. To ensure a robust worse case is modelled an additional 20% of traffic has been added to the network on top of the new traffic from the development and the background growth factor. It should be noted that the assumed impact of the removal of the congestion charge is significantly larger than the growth factor (7%) and development traffic (3.5%) increases combined.

When taken together the additional traffic will result in additional queuing, particularly on the side roads leading to Ladbroke Grove and on the southbound approach to the Barby Road roundabout. Chesterton Road is worst effected in the immediate area with a potential increase in queuing of up to 15 vehicles during the most congested periods of the peak hours. A similar increase is seen on the Ladbroke Grove's southbound approach to the Barby Road roundabout. There will be more minor increases in queuing on Golborne Road and Barby Road and few significant changes elsewhere on the network. As there are few signalised junctions in the immediate area, the heavier flow of traffic on Ladbroke Grove has priority and remains relatively free-flowing south of Barby Road to Westbourne Park Road.

The increase in traffic will remove some spare capacity from the signalised junctions modelled. The changes will have a particularly negative impact on Ladbroke Grove's junctions with Holland Park Avenue and Westbourne Park Road where capacity will be exceeded leading to an increase in congestion.

As set out above the contribution of development traffic is minor on the critical junctions (a maximum of 44 vehicles in the peak hours) and therefore contributions to improvements are not necessary.

In summary the development will have a relatively minor impact on the local road network, with the largest increases in congestion being caused by the removal of the congestion charge, if it goes ahead. The development is consistent with TR35, TR36 and CT1b.

Highway safety

The applicant has undertaken an assessment of road traffic accidents in the area surrounding the site and found that there was no consistent pattern of contributory factors to those accidents recorded. The Council has independently undertaken a road safety review of Ladbroke Grove and also found that in most locations there is no discernible pattern. This suggests that the accidents are not due to failings in the design of the road network and therefore that additional pedestrian and vehicle traffic from the development will not exacerbate existing problems.

The Council's study did identify some junctions where there appeared to be a treatable pattern of accidents. The only junction in the vicinity of the site that fell into this category was the Ladbroke Grove / Barlby Road junction. The central island of the roundabout is not large enough to sufficiently deflect, and therefore slow, vehicles on approach. The new connection to Ladbroke Grove will not be made until the end of phase three (2018) by which stage changes to this roundabout will already be made. There is no reason to suppose the extra arm will exacerbate the accident problem at this roundabout if the central island is enlarged. In any case the detailed design of the roundabout will be the subject of further approval and therefore other improvements to the roundabout can be made if an accident problem persists.

All new roads, including the new connection to Ladbroke Grove, will have the proposed design safety audited before being formally agreed. This ensures the proposed road layouts will be as safe as possible. A condition to this effect will be required.

The proposed road layouts and new junctions conform to the Council's Streetscape guidance and Manual for Streets. They will carry a relatively low volume of traffic at low speeds and will all be the subject of detailed safety audits before the design is agreed.

The development will not exacerbate any existing accident problems and the new streets are safe. The proposals are consistent with UDP policy TR36 and Proposed Submission Core Strategy policy CT1g.

Off-street parking arrangements

Car parking

Up to 378 off-street car parking spaces were originally proposed for the site. Twenty of these spaces are reserved for servicing and maintenance, which leaves 358 for residential use. The applicant has subsequently confirmed that this number will be reduced to 353. The combined new on- and off-street parking total is 536 spaces, or 0.55 spaces per unit. This is significantly below the Council's maximum parking standards. However, the allocation of spaces will need to be controlled via condition to ensure that the standards are respected when applied to each tenure type. A Car Parking Management Plan should be required that will need to be approved by the Council and that will set out how exactly the car parking provision will be managed.

The total number of car parking spaces provided in future phases must be related to the actual number of residential units to be provided and therefore the car parking figures agreed at this stage are indicative only and any decrease in residential units will require a reduction in parking. Similarly the extent of underground car parking shown on the plans will need to relate to the parking principles agreed as part of this application.

Electric charging points should be provided and accessible for each off-street car parking space. This can be the subject of condition and the detail of management could be included in the

Car Parking Management Plan. This ensures consistency with the Transport SPD.

Phase one car parking

118 car parking spaces are provided in a basement car park under block two and three, with eight additional spaces in the form of garages to the mews properties. Fourteen disabled bays are provided, which meets the Council's standards. An additional 36 new on-street car parking spaces are provided. This gives a total of 154 car parking spaces for 324 residential units (174 affordable residential unit, 150 market residential units). No more than 99 of these spaces should be allocated to the market units with the remainder available to the affordable units. This is to ensure the parking is consistent with the overall parking strategy agreed and that there is no worsening in parking supply for existing residents. This should be secured by condition. The Car Parking Management Plan should address this. The plan must commit the applicant to providing the car parking for use by residents of the estate only and for service vehicles at a level to be agreed.

