

CITY OF WESTMINSTER			
PLANNING APPLICATIONS COMMITTEE	Date 14 March 2017	Classification For General Release	
Report of Director of Planning		Ward(s) involved Lancaster Gate	
Subject of Report	Hallfield Estate, London, W2 6EF		
Proposal	Replacement of the communal lighting with new surface mounted conduit and new lighting fittings to the soffit walkways to Tenby House, Reading House and Pembroke House. Also installation of new surface mounted trunking to soffit walkways for mains electricity at Tenby House.		
Agent	Ms Fiona Lamb		
On behalf of	Mr Kevin Regan (City West Homes Ltd)		
Registered Number	16/02898/FULL 16/02899/LBC	Date amended/ completed	
Date Application Received	1 April 2016		
Historic Building Grade	II		
Conservation Area	Hallfield Estate		

1. RECOMMENDATION

1. Grant conditional permission under Regulation 3 of the Town and Country Planning General Regulations 1992.
2. Grant conditional listed building consent.
3. Agree the reasons for granting listed building consent as set out in Informative 1 of the draft decision letter.

2. SUMMARY

The Hallfield Estate is a mid 20th century housing estate which comprises its own conservation area, the Hallfield Estate Conservation Area. The estate comprises 14 residential blocks, which are all Grade II listed, and other ancillary blocks. The current planning and listed building consent applications propose the installation of surface mounted conduits, communal lighting to Tenby House, Reading House and Pembroke House. Also surface mounted trucking to contain lateral mains at Tenby House.

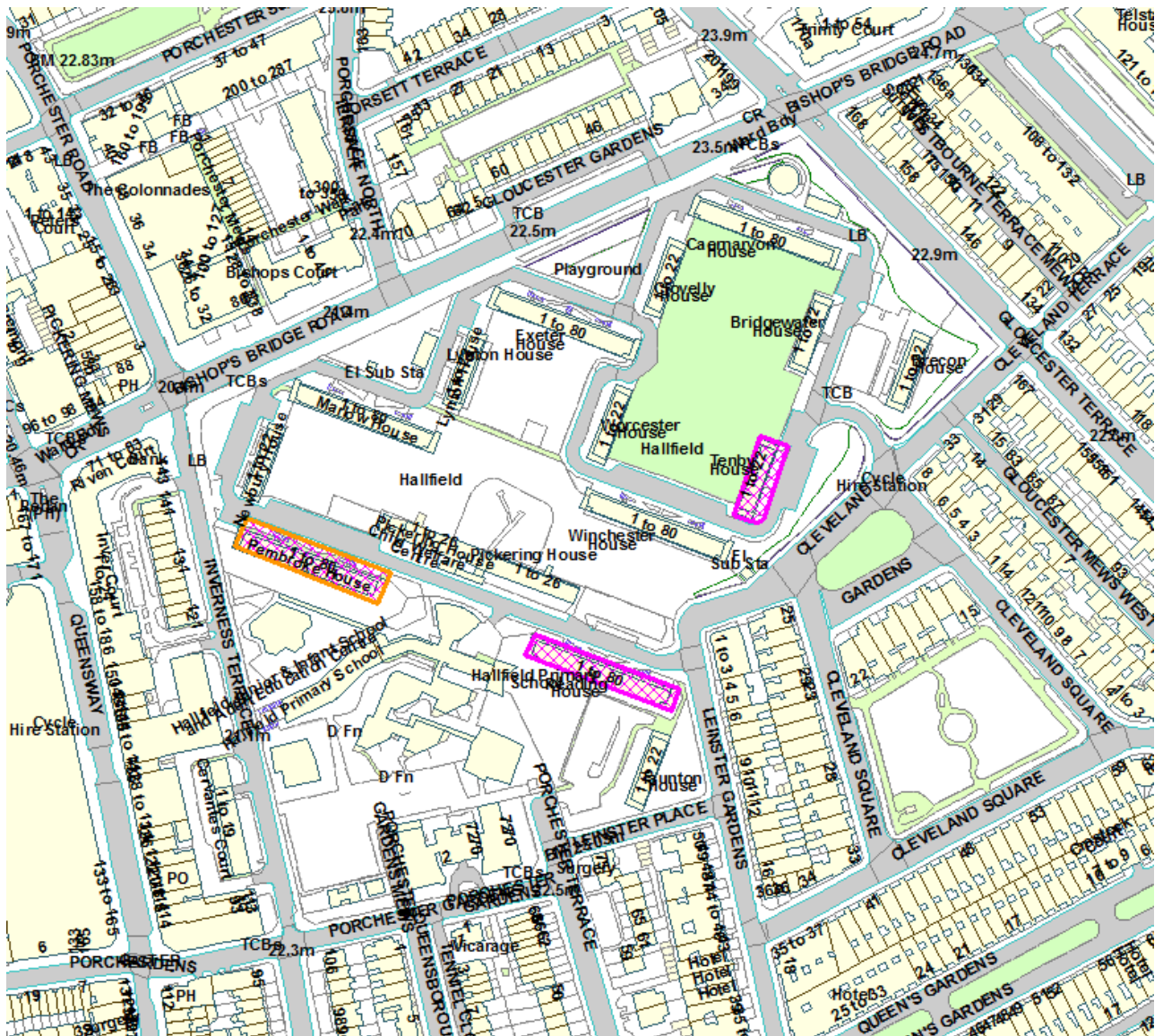
The key issues in this case are:

