

Address:	20 John Street London WC1N 2DR	
Application Number:	2013/1479/P	Officer: Angela Ryan
Ward:	Holborn & Covent Garden	
Date Received:	14/03/2013	
Proposal: Change of use of office (Class B1) to residential (Class C3) to create 5 flats and 1 mews house, and alterations to include, enlargement of front lightwell, addition of lightwell and railings to Roger St. elevation, insertion of windows and entrance door to proposed mews house on Roger St. elevation, reinstatement of basement level to non-original extension including roof terrace at 20A John St, insertion of 3 windows at front lower ground level of 20 John St., minor alterations to front railings, and the installation of a new refuse lift from basement lightwell to street level.		
Drawing Numbers: Site location plan (P_00); P_01 Rev; P_02 Rev C; P_03 Rev C; P_04 Rev C; P_05 Rev A; Rev C; P_07 Rev B; P_10 Rev D; P_11 Rev B; P_13 Rev A; P_14 Rev B; P_15 Rev D; Design and access statement and Conservation area statement by Marek Wojciechowski Architects dated February 2012; Loss of employment supporting statement by Montagu Evans dated Marc 2013; Daylight & sunlight Report by CHP Surveyors Limited dated 11 March 2013; BREEAM refurbishment Preliminary Assessment by MW Architects Ltd dated 06.03.2013 (Ref: E510-PrelimAssessment-1303-06ch.doc); Energy Assessment by MW Architects Ltd dated 06.03.2013 (Ref: E450-Energy-1303-06ch.coc); Structural methodology report by Barrett Mahoney Consulting Engineers (Ref: L12.729-RP-02)		
RECOMMENDATION SUMMARY: Grant conditional planning permission subject to a Section 106 Legal Agreement		
Related Application Date of Application:	12/03/2013	
Application Number:	2013/1397/L	
Proposal: Alterations to include, enlargement of front lightwell, addition of lightwell and railings to Roger St. elevation, insertion of windows and entrance door to proposed mews house on Roger St. elevation, reinstatement of basement level to non-original extension including roof terrace at 20A John St, insertion of 3 windows at front lower ground level of 20 John St., minor alterations to front railings, internal alterations and the installation of a new refuse lift from basement lightwell to street level.		
Site location plan (P_00); P_01 Rev; P_02 Rev C; P_03 Rev C; P_04 Rev C; P_05 Rev A; Rev C; P_07 Rev B; P_10 Rev D; P_11 Rev B; P_13 Rev A; P_14 Rev B; P_15 Rev D; Design and access statement and Conservation area statement by Marek Wojciechowski Architects dated February 2012; Structural methodology report by Barrett Mahoney Consulting Engineers (Ref: L12.729-RP-02)		
RECOMMENDATION SUMMARY: Grant conditional Listed Building Consent		

Applicant:	Agent:
Mr Maurice Leonard 4 Lower Addison Gdns London WC1N 2DR	CWA 28. Margaret St London W1 W8RZ

ANALYSIS INFORMATION

Land Use Details:			
	Use Class	Use Description	Floorspace
Existing	<i>B1a Business - Office</i>		520 m ²
Proposed	<i>C3 Dwelling House</i>		488.25 m ²

Residential Use Details:										
	Residential Type	No. of Bedrooms per Unit								
		1	2	3	4	5	6	7	8	9+
Existing	<i>Flat/Maisonette</i>									
Proposed	<i>Flat/Maisonette</i>	1	4	1						

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

OFFICERS' REPORT

Reason for Referral to Committee: The proposal constitutes a development which involve a change of use of the building with the creation of more than 5 units (clause (iii). Furthermore, it also involves the making of a planning obligation under Section 106 of the Town and Country Planning Act 1990 [Clause 3(vi)] in relation to matters outside the scheme of delegation.

1. SITE

- 1.1 The site comprises an end of terrace part two-storey, part 3 storey plus mansard and basement level corner property, located on the east side of John street at the junction with John Street and Roger Street. It forms a terrace of buildings on John Street where the buildings are of similar heights and fairly homogenous in their design. The main entrance to the building is located on the Roger Street elevation. The site is currently vacant and was last used for B1 offices.
- 1.2 This building is grade II listed and is located within the Bloomsbury Conservation Area.

