

<b>Address:</b>	183A Royal College Street London NW1 0SG	
<b>Application Number:</b>	2010/3563/P	<b>Officer: Gavin Sexton</b>
<b>Ward:</b>	Camden Town with Primrose Hill	
<b>Date Received:</b>	06/07/2010	
<b>Proposal: Erection of double height single storey building with increased ridge height in association with change of use from existing workshop (Class B1) to one 3-bed live-work unit (Sui generis) following substantial demolition of existing building.</b>		
<b>Drawing Numbers:</b>  Location plan; 077-010, 011EX-A, 012, 013, 110EX, 111EX, 112EX, 113EX, 210EX, 211EX, 021PR, 022PR, 023PR, 024PR, 120PR, 121PR(8/10/2010), 122PR, 123PR, 220PR, 221PR, 222PR, 310PR, 300PR (01/09/2010), 320PR, 330PR, 012DM, 013DM, 110DM, 111DM, 112DM, 113DM; Arboricultural appraisal by Southern Tree Surgery 4/08/2010;		
<b>RECOMMENDATION SUMMARY: Grant subject to a Section 106 Legal Agreement</b>		
<b>Related Application Date of Application:</b>	06/07/2010	
<b>Application Number:</b>	2010/3752/C	
<b>Proposal: Substantial demolition of existing commercial unit (Class B1) to rear of property.</b>		
As above		
<b>RECOMMENDATION SUMMARY: Grant conservation area consent</b>		
<b>Applicant:</b>	<b>Agent:</b>	
Mr Henning Stummel Henning Stummel Architects 1a Cleveland Square London W2 6DH	N/A	

### ANALYSIS INFORMATION

Land Use Details:			
	Use Class	Use Description	Floorspace
Existing	B1 B8	Office Warehousing	250m <sup>2</sup>
Proposed	Sui generis	Live Work unit	250m <sup>2</sup>

Residential Use Details:										
	Residential Type	No. of Bedrooms per Unit								
		1	2	3	4	5	6	7	8	9+
Existing	<i>Flat/Maisonette</i>	0	0	0	0	0	0	0	0	0
Proposed	<i>Flat/Maisonette</i>			1						

Parking Details:		
	Parking Spaces (General)	Parking Spaces (Disabled)
Existing	1	0
Proposed	1	0

## OFFICERS' REPORT

**Reason for Referral to Committee: The proposals involve the substantial demolition of a structure in a conservation area (clause 3 v).**

### 1. SITE

- 1.1 The application site is a land locked industrial workshop site on the west side of Royal College Street within the Regent's Canal Conservation Area. The site was originally constructed as a joiners yard, presumably to aid the construction of the surrounding residential terrace properties. The existing use is industrial (class B2). Access to the public highway is limited via a garage-style opening under the 3-storey residential property at 183 Royal College Street. The adjoining terrace of 9 houses (nos. 165-181 Royal College Street) is Grade II listed.
- 1.2 The application site abuts Grade II listed 14 and 15 Lawford Wharf to the North and faces onto the rear of the Grade II listed houses at Lyme Street to the South. The workshop is finished in corrugated metal sheets and large expanses of glazing, and is currently vacant. The workshop has an emergency exit door at the rear of the site which opens into the rear yard of no. 7 Lyme Street. The site is concealed from public view except for glimpsed views of the rear of the site between the pairs of semi-detached properties on the East side of Lyme Street.
- 1.3 The surrounding area is mainly residential. There are a few shops retained at ground floor level in the Georgian terrace opposite the application site. College Street Bridge close to the application site is considered to be a positive contributor to the Conservation Area in the Regent's Canal Conservation Area Statement. The site is located within 50m of the Canal Land (public) open space by the Regent's Canal. The light industrial units at St Pancras commercial centre on Royal College Street are located approx. 100m to the South.

## 2. THE PROPOSAL

- 2.1 The proposal seeks to substantially demolish the existing industrial unit and replace it with a live-work unit within the same general building envelope but with slightly increased ridge height.