The geometry of the car parks is acceptable, with all the car parking spaces meeting the Council's minimum dimensional standards. The ramp to the car park under blocks two and three has a gradient of 1:7, which is relatively steep but within the standards set out in the Transport SPD. The garages in Munro Mews do not meet the Council's minimum dimensional standards of 2.7m x 5m and should be enlarged. A condition to this effect is required.

Subject to the amendments and details set out above, the car parking arrangements for the scheme are consistent with the Council's standards and should result in no worsening of conditions for existing residents. The proposal is consistent UDP policies TR36, TR42, Proposed Submission Core Strategy policies CT1b, CT1d, CT1l, the Wornington Green SPD and the standards adopted in the UDP and amended by the Transport SPD.

No car parking is proposed for the commercial units. This is consistent with UDP policy TR38 and Proposed Submission Core Strategy policy CT1e.

The existing residential units are eligible for residents' on-street

parking permits and this eligibility will be retained. The addition of over 400 market residential units and 30 new affordable residential units would increase on-street parking demand significantly if not properly controlled. To ensure consistency with TR36, TR42, CT1b, CT1c, the Transport SPD and Wornington Green SPD all new additional residential units (both market and affordable) should be subject to a permit-free agreement. This should be secured in the S106 agreement. The applicant has accepted this requirement.

Cycle parking

The applicant has committed to providing cycle parking at the rate of one space per residential unit as well as 26 spaces for the commercial units and 36 visitor parking spaces. This level of parking provision is consistent with the Council's minimum cycle parking standards.

Although the cycle parking principles have been agreed with the applicant there appears to be a shortfall of cycle parking in phase one. The standards require 324 spaces but only 267 have been provided. The lift to basement one also needs to be of sufficient size to accommodate cycles. A condition should be attached ensuring that at least 324 spaces are provided in phase one and that the lift to access basement one is adequate for use by cycles. The applicant should be aware that increasing cycle parking may be at the expense of proposed car parking.

Servicing

An assessment of servicing demand based on surveys of similar use classes has been undertaken. These surveys and the subsequent application of trip rates to the quantum of floorspace proposed (2704m², with no units bigger than 400m²) demonstrates that there will seldom be more than one vehicle servicing the commercial units at any one time. Around 25m of single yellow line will be provided on Portobello Road in two sections to allow servicing to take place. This arrangement is acceptable and will ensure loading and unloading can take place safely and without interruption to other road users.

A food retailer is proposed in one of the A1 units. Given the

increase in the residential population this is welcome, however I am concerned that supermarket operators tend to use articulated vehicles to service their stores. A unit 400m² is large enough to attract the 'Express' or 'Local' format stores and these attract articulated vehicles. In order to control this I recommend that any future lease for a food retail A1 use should include a restriction on the types of vehicles that can be used and that the lease should be agreed by the Council. A Servicing Management Plan is required for the commercial units. This requirement should be secured by condition.

Subject to the points raised above the servicing arrangements are acceptable and consistent with TR41, CT1b, CR7a, CR7c and the Transport SPD.

Travel Plans

The Travel Plan submitted has been assessed by our Road Safety and Travel Plan Manager who considers it to be a well thought out Travel Plan, with a good package of measures and targets. She has some additional comments:

- There is a reference to cycle training being offered via the Venture Centre. They should be marketing the Council's free cycle training service to residents. It is not clear that there is anyone appropriately trained at the Venture Centre to deliver cycle training.
- The applicant should commit to sending us a travel survey within six months of occupation of Phase 1 as a baseline.
- We would need to see and approve the welcome pack before it is sent to residents.
- The framework travel plan targets should be based on a survey of existing residents

The Travel Plan should be secured within the S106.

A condition should be applied to ensure a CTMP is submitted to, and approved by, the Council before implementation of each phase of development. The comments set out above should inform the development of the submitted CTMP.

In conclusion, it is considered that subject to the imposition of

appropriate planning conditions as suggested and other measures to be secured in the S106 planning obligation, the Director of Transportation and Highways considers the proposal to be acceptable.

6.0 **AMENITY CONSIDERATIONS**

6.1 The proposal should be assessed with regard to its effect on the residential amenities of existing and future occupiers of properties surrounding the site in terms of loss of sunlight/daylight, privacy or increased sense of enclosure and microclimate. The proposed development should also be considered with regard to the standards of amenity afforded to future occupiers of the development. This is in accordance with Paragraph 7.15 in the Wornington Green Brief, UDP policies CD33, CD34 and emerging Proposed Submission Core Strategy policy CL5.

6.2 **Sunlight/daylight**

A sunlight/daylight assessment was included in the planning application which compared existing and proposed light levels to the surrounding properties around the site and to the buildings which would occupy the site the adjoin the conclusions are as follows:

6.3 The study modelled for the sunlight and daylight on a radius of 0.5km from the site including all of the surrounding blocks including those located to the north of the railway lines to the north of the site. The analysis of the baseline position and the proposed condition were carried out to assess the impact of the proposed development on the surrounding buildings. VSC (Vertical Sky Component) calculations were carried out on 579 receptors on the surrounding buildings. Of these receptors, 555 met the minimum requirements set out by the BRE.