- The impact of the proposed works on the character, appearance and special interest of the listed

buildings and the Hallfield Estate Conservation Area.

It is considered that given the particular circumstances of this case, the less that substantial harm to the special architectural and historical interest of the designated heritage assets is balanced against the benefits to local residents of replacing a failing main electricity supply (Tenby House) and providing emergency lighting to all 3 blocks. Also City West Homes as landlords have a duty to maintain properties and building services and in this case to meet the UK national standard, BS 5266 (Emergency Lighting Code of Practice) BS, 7671:2008 (the IET Wiring Regulations) and Part B Volume 2- of the Building Regulations.

3. LOCATION PLAN



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4. PHOTOGRAPHS



Tenby House



Pilot proposal at Tenby House



Reading House



North elevation showing walkways



Pembroke House



Close up of access decks

5. CONSULTATIONS

Initial Consultation

SOUTH EAST BAYSWATER RESIDENTS ASSOCIATION

Any comments to be reported verbally.

ADJOINING OWNERS/OCCUPIERS AND OTHER REPRESENTATIONS RECEIVED

No. Consulted: 690.

Total No. of replies: 6

No. of objections: 6

No. in support: 0.

Design and listed building:

- Concern expressed that the trunking at Tenby House is out of proportion with the soffit, the appearance of the trunking is unattractive and unsightly, similar to that used in factories and underground bunker, and the trunking would proliferate around the estate. Also it is unclear from the submission the material of the trunking.
- Concern expressed about the need for emergency lights and the works to the soffits as existing lights on other blocks are in working order.
- Desire expressed that if a new conduit is required then it should be internally located and why can the wires not be installed in existing concealed ducts.
- Desire expressed that the new trunking should capture other wires/cable such as telecommunications and computer services to avoid unsightly clutter around the building.
- Concern expressed that new fitting and fixtures to the exterior of a listed building should be similar in appearance to the original where rectangular/square fittings exist. This is not the case as the proposal seeks to install large round light fittings.
- Concern that the new lights are positioned in different location to the existing lights. The existing lights are positioned on the walls and vertical piers on the upper floors of the building, but the proposals seek the installation of lights to the soffit of the walkways.
- Concern that the light is too bright.
- Concern that there is no section drawing showing the trunking on the Reading and Pembroke House.
- Query raised as to how the proposal will impact on other apparatus fixed to the soffits such as the boiler vents.