## 3. RELEVANT HISTORY

- 3.1 **June 2010:** Applications were withdrawn (2010/1343/P and 1292/C) for “Erection of double height single storey building with increased ridge height in association with change of use from existing workshop (Class B1) to 1 x 3-bed live-work unit (Sui generis) following substantial demolition of existing building”, following officer concerns about amenity of neighbours, insufficient justification on attempts to maintain existing use and detailed design.
- 3.2 **January 2010:** Applications withdrawn (2009/3023/P and 3031/C) for “Change of use from single dwelling house to 3 residential units comprising one maisonette, 2 x 2-bed flats (Class C3) erection of 3 x 2-bed 2-storey dwelling houses (Class C3) at the rear following demolition of commercial building (Class B1)”
- 3.3 **Dec 2008:** application approved (subject to S106, ref 2008/0613/P) for “Change of use and works of conversion from single family dwelling house (Class C3) and industrial use (Class B2) to residential use (Class C3) to provide 3 self-contained units (2 x 2-bed and 1 x 3+ bed) and office/commercial use (Class B1) including the insertion of an office mezzanine and internal alterations for a net gain of 55sqm Class B1 floor space and 45sqm residential floor space. *This permission has been implemented in part: the residential conversion to flats with associated external alterations has taken place.*

### Neighbouring Properties

- 3.4 **181 Royal College Street** – Planning permission (2006/1598/P) for alterations to rear roof (of factory extension) involving the erection of a dormer window to provide additional residential accommodation and minor changes to the front elevation to the basement flat (Class C3) was granted on 26/07/2006. The associated listed building consent (ref: 2006/1599/L) was also granted on 26/07/2006. The basement flat was a result of conversion scheme (ref: 9300604).
- 3.5 **144 Royal College Street** – Planning permission (2005/2988/P) for change of use and works of conversion from office use (Class B1) to a 1-bedroom basement flat and a 4-bedroom maisonette on ground and upper floors (Class C3), including a new lightwell at the front of the property and alterations to the front elevation at basement and ground floor levels was granted on 27/09/2005.

## 4. CONSULTATIONS

### Statutory Consultees

- 4.1 English Heritage: This application should be determined in accordance with national and local policy guidance and on the basis of your specialist conservation advice.

## **Conservation Area Advisory Committee**

4.2 **Regent's Canal CAAC:** No comments.

4.3 Previously (in response to 2010/1343/P) the Regent's Canal CAAC responded that there was insufficient detail provided on the demolition; the adjoining cottages are grade II listed and relationship between the buildings and canal is important; building was used as furniture manufactory and application is loss of light industrial space; Fleet River passes below this point.

4.4 Rochester CAAC: No response.

## **Adjoining Occupiers**

	<b>Original</b>
<i>Number of letters sent</i>	18
<i>Total number of responses received</i>	0

4.5 A site notice was erected on 16<sup>th</sup> July 2010 for three weeks. No responses were received.

4.6 The *previous* applications (2010/1343/P and 1292/C) received support from occupants of 13 Lawford Wharf and 181 Royal College Street. Concerns were raised about the previous application by occupants of 5, 6, 6a, 7 and 10 Lyme Street regarding :

- impact on privacy from noise, overlooking and light and resulting from lowering of boundary walls with 5 & 6 Lyme street
- insertion/retention of windows on boundary wall facing Lyme Street
- design of tin building in residential area
- absence of detailed information about the materials
- external envelope should be more in keeping with residential neighbourhood
- views of backland site are important.

## **5. POLICIES**

### **5.1 Replacement Unitary Development Plan 2006**

- SD1D Quality of life (Community Safety)
- SD6 Amenity for Occupiers and Neighbours
- SD9 Resources and Energy
- H1 New Housing
- H7 Lifetime homes
- B1 General Design Principles
- B3 Amendments and alterations
- B6 Listed Buildings
- B7 Conservation Areas
- E2 Retention of existing business uses
- T1 Sustainable Transport Space
- T2 Capacity of Transport Provision
- T3 Pedestrian and Cycling

T12 Works Affecting Highways

## 5.2 National Policy

PPS5: Planning and the historic environment.

## 5.3 The London Plan (consolidated with alterations since 2004) (2008)

- 3C.1 Integrating transport and development,
- 3C.17 Tackling congestion and reducing traffic &
- 3C.23 Parking Strategy

### LDF Core Strategy and Development Policies

- 5.4 The Inspector's Report into the Camden Local Development Framework Core Strategy and Development Policies Development Plan documents ("DPD"s) was published on 13th September and found the policies in the DPDs to be sound. This means "considerable weight" can now be given to these LDF policies even though at this stage they have yet to be formally adopted by the Council. Where there is a conflict between UDP policies and these LDF policies the Planning Inspectorate would consider it reasonable to follow the latter. However prior to formal adoption UDP policies should still be taken into account as the Council's adopted Development Plan.