In terms of daylight, the building at 274-290 Ladbroke Grove has a number of windows that failed the initial VSC test. No sky line tests were then carried out on the receptors that failed and the results are within the BRE guidelines and concluded that a minimal loss of light would be not be noticeable in this case.

349 -359 Portobello Road also has a number of windows that fail the initial VSC test at 1st and 2nd floors. This block is set

opposite the existing open space (Athlone Gardens) and as a result the difference between the baseline condition and the proposed condition is substantial. The proposal locates a 5 storey block (including a recessed storey) opposite 349-359 Portobello Road which from a baseline of no building opposite is causing the windows to fail. It is therefore considered that any proposed building in this location of a normal scale would result in the levels of daylight being noticeably reduced to the windows at 349 - 359 Portobello Road and therefore the impact is considered to be acceptable in this instance on the basis that it would not be so significant so as justify a refusal of planning permission for this reason alone.

In terms of sunlight the properties 90° of due south were assessed which consisted of the buildings along Manchester Drive, Southern Row, and the Kensington & Chelsea College building on Wornington Road. The probable sunlight hours were assessed for the development and there was considered to be minimal impact in both annual probable sunlight hours and winter probable sunlight hours and is within the recommended guidance of the BRE.

Given the minimal impact in terms of daylight/sunlight to the surrounding neighbours, the proposal is considered to be comply with UDP policy CD33 and Proposed Submission Core Strategy policy CL5 as it is not considered to result in any material loss of sunlight or daylight to the occupiers of these properties.

- 6.4 The proposal has also been assessed with regard to the levels of light which will be afforded to the new accommodation (using the ADF method). This concludes that 100% of the habitable rooms in Blocks 1, 2, 3 & 7 comply with the BRE guidelines. The majority of the rooms which do not reach full compliance will be bedrooms. However, given the use of these rooms together with the available use of balconies to this accommodation which offers a valuable level of amenity, it is considered that the available levels of light to the occupiers of the proposed accommodation is sufficient and complies with UDP policy CD34.

Sunlight/daylight analysis has also been carried out in respect of Phases 2-5 of the development. This indicates that with regard to daylight, the proposed accommodation is compliant with the BRE guidance. With regard to sunlight, the modelling indicates that in the corners of Block 6, there would be areas where the

levels of available sunlight would be below BRE guidance. However, these can be overcome by mitigation measures such as incorporating circulation space to these areas.

6.5 **Overshadowing**

- 6.6 The BRE guidelines state that in assessing the likely effect of shadowing, if an area of amenity space has less than two fifths (40%) of its area in permanent shadow on March 21st (Spring Equinox) then it will be well sunlit and be capable of providing suitable levels of amenity for users of these spaces.

The applicant submitted a Daylight and Sunlight Assessment (Rev 01) which contained modelling analysis in connection with overshadowing of areas of open space within phase 1 of the development (including Athlone Gardens) This concluded that all open spaces assessed meet the BRE guidelines.

6.7 **Privacy**

- 6.8 With regard to privacy, given the distance of the proposed development from the existing surrounding buildings in Portobello Road being a minimum of 10 metres and from the rear of the Golborne Road properties being 10 metres and the building configuration at this point it is not considered that the proposal would result in any material loss of privacy for occupiers of the existing properties surrounding the development. In addition, the proposed layout and building configuration of the scheme (in all Phases) is considered to result in adequate levels of privacy for the occupiers of the new development. Therefore, the proposal is considered to comply with UDP policy CD35

6.9 **Enclosure**

- 6.10 Similarly, given the distances of the proposed buildings from the properties currently surrounding the development, it is not considered that the proposal would result in any material sense of enclosure to the occupiers of these properties. Therefore, the proposal is considered to comply with UDP policy CD36

6.11 **Microclimate**

6.12 London Plan policy 4B.10 states that (inter alia) developments should be sensitive to their effect on microclimates- including wind. The ES includes appropriate modeling that has been carried out which indicates that the proposal would have a negligible effect on microclimate with the exception of the effect of Block 9 . It should be noted that this modeling was carried out where the building was indicated at 15 storeys. This building has since been reduced in height to 9 storeys. This modeling indicated that there would be minor effects to the surrounding area which could be mitigated at the detailed design stage by horizontal and vertical screening. In this case, the proposal is not considered to result in any adverse effect on the microclimate of the surrounding area which could not be dealt with by appropriate measures of mitigation. Therefore, the proposal is considered to comply with London Plan policy 4B.10.

6.13 **NOISE/VIBRATION**

6.14 The proposed development would provide some 500 units of additional residential accommodation together with an element of commercial floorspace. Given the existing uses on the site and the general levels of activity in the surrounding area, in broad terms, the proposal is not considered to result in any increased levels of noise or disturbance which would cause a material loss of amenity to occupiers of the properties surrounding the development.