Other Matters

- Concern regarding consultation and that the Hallfield Residents Association should be consulted.
- Problems accessing the drawings online; there is lack of information and assessment of the proposals on its impact on the listed building.
- There is a lack of detail on the submitted drawings and documents.
- Concern that the application is unclear about the power and nature of the proposed lights.
- Observations speculating reason for the proposal 1. To make commission, 2 to reduce maintenance cost, 3 to reduce power usage in relation to global warming.

PRESS ADVERTISEMENT/ SITE NOTICE: Yes.

Additional consultation following submission of additional information

HISTORIC ENGLAND

No comment.

ADJOINING OWNERS/OCCUPIERS AND OTHER REPRESENTATIONS RECEIVED

No. Consulted: 6.

Total No. of replies: 0.

No. of objections: 0.

No. in support: 0.

6. BACKGROUND INFORMATION

6.1 The Application Site

This application relates to 3 residential blocks Tenby House (6 storey), Reading House (10 storey) and Pembroke House (10 storey) in the Hallfield Estate, that was constructed between 1949-1955. The estate was designed by the architectural practice Tecton, and then executed by two of its members, Lindsay Drake and Sir Denys Lasdun. Lasdun in particular is one of the most respected mid 20th century architects and the estate, as designed and executed, is of particular architectural merit.

The residential buildings were Grade II listed in 2011 and all the buildings on the estate are included within the Hallfield Estate Conservation Area.

6.2 Recent Relevant History

16/10752/FULL and 16/10753/LBC: Installation of gas pipe apparatus. Applications granted on 04.01.2017 with a temporary consent of 3 years.

16/04961/COFUL and 16/04962/COLBC: Mechanical extract fan installation to kitchens and bathrooms, localised external soffit insulation to ground floor level, and installation of bathroom towel-rail/radiator heating units. Applications granted on 19.12.2016

7. THE PROPOSAL

The application proposes the installation of externally located conduits and new light fittings attached to the soffit walkways at all levels in all 3 blocks, in addition new distribution boards and vertical trunking to the central stair case (Reading House and Pembroke House only). In conjunction with the external emergency lighting, new trunking attached to the soffit walkways at all levels to contain lateral electrical mains cables are proposed for Tenby House only.

New distribution boards are proposed at Reading House and Pembroke House, they are located within the central recess of the lifts at ground and 5th floor levels they are connected by new metal powered coated metal trunking measuring 100 x 75 mm that would run vertically the full height of the building in the central stair core. This would provide a power supply via surface mounted conduits measuring 35 mm diameter attach

to the walkway soffits to all new external lights. The external lights are also attached to the soffit and located directly adjacent to each flat door and the staircase/lift. The LED circular lights measure 353 mm diameter with a 3 hour independent emergency power supply.

At Tenby House the metal powder coated trunking measuring 300 x 75 mm would extend from the new distribution board located behind the lift at ground floor, and run along the soffit to the north-eastern elevation of the building, then run vertically the full height of the stair core punctuating each landing. The dimension of the trunking between 1st and 5th floor level would be smaller and measuring 150 x 75 mm and run the full length of the walkway soffit. A smaller trunk measuring 100 x 75 mm at ground floor level is proposed and would service Flat 2 only. The trunking is set 400 mm from the brick wall of the flats (front elevation), with a perpendicular conduit measuring 32 mm diameter spanning this gap and enter each flat at high level through the brick work.

8. DETAILED CONSIDERATIONS

8.1 Land Use

The scheme does not raise any land use issues.

8.2 Listed Building, Townscape and Design

The main issue in this case is the impact of the proposal on the special architectural and historical interest of these grade II listed buildings in the Hallfield Estate Conservation Area.

Reading House and Pembroke House are two of the six 10 storey blocks on the Hallfield Estate. The block consists of a pair of dog-leg staircases located either end of the building. The front façade of each block are north facing and comprises of central located light and stairwell, with cantilevered reinforced concrete access decks/ balconies on each floor running the length of the façade. The balconies are faced with a solid screen of pre-cast concrete panels that appear to float from the façade with alternate vertical links between each floor level. The stair wells at either end project slightly and are enclosed by concrete panels but faced in cream tiles. The front walls of the flats are well set back and are of brown concrete brick. The rear elevation (south elevation) is arranged in a chequered pattern of windows and alternating red concrete brick and blue engineering brick panels.