CS1 - Distribution of growth

CS5 - Managing the impact of growth and development

CS6 - Providing quality homes

CS8 - Promoting a successful and inclusive Camden economy

CS11 - Promoting sustainable and efficient travel

CS13 - Tackling climate change through promoting higher environmental standards

CS14 - Promoting high quality places and conserving our heritage

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

CS16 - Improving Camden's health and well-being

CS17 Making Camden a safer place

DP2 - Making full use of Camden's capacity for housing

DP6 - Lifetime homes and wheelchair homes

DP13 - Employment sites and premises

DP16 - Transport implications of development

DP17 - Walking, cycling and public transport

DP21 - Development connecting to the highway network

DP22 - Promoting sustainable design and construction

DP23 - Water

DP24 - Securing high quality design

DP25 - Conserving Camden's heritage

DP26 - Managing the impact of development on occupiers and neighbours

DP28 - Noise and vibration

DP29 Improving access

DP32 - Air quality and Camden's Clear Zone

## 6. ASSESSMENT

- 6.1 The proposals involve the substantial demolition and re-build of the industrial unit and a change of use from industrial (use class B2) to live/work (sui generis).
- 6.2 The proposals differ from the withdrawn scheme of June 2010 in respect of :
- Reduced number of openings at ground floor facing the rear of no. 7 Lyme Street and rooflights added to single storey bedroom wing to provide additional daylight
  - Detailed design drawings of elevations and fenestration submitted
  - Amended location of windows on upper level facing no. 7 Lyme Street
  - Tree protection methods provided
  - Further evidence provided in respect of marketing history
  - Statement provided on sustainability measures
- 6.3 The principle considerations are:
- Land use: principle of change of use
  - Substantial demolition and design of replacement
  - Quality of accommodation
  - Amenity of neighbours
  - Transport
  - Sustainability
  - Impact on trees

**Land use: Principle of change of use**

- 6.4 The permission from 2008 established the use of the premises as industrial use (Class B2). The applicant proposes a change of use to a live/work unit, which is classified as a change to residential for the purposes of this assessment. The floorspace would be predominantly residential but the large open plan area would be retained in part for office use associated with the business activities of the occupants.
- 6.5 UDP Policy E2 and LDF policy DP13 have a broad presumption in favour of protecting existing employment use where there is potential for that use to continue. In particular, this policy seeks to protect floorspace that is capable of being used flexibly within B1c/B8 use and which is over 1000sqm in size or for B2 uses which exhibit a number of flexible characteristics such as strong floor slabs, enhanced ceiling heights, goods lifts, wide access doors/corridors and turning/parking space for vehicles. The property is 250sqm in size, provides a double height workspace and could provide for heavy floor loadings, but does not have the other features which would make this location particularly attractive to prospective B2 users.
- 6.6 It would appear that the premises have been vacant for some time, and have been on the market since January 2007. The applicant has submitted details from Copping Joyce Surveyors which outlines their past involvement in attempting to let the space between January 2007 and May 2009. The details include an attachment outlining the chronology of viewings that have taken place on site and a brief summary of why the interest was not followed up. It indicates that the site constraints restrict the likelihood of future lettings for employment space. These constraints mainly relate to the access, loading and servicing issues created by the

need to pass through the long entrance corridor underneath the residential units above (183 Royal College Street).

- 6.7 Furthermore, the poor state of repair of the building and the associated cost of upgrading it have made sale or rental impossible in its current condition. The applicant has stated that the building has been empty since late 2005. It is considered that sufficient efforts have been made by the applicant to maintain the existing use and the change to residential, with an element of employment retained, provides sufficient justification for the proposed change of use.