It should be noted that the relationship of the lock ups for the market traders directly under the residential accommodation to Wornington Road is not ideal. However, it is considered that any potential noise and disturbance could be satisfactorily controlled by the imposition of conditions regarding the doors of the lock ups and alternative methods of ventilation should residents not wish to have to open windows above the lock ups.

The proposal has been assessed by the Director Of Environmental Health who considers the scheme acceptable subject to the imposition of certain conditions controlling noise and vibration both during construction and during occupation, with particular regard to the block adjacent to the railway.

6.15 **AIR QUALITY**

6.16 The applicants have submitted an air quality assessment as part

of the Environmental Statement. The Director of Environmental Health considers the proposal acceptable subject to appropriate conditions including the development of a low emissions strategy.

6.17 **LAND CONTAMINATION**

6.18 A 'Land Quality Statement' was submitted as part of the Environmental Statement and has been assessed by the Director of Environmental Health. The overall approach within the document is accepted, however, given the length of time of duration of the development, it is considered appropriate that sampling and any appropriate measures are undertaken at each phase of the development. These matters will be subject to appropriate conditions.

6.19 **WASTE**

6.20 The applicants have submitted a Waste Strategy as part of the application and although the range of options within the document are considered welcome, further details are required, these can be subject of appropriate conditions.

6.21 **SUSTAINABILITY**

6.22 In terms of sustainability an energy statement has been submitted as part of the application. The proposal, includes the provision of PhotoVoltaics Panels and brown roofs. Phase 1 includes the provision of a temporary energy centre under block 1 which with the other elements will achieve Code 3 of the BREEAM Code for Sustainable Homes. A permanent CCHP (Combined Cooling Heat and Power) energy centre will be installed in phase 2 which will then achieve Code level 4 for the Code for Sustainable Homes. The development is considered to comply with London Plan Policy 4A3 and 4A5.

6.23 **FLOODING:**

6.24 The applicants have included a 'Flood Risk Assessment and Surface Water Strategy as part of the Environmental Assessment. The Environment Agency have been consulted regarding the proposal and require clarification of certain matters with regard to Greenfield 'run off'. Further technical information will be submitted and assessment and all the

relevant information and conclusions will be included in the addendum report which will be presented to committee.

6.25 **PHASING**

- 6.26 The key priorities of the Wornington Green SPD was that the redevelopment of the estate should be carried out as quickly as possible to minimise that length of time of disturbance to residents, to keep the community together and that a good quality open space at least half the size of Athlone Gardens must be available for public use throughout the construction period. In Para 2.5.2 of the SPD it states that any application will need to include a phasing plan demonstrating how these priorities are met. An indicative phasing plan has been submitted with the application and the council are satisfied that the phasing plan represents the optimum scheme that addresses the redevelopment priorities contained in the Wornington Green SPD.

7.0 **PLANNING OBLIGATIONS**

- 7.1 Policy M1 of the Unitary Development Plan (as amended) states that where appropriate, the Council will negotiate planning obligations in order to ensure satisfactory development. The Wornington Green SPD identifies a number of measures which should be secured by planning obligation.
- 7.2 As part of the development proposal, a number of benefits have been agreed which will be incorporated into a planning obligation under Section 106 of the Town and Country Planning Act 1990 (as amended). The Heads of Terms of this agreement include the following:
- 7.3 The provision of at least 538 units/or 1625 habitable rooms of social rented housing. The precise mix to be assessed at each subsequent phase of the development determined by Housing Needs Assessment of existing residents and viability assessment
- 7.4 Re-provision of Venture Centre and adventure playground
- 7.5 Re-provision of Athlone Gardens and adoption by Council
- 7.6 Provision of 20 lock ups for market traders

- 7.7 Financial contribution towards education provision (the amount will be reported at Committee)
- 7.8 Financial contribution towards healthcare provision (the amount will be reported at Committee)
- 7.9 Highways contribution of £96k as required by TfL in respect of public transport improvements in the area
- 7.10 Permit free agreement for all additional residential units (both market and affordable)
- 7.11 Adoption of estate road by Council together with agreements under S278 and S38 of the Highways Act 1980
- 7.12 Travel Plan

8.0 PUBLIC CONSULTATION

- 8.1 1932 addresses were notified of the proposal on the Wornington Green Estate itself and the surrounding areas. At the time of preparing the report, 53 objections had been received including 39 that were received at the drop in session 3rd February 2010 at the Venture Centre regarding the proposed development. Any additional comments will be reported in the addendum report to the committee.
- 8.2 Representations have been received from Councillor Emma Dent-Coad and Councillor Pat Mason objecting to the proposal on the following grounds;
- The redevelopment will lead to the dispersal of the community and wider residents as a result of the construction.
 - The development is likely to increase car ownership in the area causing an increase in air pollution, traffic and a decrease in road safety.
 - The proposed road layout will not reduce crime but will increase traffic congestion and accidents.
 - The proposed road layout will abolish the identity of 'Wornington Green' as a community.
 - The removal of Athlone Gardens for several years to facilitate development is not acceptable.