Tenby House is one of the eight 6 storey blocks with similar architectural features as the taller buildings with external staircases located at either end of the building, recessed ground floor, set back red brick walls to the flats. The walkways are connected by vertical columns between the floors. They are clad in pre-cast concrete panels with a Portland stone finish. The balustrade infill panels are of dark concrete brick a later addition to the building. The south elevation comprises of angular private concrete balconies arranged in an alternate pattern.

The 14 blocks and laundry building are listed for the distinctive and sophisticated aesthetic approach to social housing whereby the facades are treated like works of abstract art. The estate provided post-war mass housing and associated landscaping in an urban

environment, as inspired by Le Corbusier's 'Radiant City'. The Hallfield Estate is the work of some of the 20th Century's most significant architects.

The statutory requirements are set out in the Planning (Listed Building and Conservation Areas) Act 1990. In particular Section 16 concerns listed building consents "*the local planning authority shall have special regard to the desirability of preserving the building or its setting or any feature of special architectural or historical interest which it possesses*". Section 66 relates to planning permission affecting a listed building and states that "*the local planning authority shall have special regard to the desirability of preserving the building or its setting or any feature of special architectural or historical interest which it possesses*". Section 72 set out duties relating to conservation areas where "*special attention shall be paid to the desirability of preserving or enhancing the character or appearance of the area*".

The applicant CityWest Homes (CWH) manage the estate on behalf of Westminster City Council. In 1998 the lateral mains and lighting on the whole of the estate began to fail. At the time the incoming mains electricity supply to the flats in each block from the ground floor main outlet to the consumer units within the flats was as originally installed in the 1950's. Where cables are enclosed in steel conduits/ducts buried in situ within the structural concrete floor slabs. There is no earth cable provided within the entire mains cabling. Contractors for Paddington Churches Housing Association carried out works to upgrade the lateral mains across the estate but this was partially completed due primarily to difficulties with collapsed ducts and contractual issues. Therefore, electrical works to Tenby, Clovelly, Bridgewater, Worchester and Exeter Houses ceased and are currently failing and are not certifiable under current standards.

In 2011 CWH carried out a condition survey to investigate the works carried out in 1999. In 2012 light circuits were also tested at Tenby, Reading and Pembroke House and found the electrical system unsatisfactory. In 2012 a programme of works involving the installation of windows and balcony doors, installation of containment for electrical cabling and lighting to the walkways and external insulation to the ground floor soffits and external balcony drainage commenced but are incomplete. The light fittings on the 3 blocks were removed and replaced with temporary "festoon" lighting and this has remained in place.

In 2013 Moleys Electrical Limited carried out an intrusive inspection of the existing conduits using rods and found that over 75% of cables did not move due to collapsed or excessive bends in the conduits. The use of a lubricant to assist in the replacement of cables during the late 1990's upgrade has also blocked the ducts/conduits.

The main reason and justification for the application are set out below and address some of the concerns raised by local residents.

1. The proposal would replace a failing mains electrical supply to all the residents in Tenby House and remove the temporary "festoon" lighting.
2. The existing conduits in Tenby House cannot be reused due to collapse and blockages as described above. Given the nature of the concrete structure and walkway/soffit design, any chasing works could undermine the structural integrity of the building.

3. The arrangement of the existing lights and existing fittings (if reinstated) would not meet current standards for emergency light levels. In Reading House 17 % of light circuits cannot be reused and in Pembroke House 22 % of light circuits cannot be reused in the absence of an earth. Therefore, if the existing cables and fittings were to be refused they would not meet BS 5266 (Emergency Lighting Code of Practice) and BS, 7671:2008 (the IET Wiring Regulations).

Therefore, surface mounted conduits and trunking with new light fittings are proposed at all three blocks.