#### **Substantial demolition and design of replacement**

- 6.8 Consent is sought to substantially demolish the existing building and replace it with a double height single storey building of similar form and size with slightly increased ridge height. Much of the cladding to the structure would be removed with some primary walls retained, nevertheless while the building provides visible evidence of past uses it is not considered to be of any architectural or historic merit. Therefore its replacement would not harm the character and appearance of the conservation subject to a suitable replacement in line with UDP policy B7 and LDF policy DP25. As the loss of the existing building would not be of significance to the Conservation Area or the setting of the neighbouring listed buildings, no further assessment of the demolition in terms of meeting the tests of PPS5 is required.

#### **Design**

- 6.9 The existing building would be replaced with a new build of broadly the same footprint. The ridge height would be increased by between 300-400mm with new rooflights which span over the ridge and project approx 200-300mm above the modified ridge line. The overall form of the building would remain the same. The minimal increase in height is not considered to harm the character and appearance of the conservation area or impact on the setting of the adjoining listed buildings.
- 6.10 The existing external materials include corrugated cement tiled roof with full length rooflights and brick with industrial steel glazing to the northwest and southwest elevations. The proposals are for an external shell comprising galvanised corrugated steel facades and roof with slimline industrial steel glazing. The use of corrugated sheet cladding has seen a renaissance in recent years as an external building material which is being specified for small scale contemporary architect-designed buildings, similar to the proposed scheme.
- 6.11 The proposal is a bold attempt to introduce an unusual cladding material in an area which is largely dominated by typical domestic materials. Nevertheless, corrugated metal is a traditional material and was patented by the London Dock Company in the 1830's. This gives the material a direct relationship with the age of the adjoining buildings, which date from circa 1830. Today corrugated metal is used extensively in industrial units, and this would retain visual links to the original industrial character and appearance of the building. This choice of façade materials would preserve the industrial aesthetic of the building, and would preserve the character and appearance of the conservation area. The principle of the use of corrugated steel sheeting is considered acceptable subject to the detailed design and finish. Timber double doors would be added to the Royal College Street elevation, with a render band above, which is an acceptable approach.

- 6.12 The glazing would be slim section steel windows set flush with the external galvanised skin which would maintain the simple and uncluttered elegance of the design approach. The architect has provided detailed drawings of the corrugated metal cladding which show that the building would be elegantly finished with the junctions of the metal sheeting meeting perfectly at the corners of the building. Moreover, the windows would be flush with the external façade to create a sleek, uncomplicated, contemporary design which relies on the profile of the metal corrugated sheeting to provide simplicity and visual interest. The uncluttered palette of materials would not attempt to compete with adjoining period building which relies on decoration and depth of the fenestration to provide visual interest.
- 6.13 The corrugated metal is proposed to be untreated or coated galvanised steel. This would initially be shiny, but would weather to a dull grey, similar to lead, zinc or slate, which are typical materials in the area. In this regard, the colour and tone of the weathered metal would not appear out of place and would therefore preserve the character and appearance of the conservation area and not impact on the setting of the adjoining listed buildings. The final choice of metal and its finish would be dealt with by way of condition.

#### **Quality of accommodation**

- 6.14 The total floorspace of the development would be 250sqm. No specific indication of the delineation between living and working space has been provided; however, the rooms associated directly with the residential use are identified as bedrooms 1 and 2 on lower ground floor and bedroom 3 at upper ground level above. Each would meet the Council's guidance on room sizes. The large open plan floor within the centre of the building is identified as kitchen/dining/living room and workspace area.
- 6.15 Residential outlook from within the building would be limited from within bedroom 2 which has opaque glazing on the boundary with no. 7 Lyme Street facing south towards the rear of the Lyme Street property. This opaque glazing, with window fixed shut below 1.7m, is considered necessary to protect the privacy of the occupants of the adjoining dwelling and a condition would be added to require their retention. Bedroom 2 would benefit from a long strip of rooflight glazing, which would ensure that the room is provided with acceptable levels of daylight.
- 6.16 Overall, the development would provide a good quality of outlook and daylight/sunlight amenity. Large expanses of vertical glazing on the Northwest elevation would provide good quality light within the main living space and work area. The new external courtyard to the south would provide access to outdoor amenity space.
- 6.17 The applicant has demonstrated that, subject to site constraints, the majority of lifetime homes standards would be met by the proposal, in accordance with UDP policy H7 and LDF policy DP6.