- The loss of London Plane Trees in Athlone Gardens and the loss of many other trees across the site is unacceptable.
- There is no planned reprovision of the existing WG Detached Youth Work Project.
- The loss or relocation of the market trader storage is unacceptable.
- The 15 storey building to the north west of the site would be out of character with the surrounding area and would set a precedent for further tall buildings in the area.
- No provision of external storage units for residents.
- The proposal lacks adequate provision of parking for bicycles, and motorbikes.
- The reprovision of the affordable social housing will not resolve the overcrowding problem.
- The reprovided social and community use should be enlarged to meet the needs of a higher density of development.
- The proposal would result in the loss of private amenity space as balconies do not provide the same levels of amenity.
- The proposal would result in the loss of small public amenity spaces around the estate, increasing hard surfaced areas leading to surface water run-off and the potential for flooding.
- The proposed mansion blocks are too large and out of scale with the typology.
- Poor levels of privacy for families and in respect of cultural differences.
- Accommodation mix is not tenure blind.
- The number of properties sharing a core is unacceptable.
- Open spaces dominated by parking and the cycle parking in the underground car parking is inconvenient with poor access.
- No direct sunlight to the amenity spaces and limited sunlight to the habitable rooms across phase 1 of the development.

8.3 The dispersal of the community as a result of the development is a consideration in the application, and as the proposal reprovdes the same number of affordable social units, the existing residents can stay on the site. There will of course be a number of existing tenants who will choose not stay on the estate after the redevelopment, but the option to stay is available to all eligible tenants. The development is a phased

scheme and as a result of the complex decanting procedure, the construction period is over several years.

The increase in car ownership and parking as a result of the development has been negotiated and complies with the policies in the UDP and the Transport SPD as discussed in section 5.

The potential for an increase in air pollution has been assessed and more information and modelling has been requested. This has been discussed in paragraph 6.16.

The re-provision of the Detached Youth Work Project is yet to be determined and will be reported in the addendum report to committee.

- 8.4 The proposed road layout will improve the street network and reconnect the estate with the wider community and improve permeability and is considered to bring with it wider regeneration benefits for the community.

The decision to allow the partial loss of public open space to facilitate the development and decrease the construction period is a decision that has been made by the council and is explained in the adopted SPD for the site in paragraphs 2.3, 2.4, and paragraph 6.26 in the main body of the report. Whilst it is accepted that the partial loss of open space for several years is undesirable, at least 50% of the space will be available throughout the development in accordance with the adopted SPD for the site.

- 8.5 The loss of trees on the site and in particular the London Plane Trees in Athlone Gardens has been addressed in paragraph 4.23. An existing line of London Plane trees are to be retained as part of the development in the new Wheatstone Road. No objection has been raised by the council's arboricultural officer in relation to the loss of trees on the site.

The re-provision of the market trader lock ups as part of the redevelopment is a requirement of the adopted brief for the site (7.4) and is discussed in paragraph 4.20. The 20 market lock up units are to be re-provided as part of the proposal.

- 8.6 The proposed 15 storey building to the north west of the site has been reduced in height to 9 storeys in the outline application

upon officer's recommendation.

In terms of external storage, none has been proposed in the courtyards of the blocks; however managed storage spaces have been included at basement level under blocks 2 & 3.

In terms of provision of parking for motorcycles and bicycles, the provision is in accordance with the transport SPD and is discussed in more detail in section 5 of the report.

- 8.7 The re-provision of affordable social housing has been assessed by the housing regeneration officers in the council and as part of the application a housing needs assessment was submitted. The housing proposed is considered to be acceptable and complies with the SPD for the site and policy as discussed in paragraph 4.9.

The re-provision of the social and community use has been discussed in paragraph 4.14 of the report. Given the emphasis of viability on the site, the applicant has been requested to provide equivalent footprint for the social and community use and the associated playspace only.

- 8.8 In terms of private amenity space, the proposal provides balconies for all units that are large enough to accommodate chairs and a table. Ground floor units have private gardens and basement lightwell terraces. The materials for the balcony screens are yet to be determined. These amenity spaces will provide an acceptable amount of amenity space for the units as discussed in paragraph 4.12. Differences in culture relating to private amenity space have been considered and layouts of the units can be adapted as illustrated in the Design and Access Statement (01.02.10).

The proposed redevelopment is more efficient in its layout, but areas of public open space around the site will be lost. Surface water run-off and drainage to prevent flooding has been considered as part of the application, but further information has been requested which will be reported to the committee in the addendum report to clarify this.

- 8.9 The bulk and scale of the blocks proposed has been addressed in the Senior Design Officers comments in paragraph 4.21.

The tenure mix has been designed to be tenure blind meaning that from the external appearance of the buildings it would not be possible to tell the market housing and the affordable social housing apart. It has been accepted by the council that a number of units will not achieve tenure blindness, but the majority will. In light of this it is considered acceptable and in accordance with the SPD for the site.