2. THE PROPOSAL

Original

- 2.1 The application comprises the change of use of the building from offices to 6 residential units comprising 1x1bed, 4x2 bed units and a 1x4 bedroom mews house.
- 2.2 External alteration will include 4x new traditional sash window openings at ground floor level on the side elevation (Roger Street). A new entrance door is also proposed into the mews house; together with new metal railings along the John Street and Roger Street elevations. It is proposed to enlarge the front lightwell on the John Street elevation.
- 2.3 The existing parapet on the rear extension is to be raised by 4m in height. 12 photovoltaic panels are proposed to be installed at roof level.
- 2.4 Internal alterations will comprise the removal of non-original partitions and all original structures are proposed to be retained. A new basement level is also proposed under the two-storey element of the building located on the Roger Street elevation.

Revision

- 2.6 During the course of the application the scheme was amended to:
 - Omit the proposed roof terrace on the flat roof of the rear extension located on the (Roger Street) elevation.
 - Omission of the lightwell and railings on the Roger Street elevation
 - Replace the existing windows on the John street elevation with traditional box sash windows to reflect those on the Roger Street elevation.
 - Removal of the proposed bin lift and omission of the proposed excavation works to the existing lightwell and vaults.

- Lower the floor in the existing vaults to provide for additional headroom
- Replacement of the non-original railings along John Street with more historically detailed proportions and spear heads.

3. RELEVANT HISTORY

- 3.1 12/12/1959- Listed building consent refused for the redevelopment of Nos. 19 and 20 John Street, for office purposes, with some residential accommodation (Ref: TP83393/4242)
- 3.2 03/08/1967- Listed building consent granted for the erection of a two storey rear addition to replace the existing single storey structure, and alterations to the Roger Street elevation at Nos 20/20A John Street (Ref: 3457)
- 3.3 13/02/1969- Permission granted for the formation of new windows at basement level at No. 20 John Street (Ref: 6252)
- 3.4 12/07/1969- Permission granted for the formation of new window openings at basement level on the front elevation of No. 20 John Street (Ref: M15/24/3/6861)
- 3.5 16/07/1969- Listed building consent granted for the formation of new window openings at basement level on the front elevation of No. 20 John Street,
- 3.6 08/03/1996- Permission and listed building consent granted for the erection of a mansard roof extension (Refs: 9500860 & 9570137)

4. CONSULTATIONS

Conservation Area Advisory Committee

- 4.1 Bloomsbury CAAC: Objects on the basis that the existing windows on the front elevation should be replaced with wooden sashes, that there is no justification for the refuse lift serving the basement and that the railing around the roof terrace on the rear extension should be resisted. The application has since been revised to address the above objections.

4.2 Adjoining Occupiers

	Original
<i>Number of letters sent</i>	3
<i>Total number of responses received</i>	0
<i>Number of electronic responses</i>	0
<i>Number in support</i>	0
<i>Number of objections</i>	0

- 4.3 A site notice was displayed on 10/04/2013, expiring 01/05/2013 and a public notice published in the local press on 18/04/2013, expiring on 09/05/2013. No representations were received as a result of this consultation process.

5. POLICIES

5.1 **LDF Core Strategy and Development Policies**

- CS1 – (Distribution and growth)
- CS3 – (Other highly accessible areas)
- CS5 - Managing the impact of growth and development
- CS6- (Providing quality homes)
- CS8- (Promoting a successful and inclusive Camden economy)
- CS9- (Achieving a successful Central London)
- CS11 – (Promoting sustainable and efficient travel)
- CS14 – (Promoting high quality places and conserving our heritage)
- CS13 – (Tackling climate change through promoting higher environmental standards)
- DP2- (Making full use of Camden’s Capacity for housing)
- DP3- (Contributions to the supply of affordable housing)
- DP5- (Homes of different sizes)
- DP6- (Lifetime homes and wheelchair homes)
- DP13- (Employment sites and premises)
- DP16 – (Transport implications of development)
- DP17 – (Walking, cycling and public transport)
- DP18 – (Parking standards and the availability of car parking)
- DP19 – (Managing the impact of parking)
- DP20 – (Movement of goods and materials)
- DP22 – (Promoting Sustainable Design & Construction)
- DP24 – (Securing high quality design)
- DP25 – (Conserving Camden’s heritage)
- DP27 (Basements and lightwells)

5.2 **Supplementary Planning Policies**

- Camden Planning Guidance 2011
- Bloomsbury Conservation Area Appraisal and Management Strategy 2011
- London Plan 2011
- National Planning Policy Guidance 2012