The applicant has explored alternative locations for the replacement of the lateral mains by routing the trunking vertically against the full height of the central lift shaft wall. However, this is not a viable option due to the possible position of cantilever reinforcement bars, any holes cut through this type of reinforcement would weaken the structure and would be unsafe. An alternative square light fitting has been sourced but more units would be required to meet BS 5266 (Emergency Lighting Code of Practice).

A pilot installation of the trunking and new light fitting has been installed at Tenby House and new conduits and light fittings at Reading House. The pilot installation is different to the proposal. The pilot shows trunking attached to flat entrance door frames, however the proposed drawings show a smaller conduit spanning between the trunking and the brickwork wall of the flats.

The proposed new trunking, conduits and light fittings attached to the soffit of the access decks/balconies would be visible in many private and public views. The balconies are a fundamental feature in the design of these residential blocks and are a recurring feature across the estate. The vertical trunking proposed in the stairwells are discreetly location against utilitarian walls and would be partially obscured by the forward concrete features.

The existing balconies and their soffits are largely free of fixtures, albeit it is acknowledged that there are a few examples of flues, otherwise when viewed from the ground the clutter free balconies, including soffits, significantly contribute to the elegant appearance of this intrinsic feature of this grade II listed building. Therefore, the proposal is considered to have a harmful impact on the significance of the building, and would fail to preserve the special architectural interest of this listed building and undermine the wider architectural integrity of the estate. The degree of harm that would be caused is considered less than substantial and therefore Paragraph 134 of the National Planning Policy Framework (NPPF) 2012 states that the harm caused should be weighed against the public benefits of the proposal, including securing its optimum viable use.

In this case the replacement of a failing mains electrical supply in Tenby House and installation of emergency lighting that complies with current standards is a significant benefit to the residents of these blocks and is balance against the harm to these listed buildings and the Hallfield Estate Conservation area as a designated heritage asset. Therefore, given the specific circumstances of this case and on a balance the proposal is considered acceptable.

A concern remains and is shared by local residents how the proposal will affect existing fixtures attached to the soffits such as boiler flues, and should other building services fail such as gas supply, how would this impact on the proposals. The cumulative impact of

various installations proliferating the long horizontal soffits many potentially destroy the architectural integrity of these listed buildings. Also there appears to be limited to no exploration on a holistic and combined approach to the building services their maintenance, repair and upgrade. Therefore conditions and informative are attached to ensure the works are implemented as the approved drawings and any alteration must be the subject of a new separate application to fully assess the impact on the proposals.

8.3 Residential Amenity

The proposal does not raise any residential amenity concerns.

8.4 Transportation/Parking

Not applicable.

8.5 Economic Considerations

No economic considerations are applicable for a development of this size

8.6 Access

The proposals do not affect the access arrangements to the flats in this building.

8.7 Other UDP/Westminster Policy Considerations

The implications of the revisions to the City Plan for the development subject of this report are outlined elsewhere in the report where necessary.

8.8 London Plan

This application raises no strategic issues.

8.9 National Policy/Guidance Considerations

The City Plan and UDP policies referred to in the consideration of this application are considered to be consistent with the NPPF.

8.10 Planning Obligations

Planning obligations are not relevant in the determination of this application. The proposals do not trigger the requirement for a CIL payment.

8.11 Environmental Impact Assessment

The application is of insufficient scale to require an environmental impact assessment..

8.12 Other Issues

Concern was raised by a local resident that the Hallfield Residents Association should have been consulted. All relevant consultations have been carried out as a standard part

of the application process and the above residents association submitted comments dated 10.05.2016.

The problem with viewing drawings online was resolved. Revised drawings and a document prepared by CityWest Homes dated 3 February 2017 was submitted, it contains more details about the proposal such as how the power is supplied to the new lights, their specification in accordance with standards, also the document provides substantiated reasons plus justification.

A local resident speculated that the proposals have financial implications, and in particular to make commission, to reduce maintenance cost and/or to reduce the power usage in relation to global warming. Some of these issues are a private matter however in CityWest Homes document dated 3 February 2017 states the proposal is anticipated to deliver sustainable reduction in energy consumption by reducing energy costs of the building services by 25% and the carbon emissions by 10-20 %.