The number of units accessed from a core is generally above the rule of thumb guidance stated in the SPD and is discussed in more detail in the Senior Design Officer's comments in paragraph 4.21. Whilst it is not desirable to have large numbers of units accessed from cores, it is in this case considered to be on balance acceptable.

- 8.10 Parking is provided on street and in the proposed underground car parks, they do not occupy any open space in addition to the highway and is therefore considered to be more efficient and in line with normal street layouts in the area as discussed in section 5 of the report. Cycle parking in large storage areas at basement level is undesirable; however these areas do provide large areas of storage for bicycles necessary to comply with the requirements of the transport SPD. The lift cores of blocks 2 & 3 go to basement level allowing ease of access to ground level or residents can use vehicular ramp for the car park. The provision of cycle parking in these storage areas is therefore considered to be on balance acceptable.
- 8.11 The daylight and sunlight to the amenity spaces and the habitable rooms of the proposed units has been discussed in more detail in section 6.0. The proposal has been assessed in accordance with the BRE standards and meets the minimum requirements set out.
- 8.12 Representations have also been received from amenity societies; The Kensington Society, The Golborne Forum and the Open Spaces Society who are objecting to the proposal on the following grounds;
- The proportion of affordable social housing in the development should be greater.
 - The reduction in the amount of large housing units in the social-rented stock.
 - Conflict with LDF policy in the amount of large housing

units in new social housing projects.

- The numbers of 1 bed and 2 bed properties in the proposed development with little consideration for larger units.
- Re-provision of the social and community use and the open space should be enlarged to accommodate the increased population on the site.
- Access to underground car parks from the streets adjacent to the park loses visual access.
- Loss of public open space as part of the redevelopment.

8.13 In terms of the mix of affordable social housing and the provision of larger units as part of the development, this has been addressed fully in paragraphs 4.9, 4.10 and 4.11 and is considered to be in line with the policy requirements.

The re-provision of a larger social and community use has been discussed in 4.14 and above in 8.7.

The access to the underground car parks adjacent to the open space (Athlone Gardens) is not determined in the outline application and is reserved for future consideration. The access points shown on the plans are for illustrative purposes only and do not reflect the final design. Therefore the visual impact can be mitigated against once the detailed applications are submitted.

There is no loss of public open space as part of the proposal. There is no loss of space from Athlone Gardens or from the associated space of the social and community use. This has been discussed in detail in paragraph 4.12.

8.14 Additional objections raised by residents and surrounding properties have been made on the following grounds:

- Loss of privacy and overlooking as a result of the development.
- The proposed development will have a dominant and overbearing impact on the area and will seriously detract from its present distinctiveness and identity. The bulk, massing, heights and aspects of the design are inappropriate in the surroundings.
- The proposed building for the corner of Wheatstone Road and Portobello Road has a design which is unsympathetic

to the surrounding architecture, and at 4+1 will increase the height of the building roof lines, impacting on light and views.

- The increased density is a major concern.
- There has been limited attention to environmental needs such as rubbish collection and storage areas for the flats and especially the mews houses.
- The space given to the roads for the mews is limited, with doors opening directly on to the mews, with garages and other parking in the area likely to become a hazard for foot traffic.
- Lack of storage space within units.
- Concerns of the increases in service charges as a result of the redevelopment.
- The disruption caused by the construction phases and its impact on nearby businesses.
- No justification for increased retail along Portobello Road, which will sit empty.
- The increased population will put a strain on healthcare and education facilities.
- No windows in the kitchens or bathrooms of the properties, and kitchens too far from dining rooms.
- The railings for at the end of gardens are insufficient for security purposes.
- The opening of the junction between Wornington Green and Ladbroke Grove will result in more noise from the railway lines.
- Subterranean bedrooms provide substandard accommodation.
- Not enough green features incorporated in the design.

8.15 The loss of privacy and overlooking as a result of the redevelopment has been assessed and is not considered to be a concern as discussed in paragraph 6.8.

The proposed bulk, massing and height of the development have been discussed in detail in the Senior Design Officer's comments in paragraph 4.21.

The proposed retail block on the corner of Portobello Road and Wheatstone Road is unsympathetic to the height and architecture of the surrounding buildings. This is also discussed in paragraph 4.21.

The increased density for the redevelopment is in line with London Plan Policy for housing in this area of London with a good level of public transport accessibility as discussed in paragraph 4.8.

The provision of a waste strategy and storage for the units has been considered as part of the development, however the details have not been detailed enough to make a proper assessment and therefore it is recommended that a condition is added to secure the details of these.

- 8.16 The space in the mews is acceptable in highways terms and the details of the proposed doors of the integral garages and market trader lock ups are recommended to be secured by condition. The Director of Highways and Transportation has also assessed the application and has no objections to the scheme regarding this point.