6. **ASSESSMENT**

6.1 The principal consideration material to the determination of this application and summarised as follows:

- Loss of employment
- Land Use- principle of the development
- Land-use- affordable housing
- Quality of residential accommodation
- Design
- Amenity
- Transport
- Sustainability
- Other matters- waste and recycling
- Other S106 contributions

Loss of employment:

- 6.2 Core strategy policy CS8 stipulates that new office development will be directed towards Kings Cross, Euston, Holborn and Tottenham Court Road. Commentary in paragraph 8.8 goes on to say that the future supply of offices in the borough can meet the projected demand and the alternative use for the provision of permanent housing will be considered for older office premises. Policy DP13 stipulates that where it can be demonstrated that a site is not suitable for anything other than B1a offices, that the Council may allow a change to residential or community use. This is further supported by commentary in CPG5 (para. 6.3).
- 6.3 The application site is grade II listed and provides for a poor standard of office accommodation. The existing internal layout does not provide for flexible office space by virtue of the low floor to ceiling heights (3m), existing internal partitions that have resulted in dividing up the floor areas, and constraints in respect of the external facade. Furthermore level access cannot be provided as there is an existing stepped entrance, there is no lift access, the building services require upgrading to modern day standards and there is no facility for servicing in the location. The building is also currently in need of full refurbishment. Given that the building is listed, the adaptations that are required to allow for flexible space would not necessarily be forthcoming given that the Council's aim is to retain the historic fabric and architectural interest of the listed building.
- 6.4 The applicant undertook a review on 21/02/2013 of B1 space within a 1k radius of the application site and the information compiled showed that there were approximately 229 properties on the market at the time of the review. The area around John Street is not considered a strong office market compared to other Central London locations and is considered to lack amenities in terms of additional shops and supporting services that are traditionally found in City locations. In its current condition the building is unlikely to attract prospective tenants. From 30 May 2013 permitted development rights were extended to allow change of use of a building from offices to residential. Buildings lying within the Central Activities Zone are exempt from this. As the site is located within the Central Activities Zone these permitted development rights are not applicable.
- 6.4 Given the above, and the existing condition of the building the loss of an employment use in this location is considered to be appropriate in this instance.

Principle of the land-use:

- 6.5 In line with the priorities set out in policy CS6, policy DP2 seeks to maximise the supply of additional homes within the borough. The redevelopment of this site for residential use broadly accords with the aims of this policy. This site is located within a Central London location with very good access to public transport and services. As such the Council would expect a high density development, subject to other planning constraints. When considering the amount of residential floor space on any given site, consideration should be given to the guidance contained within the London Plan Density Matrix (Table 3.2). The London Plan Density Matrix does not give a definitive judgement as to the correct category of each individual site. However, the London Plan Supplementary Guidance on Housing (November 2012) states that the matrix should not be seen as prescriptive, and should be used flexibly in light of local circumstances. This is particularly relevant in this instance where there are a number of site constraints that preclude a higher density of

development. The proposed land use for residential accommodation is considered to be acceptable in this instance.

Affordable housing:

- 6.7 Policy DP3 expects all developments with a capacity for 10 units or more to make a contribution to affordable housing. The threshold at which affordable housing is expected is 10 units or 1000sqm. This proposal involves the provision of six units over a floor area of 488.25sqm. On this basis no affordable housing would be sought

Quality of residential accommodation

- 6.8 Six market housing units are proposed comprising a mix of a 1x 4 bed mews house, and 4x2 bed and 1x1 bed units. The proposed mix is considered to be appropriate, providing a clear mix of small and larger units which are likely to attract a variety of household types. In line with the dwelling size priority table outlined in DP5 well over 40% of the proposed units are 2 bed flats (67%), aligning with the highest priority for market housing. Hence the mix is welcomed and is an indication of the scheme contributing to the creation of mixed and inclusive communities.
- 6.9 As outlined by policy DP26h-k, the housing units are considered to provide a satisfactory level of residential amenity. Each unit is entirely self-contained and the size of each unit (in terms of overall floorspace and bedroom sizes) meets the requirements of CPG2-residential development standards and London Plan standards.
- 6.10 The floor to ceiling heights are considered to be acceptable at approximately 3m high. All of the units are dual aspect and each habitable room has access to natural daylight and outlook although one of the bedrooms in the second floor flat has very little outlook (with the exception of the sky), as the existing window opening is located within an existing lightwell. Given that the living room and master bedroom in the unit overlooks John Street it is considered that on balance the lack of outlook in the second bedroom is acceptable in this instance.
- 6.11 In terms of access matters the applicant has submitted commentary within the Design and Access Statement as to measures introduced to accord with the lifetime home standards. The statement confirms that 11 out of the 16 lifetime home criteria will be met. Five of the criteria cannot be met given the existing constraints at the site (no parking, stepped entrance, internal access into flats and existing original staircase retained and protected and therefore unsuitable for installing a stair lift)
- 6.12 In overall terms it is considered that the quality of accommodation for future occupiers will be satisfactory and there will not be a significant loss of amenity.