9. BACKGROUND PAPERS

1. Application form.
2. Email from Councillor Andrew Smith dated 10.05.2015.
3. Email from the Chairman of the Hallfield Estate Residents Association dated 10.05.2016
4. Email from occupier of 24 Caernarvon House, Hallfield Estate dated 16.05.2016
5. Email from occupier of 60 Winchester House, Hallfield Estate dated 18.05.2016
6. Letter dated occupier of 3 Bridgewater House, Hallfield Estate dated 18.05.2016
7. Email from owner/occupiers of 68 Winchester House, Hallfield Estate dated 19.05.2016
8. Email from an owner/occupier of Hallfield Estate dated 11.05.2016
9. Letter from Historic England dated 28.2.2017.

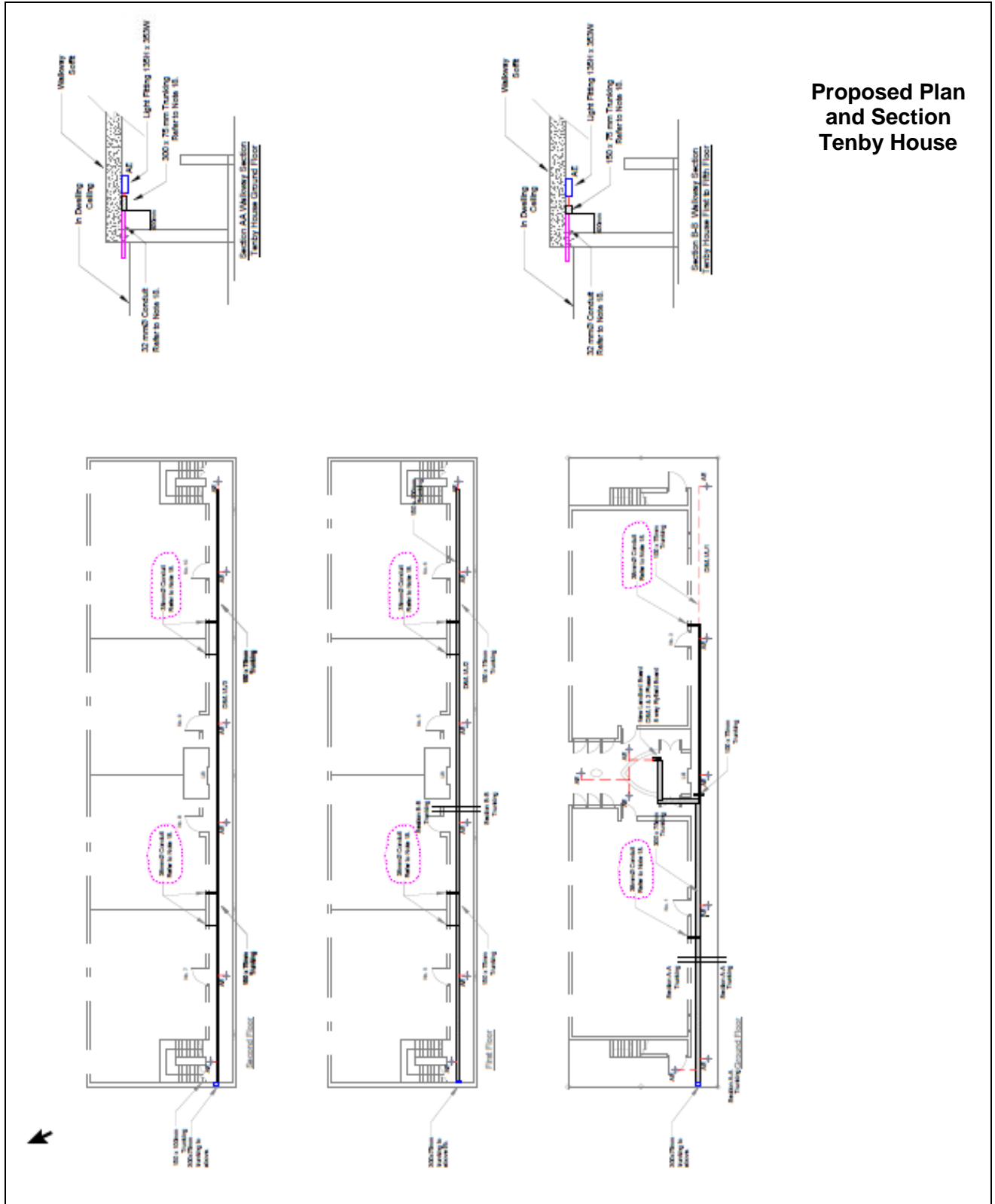
Selected relevant drawings

Proposed plans and sections.