#### **Amenity of neighbours**

- 6.18 The site is closely bordered by many residential properties and the change of use has some implications for neighbouring amenity and privacy. The increase in ridge



height (approx 300-400mm) of the roof is unlikely to have a significantly detrimental impact on neighbouring daylight/sunlight.

- 6.19 An enclosed courtyard would be provided at lower ground level, accessed from the main dining/living room area. The space to be converted to courtyard is currently within the envelope of the building and is enclosed by the sloping roof. A 2.2m wall would be retained around the opened courtyard, and this is considered to be sufficient to contain the noise of activities in the courtyard from neighbouring properties.
- 6.20 The residential element of the development would be focussed at the west of the site, with bedrooms provided at lower and upper ground floor levels. A private law arrangement exists with no. 7 Lyme Street to provide emergency egress from the workshop across the boundary into the rear garden of no. 7. The existing property has several openings on the boundary at lower ground level, facing directly into the rear of no. 7 Lyme Street and obliquely into the rear gardens of nos. 5 and 6 Lyme Street. These openings are within the single storey workshop and storage annex (which will become the bedroom wing) and take the form of fire escape doors and windows, some of which are obscure glazed or screened by plant growth in the rear gardens of Lyme Street. The change of use to residential would introduce an intensification of activity within this part of the building, with relevant privacy considerations.
- 6.21 As stated above, the glazing in bedroom 2 would be opaque to protect the privacy of neighbours in no. 7. A condition would be added to ensure that this remains so. The glazing in bedroom 1 would be reduced in width from 4m wide to 2.2m, but would maintain the same view into the far corner of the rear gardens of nos. 5 and 6 Lyme Street. At present, the window faces directly onto a trellis on the boundary of no. 6. No views into habitable rooms are possible, and it is not considered that any further measures are required in order to protect the privacy of the occupiers of neighbouring properties.
- 6.22 The windows to bedroom 3 at upper ground floor face directly towards the rear of no. 7 Lyme Street at a distance of approx 10m from the nearest habitable room. It would replace an existing clear-glazed window to a work/storage area. In response to the previous application, the owner of no. 7 Lyme Street observed that this window would overlook the terrace at the rear of no. 7 but did not raise particular objection to this fact. As the window is existing, is at least 10m from the nearest habitable rooms and would be to a bedroom which would require the occupant to protect their own privacy, it is considered that it would not be necessary to require it to be opaquely glazed and fixed shut in order to protect the privacy of the neighbouring terrace.
- 6.23 The Northwest elevation would retain the majority of its existing near-full height glazing. The elevation faces into the rear gardens of neighbouring properties and affords oblique views into the rear of no. 185 Royal College Street. The applicant has clarified that the lower sections of glazing would be opaque, as existing, and fixed shut. It is considered that these measures would be sufficient to protect the privacy and amenity of the neighbouring occupiers. A condition would be added to ensure retention of these measures.

- 6.24 The property abuts the rear of no. 183 Royal College Street which has been recently converted to residential use. In the North East corner, an uncovered courtyard provides daylight amenity to the occupants of the dual-aspect, duplex apartment at lower and upper ground floors of no.183. This courtyard is outside the application site. The approved plans for this conversion included a glazed element in the courtyard boundary wall, which would face into the internal space within the industrial unit. These glazed elements have not been installed in the as-built arrangement, and the relevant work to no.183 has been completed. The current proposals do not appear to raise the courtyard party wall, although the additional height of the new rooflights would be perceptible from within the rear of no. 183. It is considered that the inclusion of glazing looking into the live/work unit as per the previously approved plans would add little daylight/sunlight benefit to the occupants of no. 183, would not be desirable to the new occupants of no. 183A and the small changes to the roof profile would not harm the amenity of occupiers of no. 183 to a significant degree.
- 6.25 Overall the proposals are acceptable from an amenity perspective and accord with SD6 and DP26.

### **Transport**

- 6.26 The site has a Public Transport Accessibility Level of (PTAL) of 6a (excellent) and is within a Controlled Parking Zone (CPZ). There is sufficient space within the building envelope to accommodate the two secure and covered cycle parking spaces required under the Council's standards. It is not considered necessary to include a condition to secure these measures.
- 6.27 Consistent with policies 3C.1, 3C.17 and 3C.23 of the London Plan, policies T1, T8 and T9 of the UDP and policy DP18 of the LDF car-capped development should be sought for housing in areas of high public transport accessibility. The application site is in Camden Town / Somerstown (CA-F/G) CPZ which has seen 116 parking permits issued for every 100 estimated parking bays within the zone. This means that this CPZ is highly stressed. The site is therefore a reasonable candidate for car capped housing which would be secured by S106 legal agreement and will mean occupiers will not be eligible for on-street parking permits. The applicant has agreed to this s106 Head of Term.