Design:

- 6.13 Some of the original historic fabric has previously been removed at the site. However, the front elevation on John Street is proposed to be largely retained, with the exception of the existing single glazed windows being replaced with traditional timber sash double glazed windows in order to improve the aesthetic quality of the building and meet building regulations. Alterations are proposed to the existing

railings to incorporate a more traditional and historical design.

- 6.14 The existing two-storey rear extension on the Roger Street elevation will be refurbished and raised by 4m in height in order to accommodate the proposed mews house. The fenestration on the extension on the Roger Street elevation will be altered to provide three new vertically proportioned openings at ground floor level, and a further opening will be created at ground floor level on the main building all of which is proposed to be of traditional hardwood design, incorporating double glazing. This element of the proposal would result in the creation of a unified appearance to the front and rear facades of the site. All new brickwork to the side and rear of the building will be of London stock bricks to match the existing building. It is proposed to install more traditional/historical railings along the John Street elevation.
- 6.15 Part of the proposal involves excavating down approximately 2.6m deep in order to form a new internal basement area measuring approximately 66.3m² under the two-storey side extension now proposed for the mews house. There is an existing basement that covers approximately 60% of the site. The proposed basement area will be independent and not linked to the existing basement level. As both John Street and Roger Street fall in gradient across the front elevation and gable elevation of No. 20, the existing ground floor level is over 2m above external pavement level at the rear of the property along Roger Street. As such, it is very likely that the existing wall foundations along the Roger Street façade are already set low enough to achieve the new basement level while avoiding underpinning this wall. Along the rear wall of No. 20, facing on to an existing concrete paved car park/access area, the level difference is such that there is a full storey between the existing internal suspended ground floor level and external ground levels. Again it is anticipated that no underpinning will be necessary to achieve the required basement levels along this perimeter. As the external ground levels are approximately 2.3m below the suspended ground floor level at the junction between the rear wall of No. 20 and the party wall between Nos. 20 and 19 it is not anticipated that this party wall will have to be underpinned. As such it is considered that this element of the proposal would not result in compromising the stability of the existing building or land surrounding the building. It is recommended that appropriate conditions are attached to the decision notice requiring further details of the proposed basement and ensuring that the work is monitored by a suitably qualified person.
- 6.17 It is proposed to reinstate the original light well at the junction of John/Roger Street. Given that this is a reinstatement it is likely that the existing retaining walls to the line of the original well may still be in place. If this is the case the excavation of this area should be straightforward. It is recommended that a condition is attached to the decision notice requiring further details to be submitted for approval should a new retaining wall be required.
- 6.18 In respect to the internal works, it is proposed to remove all the non-original internal partitions, and install a new staircase down into the basement and all of the original historic fabric is to be retained.
- 6.19 The proposed design is considered to be acceptable subject to detailing. It is

recommended that relevant conditions are attached to the decision notice requiring the relevant details to be submitted to and approved by the Council.