The lack of storage space within units is limited, however there is no policy basis for additional space to be recommended as part of the development. The proposal does provide space standards to HQI and Parker Morris (whichever the larger) which is considered acceptable in this development and an improvement on the existing.

Increased service charges for the affordable social housing as a result of the development are considered to be landlord tenant matters between KHT and the residents of the properties.

The construction of the development is likely to cause a certain amount of disruption to the residents of the estate and the surrounding properties and businesses. A Construction Traffic Management Plan was submitted as part of the application to mitigate the levels of disruption. This has been assessed and is considered to be acceptable.

The proposed retail extending up Portobello Road is discussed in paragraphs 4.17 and 4.18 and it is not considered that the additional floorspace will harm nearby local centres.

- 8.17 The proposed development will lead to an increased population in the area. Contributions towards education and healthcare are to be secured by planning obligations to ensure facilities in the

area are adequately provided for.

The layouts in the units are in line with modern standards of living with open plan living room, kitchen, and dining room in many cases. Some of the properties do have enclosed kitchens and bathrooms, however there is no requirement for these individual rooms to have windows. Alternative layouts have been explored by the applicants in the revised Design and Access Statement. Any specific changes needed are between the Landlord and tenants.

The details of the railings for the ends of the gardens for security are recommended to be dealt with by condition.

The opening of the junction by the Barlby Road Junction is unlikely to cause any additional noise from the railway over the existing situation and is not considered to be a concern.

- 8.18 The accommodation at basement level provides bedrooms in the maisonette properties. These properties have a number of additional amenities that balance the attractiveness of the basement accommodation, including amenity space to front and rear and separate front doors from street level. This accommodation is therefore considered to be acceptable.

The proposal is proposed to meet Code Level 3 of the BREEAM Code for Sustainable Homes with a desire to reach Code Level 4 after the completion of the Combined Cooling Heat and Power energy centre in phase 2. The development features brown roofs, photovoltaic panels and drainage mitigation as discussed in paragraph 6.2.

ARCHITECTURAL APPRAISAL PANEL

The proposal has been presented to AAP on the 8th July 2009 and the 9th December 2009. A scheme is to be presented to the AAP on the 10th February 2010 and the comments will be given in the addendum report to the committee.

CONCLUSION

The redevelopment of the Worrington Green Estate is a

challenging proposal that incorporates many different areas. The key issue in the proposal is whether the regeneration benefits as a result of the development outweigh any negatives that come as a result of the scheme.

In terms of housing provision, the proposal will improve the quality of the housing on the site up to lifetime homes standards; however as a result of the viability of the scheme, the addition of market units to cross subsidise the affordable social rented units, has led to the density and scale of the development increasing to a scale that is larger than the surrounding townscape context. Given the benefits the redevelopment of the estate has in regeneration terms by opening up the estate and reintegrating it with North Kensington through an improved street network, and the addition of a variety of typologies of buildings common to the borough the negative impacts of the development in townscape terms and housing provision are considered to be on balance acceptable.

The proposal has been permitted to use the public open space on the site to facilitate the development of the proposed estate on the basis that the development will be carried out in the shortest time possible to reduce the disruption to the occupiers of the estate and the surrounding area. It has been demonstrated that this can be achieved and is acceptable to the council.

Overall the development is on balance considered to be acceptable given the overall benefits the proposal will have on the area.

9.0 RECOMMENDATION

- 9.1 **INFORM** the Mayor of London of the intention to grant outline planning permission in accordance with the requirements of Article 5 of the Town and Country Planning (Mayor of London) Order 2008.
- 9.2 Subject to no Direction being received to the contrary by the Mayor of London, **GRANT** outline planning permission subject to the prior completion of a S106 Planning Obligation with the terms set out in this report.

**PETER LERNER
EXECUTIVE DIRECTOR, PLANNING AND BOROUGH DEVELOPMENT**

List of Background Papers:

The contents of file PP/09/02786 save for exempt or confidential information in accordance with the Local Government (Access to Information) Act 1985.

**Report Prepared By: EJG
Report Approved By: AJF/PT/DT/PL
Date Report Approved: 10/02/2010**

PSC02/10/EJG.REP

10/02/2010 15:55:30

Demolition of existing buildings and temporary partial loss of existing open space (Athlone Gardens) to facilitate redevelopment to provide new residential accommodation of up to 1000 units, up to a maximum of 3,104 square metres (GEA) of non residential floorspace (within Classes A1, A2, A3, A5 and/or Class B1 Use Classes), reprovion of the community facilities and its associated outdoor adventure playspace (total of 1,883 square metres) (within Use Classes D1 and D2) relocation and reprovion of an area of open space (Athlone Gardens) (9,186 square metres) reprovion of 20 lock ups (within Use Class B8), provision of a temporary energy centre in Phase 1 to be replaced by a permanent energy centre, provision of landscaping, provision of a new internal road network based on a traditional internal street pattern, access junctions and associated road including the reconnection of the junction with the external road network at Ladbroke Grove and Portobello Road and Wornington Road at Barlby Road, up to 725 car parking spaces (on street and off street) and 1062 cycle parking spaces, with details submitted for Phase One and all other matters reserved