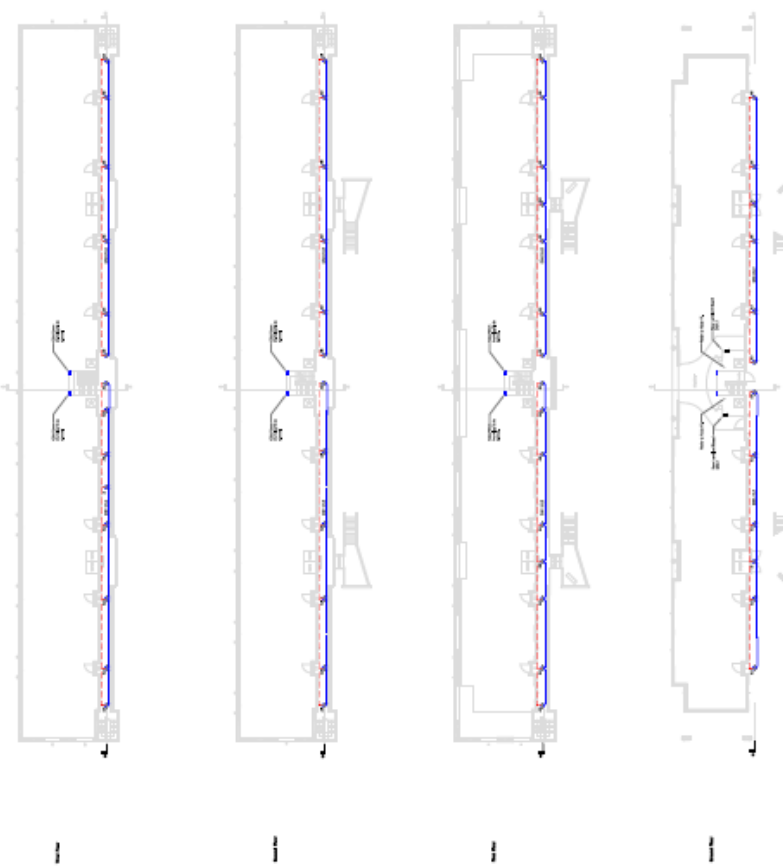
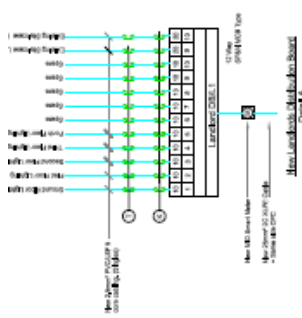
(Please note: All the application drawings and other relevant documents and Background Papers are available to view on the Council's website)

IF YOU HAVE ANY QUERIES ABOUT THIS REPORT PLEASE CONTACT THE PRESENTING OFFICER: RUPERT HANDLEY BY EMAIL AT rhandley@westminster.gov.uk.

10. KEY DRAWINGS



Proposed Plan Reading House



DRAFT DECISION LETTER

Address: Hallfield Estate, London, W2 6EF,

Proposal: Replacement of the communal lighting with new surface mounted conduit and new lighting fittings to the soffit walkways to Tenby House, Reading House and Pembroke House. Also installation of new surface mounted trunking to soffit walkways for mains electricity at Tenby House.