Amenity:

- 6.20 Given that no additions are proposed at the site it is considered that the proposal would not give rise to issues such as the loss of privacy, loss of outlook, overlooking or adding to the sense of enclosure to the neighbouring properties.
- 6.21 In respect of light, a sunlight and daylight report was submitted in support of the application which takes the surrounding buildings into consideration located at 19 John Street (adjoining), 2, 4 (located opposite) & 12 Roger Street (located adjacent) and 62 Doughty Street (located opposite). The report demonstrates that in terms of daylight in all instances the neighbouring/surrounding properties all have vertical sky component (VSC) of greater than 27% or 0.8 times the existing values in accordance with the BRE guidelines. Therefore it has demonstrated that the neighbouring properties would not be significantly affected by virtue of the loss of natural daylight.
- 6.22 In relation to the proposed accommodation, there are four rooms (bedroom, kitchen diner and living room at basement level and the living room at ground floor level) that do not achieve the recommended numerical values for no sky line (NSL) (normally more than 20%), which cannot be improved upon given that these are existing openings, the listed nature of the site and its constraints. Given that these units are all dual aspect units it is considered that on balance it is acceptable for one room in each flat to not achieve this target. Moreover the numerical values are purely advisory. The report demonstrates that all rooms will have a significant portion of the room in front of the NSL greater than 0.8 times the existing area and therefore will receive an adequate amount of light albeit in the four rooms previously highlighted the level of lighting would not be ideal.
- 6.3 With regards to sunlight, for those windows that needed to be analysed, the results demonstrate that in all instances windows will achieve 25% of annual probable sunlight hours (APSH) with at least 5% during the winter months or at least 0.8 times the existing which accords with the BRE guidelines.
- 6.24 Given the site constraints it is not possible to provide amenity space for the residential units. A roof terrace was originally proposed on the flat roof of the two-storey extension located on the Roger Street elevation to facilitate amenity space for the proposed mews house. This element was considered to be inappropriate in terms of its relationship with the listed building and was considered to harm its setting. There was also the potential for noise nuisance given that the proposed terrace was located adjacent to existing plant. As such the roof terrace was omitted from the scheme which is welcomed.

Transport:

- 6.25 The site has a PTAL rating of 6a (excellent), the highest achievable rating, indicating that it is highly accessible by public transport. Given the location of the site, within a CPZ and the zone is classified as being highly stressed in terms of overnight resident's parking the proposal is to be made car-free.

6.26 The applicant has provided 6 cycle parking spaces in accordance with DP18.

Sustainability:

- 6.27 The BREEAM pre-assessment submitted in support of the application predicts an 'excellent' rating of 73.9% when all sustainability measures have been installed. 12 photovoltaic panels are proposed at roof level of the main building adding to the sustainability measures.
- 6.28 In accordance with the Mayor's energy hierarchy it is proposed to meet 52.5% carbon emissions saving through energy efficiency measures and achieve a further 16% via the proposed installation of photovoltaic panels on the roof of the main building.
- 6.29 In terms of servicing, all apartments are proposed to have white goods such as fridges/freezers are proposed to be A+ rated, with the exception of tumble dryers which will be B rated. The scheme will also incorporate a drying line, energy efficient lighting, low water consumption facilities in the wc's, bathrooms and kitchens together with a water meter to measure the use of potable water. The site will also be properly insulated. The sustainability and energy measures will be secured via sustainability and energy plans as part of the S106 legal agreement.

Other matters

Waste and recycling:

- 6.30 All waste is proposed to be installed at basement level within the existing vaults and will not be visible from the street. The applicant has confirmed that they intend to use the compliant collection scheme that is in place by the Council. Three internal recycling containers will be provided with no single container less than 7 litres in capacity. The scheme will also include a dedicated composting bin in the kitchen of at least 7 litres and Camden's composting collection scheme will be utilised. Waste would be brought up to street level on the days of collection.

Other S106 Contributions

- 6.31 In addition to those matters already outlined, S106 contributions will also be sought in relation to education and public open space given the proposals includes more than five residential units. Using CPG calculations the open space contribution equates to £7,858 and education infrastructure £30,346. The applicant has indicated a willingness to make these contributions.

7. CONCLUSION

- 7.1 The proposed development has been carefully designed in order to preserve the special historic interest of the building and preserve and enhance the character and appearance of the Bloomsbury Conservation area. It would also bring a currently vacant building back into beneficial use. Moreover the scheme will provide 6 market housing units of a suitable mix and quality making a contribution to the supply of housing within the borough. Furthermore the proposals incorporate sustainability features and a number of other matters will be secured via condition and S106 Legal Agreement.

7.2 Planning Permission is recommended subject to a S106 Legal Agreement covering the following Heads of Terms:-

- Car-free housing;
- Construction Management plan
- Education contribution of £ 30,346
- Public open space of £7,858
- Sustainability Plan (BREEAN Refurbishment);
- Energy efficiency plan;

8. **LEGAL COMMENTS**

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