SUMMARY OF REASONS FOR DECISION

You are advised that this application was determined by the Local Planning Authority with regard to the policies in the Council's Unitary Development Plan 2002, as amended 28th September 2007, and also with regard to the policies contained within the Proposed Submission Core Strategy, and was considered to comply with these policies. In particular, the following policy/policies were considered:

- CD23 (to protect and resist loss of open spaces)
- CD26 (improve environmentally poor land/buildings)
- CD27 (ensure high standards of design and compatibility)
- CD28 (require physical and visual integration)
- CD33 (resist significant loss sun/daylight)
- CD34 (ensure good internal light conditions)
- CD35 (protect privacy levels enjoyed by neighbours)
- CD36 (prevent significant increases in sense of enclosure)
- CD38 (ensure good standards for open spaces)
- CD39 (take account of safety and security)
- CD40 (resist noise disturbance)
- CD41 (ensure adequate internal noise conditions)

- CD42 (ensure all non-domestic development is accessible to all)
- CD46 (resist roof terraces in specified situations)
- CD52 (resist installation of plant/equipment)
- CD63 (assess effects of development adjoining Conservation Area)
- CD80 (resist loss of trees)
- CD81 (encourage planting of new trees)
- CD82 (resist loss of trees unless dead or dying)
- CD84 (ensure adequate protection of trees)
- CD94 (encourage good quality of street furniture)
- H2 (seek dev of land+buildings for res use)
- H04 (resist encroachment of other uses in residential areas)
- H07 (seek provision of outdoor space in new development)
- H08 (require social and community facilities in major schemes)
- H18 (seek inclusion of small and large units)
- H19 (seek appropriate dwelling mix)
- TR01 (trip generation)
- TR03 (footways)
- TR04 (footpaths & pedestrian routes)
- TR09 (bicycle parking)
- TR27 (oppose excess traffic in minor roads)
- TR08 (cycle routes)
- TR35 (impact of development on the highway)
- TR36 (dev & traffic /parking/congestion)
- TR37 (improve transport services+facilities)
- TR38 (limit non-res parking to essential only)
- TR41 (off-street service space)
- TR42 (off-street parking for res.development)

- E10 (encourage range of business unit sizes)
- E13 (provision of premises for locally based industries)
- E15 (seek provision of light industrial in North Kensington)
- E16 (restrict changes from light industrial use)
- S04 (seek shop units in new development)
- S05 (to seek a range of shop unit sizes)
- S16 (encourage retention of storage for street traders)
- S25 (criteria for large new retail development to satisfy)
- LR08 (resist loss of public and private open space)
- LR12 (creation of amenity areas)
- LR14 (include open space in new development proposals)
- LR15 (require provision of amenity space for new family housing)
- LR16 (encourage public access to new communal open space)
- LR38 (encourage open play areas)
- SC02 (loss of social and community use)
- SC03 (replace/relocate social or community uses)
- SC04 (new community facilities)
- SC06 (social/community facilities)
- PU01 (resist impact on air quality)
- PU02 (development leading to pollution)
- PU03 (contamination)
- PU04 (protection from contaminated land)
- PU11 (refuse storage space)
- MI1 Planning Obligations
- CP01 (Core Policy: Quanta of Development)
- CP02 (Places)
- CP03 (North Kensington)

- CA02 (Wornington Green)
- C01 (Infrastructure Delivery and Planning Obligations)
- CK01 (Social and Community Uses)
- CK02 (Local Shopping Facilities)
- CK03 (Walkable Neighbourhoods and Neighbourhood Facilities)
- CF01 (Location of New Shop Uses)
- CF04 (Street Markets)
- CF05 (Location of Business Uses)
- CT01 (Improving alternatives to car use)
- CR01 (Street Network)
- CR02 (Three-Dimensional Street Form)
- CR03 (Street and Outdoor Life)
- CR04 (Streetscape)
- CR05 (Parks, Gardens, Open Spaces and Waterways)
- CR06 (Trees and Landscape)
- CR07 (Servicing)
- CL01 (Context and Character)
- CL02 (New Buildings, Extensions & Modifications to Existing Build
- CL05 (Amenity)
- CH01 (Housing Targets)
- CH02 (Housing Diversity)
- CE01 (Climate Change)
- CE02 (Flooding)
- CE03 (Waste)
- CE04 (Biodiversity)
- CE05 (Air Quality)
- CE06 (Noise and Vibration)

The London Plan was taken into consideration.

The material circumstances of the case, including site history, location, and impact on amenities were considered.

In addition, consideration was given to the results of public consultation.

It was concluded that there was no impact upon the amenities of adjoining occupiers, or upon the character or appearance of the area, that would justify a refusal in this case.

The full report is available for public inspection at the Planning Information Office, Ground Floor, Town Hall, Hornton Street, London, W8 7NX.