Plan Nos: 20002 REV 01 (Site Location Plan), 20002 REV 01 (Block Plan), 501 A, 502 A, 503 A, 504 A, 505 A, 506 A, 507a B, 507b B, Design and Access & Heritage Statement by Avanti Architects, Document dated 3 February 2017 by CityWest Homes.

Case Officer: Shui-Fung Siu

Direct Tel. No. 020 7641 2522

Recommended Condition(s) and Reason(s) or Reason(s) for Refusal:

- 1 The development hereby permitted shall be carried out in accordance with the drawings and other documents listed on this decision letter, and any drawings approved subsequently by the City Council as local planning authority pursuant to any conditions on this decision letter.

Reason:

For the avoidance of doubt and in the interests of proper planning.

- 2 Except for piling, excavation and demolition work, you must carry out any building work which can be heard at the boundary of the site only:
 - o between 08.00 and 18.00 Monday to Friday;
 - o between 08.00 and 13.00 on Saturday; and
 - o not at all on Sundays, bank holidays and public holidays.

You must carry out piling, excavation and demolition work only:

- o between 08.00 and 18.00 Monday to Friday; and
- o not at all on Saturdays, Sundays, bank holidays and public holidays.

Noisy work must not take place outside these hours unless otherwise agreed through a Control of Pollution Act 1974 section 61 prior consent in special circumstances (for example, to meet police traffic restrictions, in an emergency or in the interests of public safety). (C11AB)

Reason:

To protect the environment of neighbouring occupiers. This is as set out in S29 and S32 of Westminster's City Plan (November 2016) and ENV 6 of our Unitary Development Plan that we adopted in January 2007. (R11AC)

- 3 All new work to the outside of the building must match existing original work in terms of the choice of materials, method of construction and finished appearance. This applies unless differences are shown on the drawings we have approved or are required by conditions to this permission. (C26AA)

Reason:

To make sure that the appearance of the building is suitable and that it contributes to the character and appearance of this part of the Hallfield Estate Conservation Area. This is as set out in S25 and S28 of Westminster's City Plan (November 2016) and DES 1 and DES 5 or DES 6 or both and paras 10.108 to 10.128 of our Unitary Development Plan that we adopted in January 2007. (R26BE)

- 4 The trunking and conduits shall be finished/ painted in a colour to match the adjacent material and thereafter maintained in a matching colour and finish.

Reason:

To make sure that the appearance of the building is suitable and that it contributes to the character and appearance of this part of the Hallfield Estate Conservation Area. This is as set out in S25 and S28 of Westminster's City Plan (November 2016) and DES 1 and DES 5 or DES 6 or both and paras 10.108 to 10.128 of our Unitary Development Plan that we adopted in January 2007. (R26BE)

- 5 You must apply to us for approval of detailed section drawings of the following parts of the development - the conduit and new light fitting at Reading House and Pembroke House. You must not start any work on these parts of the development until we have approved what you have sent us.

You must then carry out the work according to these detailed drawings. (C26DB)

Reason:

To make sure that the appearance of the building is suitable and that it contributes to the character and appearance of this part of the Hallfield Estate Conservation Area. This is as set out in S25 and S28 of Westminster's City Plan (November 2016) and DES 1 and DES 5 or DES 6 or both and paras 10.108 to 10.128 of our Unitary Development Plan that we adopted in January 2007. (R26BE)

Informative(s):

- 1 In dealing with this application the City Council has implemented the requirement in the National Planning Policy Framework to work with the applicant in a positive and proactive way. We have made available detailed advice in the form of our statutory policies in Westminster's City Plan (November 2016), Unitary Development Plan, Supplementary Planning documents, planning briefs and other informal written guidance, as well as offering a full pre application advice service, in order to ensure that applicant has been given every opportunity to submit an application which is likely to be considered favourably. In addition, where appropriate, further guidance was offered to the applicant at the validation stage.

Item No.

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