### *Highways Works Immediately Surrounding the Site*

- 6.28 In order to mitigate the impact of the increase in trips this development will generate, and to tie the development into the surrounding urban environment, a financial contribution is required to repave the footway adjacent to the site and the vehicular crossover. This is in line with UDP policies T3 and T12. This would be secured by S106 agreement. An added benefit of the highways works is that damage caused to the highway in the area of the proposed highways works during construction can be repaired. The obligation would require plans demonstrating interface levels between development thresholds and the Public Highway to be submitted to and approved by the Highway Authority prior to implementation.

### *Construction Management Plan*

- 6.29 UDP Policy T12 seeks to protect the safety and operation of the highway network. For some development this may require control over how the development is implemented (including demolition and construction) through a Construction Management Plan (CMP) secured via S106. However, due to the scale and kind of this development and the likely method of construction a CMP is not required in order to mitigate any adverse impacts. Any occupation of the highway, such as for hoarding, skips or storage of materials, will require a licence from Highways Management and this, along with the existing on-street waiting and loading controls, should be sufficient to ensure the work is carried out in such a way as to not adversely affect the safety or operation of the public highway.

### **Sustainability**

- 6.30 The proposals fall below the 500sqm threshold of LDF policy DP22 which expects residential conversions to meet BREEAM 'very good'; however, applicant has identified a general commitment to sustainable practices for the development and has agreed to the principle of a BREEAM assessment forming part of the S106 agreement. General measures in the approach to a sustainable dwelling include the incorporation of heat recovery measures, super insulation and the new walls containing a minimum of embodied energy whilst allowing a high degree of insulation.
- 6.31 LDF policy CS13 has broadened the range of development in which the Council will seek renewable energy generation on site. The applicant has agreed to endeavour to achieve provision of renewable energies on site; however, a target of 20% would be difficult to achieve. In particular, there would be insufficient groundworks to provide for ground source heat pumps, the development is too small for CHP and the south facing slopes of the roof would be subject to overshadowing from trees and neighbouring properties which would undermine the efficiencies of solar thermal or photovoltaic roof panels. These arguments are considered reasonable, and it would not be appropriate or reasonable to seek to secure 20% on-site renewables.

### **Impact on trees**

- 6.32 There are two trees in proximity to the development site. A Silver Maple of medium age and size, of low quality and value in the rear of no. 5 Lyme Street and a small young Ash of similar quality and value in the rear of no. 6. The applicant has provided a method statement for the protection of roots during construction of the development. The assessment of the quality of trees and method of root protection are acceptable. A condition would be added securing the work in accordance with the method statement.

### **Contaminated land**

- 6.33 The site is identified as having the potential for contamination due to the history of activities on site. The applicant has submitted a desktop risk assessment study which indicates that the site is not such that the property would be designated as 'contaminated land' within the Environmental Protection Act 1990. No significant excavation would take place on site and the existing floorslab would be replaced with a thicker version, without the need for strip foundations. All recent evidence points to the unit as previously in use as a joiner/furniture manufacturers. It is

considered that no further submissions are required in respect of the potential for contamination on site.

### **Refuse/recycle storage and management**

- 6.34 No details of refuse/recycle storage and management plan are submitted with this application; however the development has sufficient space to accommodate the necessary storage. It is not considered necessary to include a condition to secure these measures.

## **7. CONCLUSION**

- 7.1 The proposals to replace an existing industrial building with a live/work unit are a contemporary approach to restoring life and a bold appearance to the site. The materials would retain visual links to the sites past uses with simplicity and restraint in the detailing. The scheme is considered to be a high quality contemporary addition to the area.
- 7.2 Planning Permission is recommended subject to a S106 Legal Agreement to secure the following heads of terms:
- BREEAM 'Very good'
  - Car-capped housing
  - Highways costs

## **8. LEGAL COMMENTS**

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