



PLANNING STATEMENT

In respect of

**PROPOSED CHANGE OF
USE OF 6 TOTTENHAM
MEWS FROM CLASS B1
(OFFICE) USE TO FORM
TWO RESIDENTIAL
UNITS, ROOF TOP
EXTENSION TO 81
CHARLOTTE STREET AND
EXTENSION WITHIN
LIGHT WELL, AND
OTHER MINOR
EXTERNAL ALTERATIONS
TO BOTH BUILDINGS.
RE-SUBMISSION OF
APPLICATION REF:
2010/0069/P**

At

**81 CHARLOTTE STREET
& 6 TOTTENHAM MEWS,
LONDON, W1**

On behalf of

**MR D AND MR S
BLAUSTEN**

CgMs Ref: SF/SW/11445

Date: July 2010

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1.0 INTRODUCTION

1.1 On behalf of our clients Mr Simon Blausten and Mr Douglas Blausten we have been instructed to submit a planning application for 81 Charlotte Street and 6 Tottenham Mews, London W1. The application is for a number of proposals as set out below:

- i) Proposed change of use from Class B1 (office) use to 6 Tottenham Mews to form two residential units, and extension to the rear to provide additional residential accommodation
- ii) Mansard roof extension to 81 Charlotte Street to create additional residential accommodation for the existing third floor flat,
- iii) Demolition of part of ground, first and second floor to the rear of 81 Charlotte Street and replacement with extension at first and second floor to form new bathrooms for the existing flats, and
- iv) External alterations, including rearrangement of windows to the rear elevations of both buildings and the replacement of the garage door with new windows and pedestrian entrance door at 6 Tottenham Mews.

1.2 This application is a resubmission following the refusal of application 2010/0069/P which was refused on 17th March 2010. This application is proposed in order to address the reason's for refusal with the main amendment being the removal of the mansard roof previously proposed for 6 Tottenham Mews.

1.3 A travel agents exists on the basement and ground floor of 81 Charlotte Street and this will remain. The existing flats on the 1st, 2nd floors of 81 Charlotte Street are vacant and in need of updating and improvement; the flat on 3rd floor is let on a short term basis but is also in need of updating and improvement. Despite refurbishment and extensive marketing, the office floorspace on the 1st and 2nd floors of 6 Tottenham Mews has remained vacant for over a year. The ancillary garaging on the ground floor of 6 Tottenham Mews is let out for private use.

1.4 The properties have been in the ownership of our client's family for approaching 100 years and the purpose of the development is to provide residential accommodation (five flats in total) for the next generation. The proposed development will enable the refurbishment of the existing buildings and will bring the vacant floors of the buildings back into active use which will be of benefit to the buildings themselves and the area in general.

1.5 This planning statement shows how the proposals comply with national, strategic and local planning policy and guidance and includes a marketing statement in relation to the loss of the employment floorspace. In addition the submission includes the following supporting documents:

- Design and Access Statement,
- Daylight and Sunlight Assessment,
- Energy Assessment, and
- Noise Assessment.

2.0 SITE DESCRIPTION AND PROPOSED DEVELOPMENT

Site Description

- 2.1 The site is located in the south of the London Borough of Camden and a couple of minutes walk to the west of Tottenham Court Road. Goodge Street and Tottenham Court Road underground stations are also just several minutes walk away. The site comprises two linked properties, 81 Charlotte Street and 6 Tottenham Mews, located back to back. A location plan is attached at **Appendix A**.
- 2.2 No. 81 is a four storey, plus basement, mid terrace Georgian building with a flat roof, similar buildings are adjacent and opposite. A travel agents is located on the ground and basement levels and the first, second and third floors each contain a self contained residential unit. The flats on the 1st and 2nd floors are vacant and the 3rd floor flat is subject to a short term letting.
- 2.3 No. 6 is a three storey 19th Century warehouse building with a pitched roof, which is part of a terrace of Mews buildings. A lower three storey flat roofed building is located to the north of no. 6 with a single storey flat roofed building with vehicular access to the south. No. 6 is currently vacant office space with the ground floor let for garaging.
- 2.4 The area comprises a mixture of residential and office uses, with some retail in the form of shops, bars and restaurants. In the main, offices are located directly adjacent to the site, with Middlesex Hospital buildings located opposite the frontage of 6 Tottenham Mews. Photos of the site and surroundings are attached at **Appendix B**.

Proposed Development

- 2.5 The proposed development comprises the change of use of no. 6 from Class B1 (a) office use to Class C3 (residential) use, and a three storey rear extension to form additional floorspace. This part of the rear extension is a new element to the scheme. The extension is required following the removal of the roof

extension floorspace and the need to maintain enough floorspace to meet design standards. External alterations are also proposed including new windows in the rear elevation and the replacement of the roller shutter and window at the ground floor elevation with new windows and a main entrance door for access to the residential accommodation. The proposals create 1 x one bedroom and 1 x two bedroom maisonettes.

2.6 The proposals for no. 81 include a roof extension to form a mansard and additional floorspace which enables the conversion of the existing two bedroom third floor flat to a three bedroom maisonette with roof terrace. Demolition of part of the ground and first floors to the rear is also proposed. An extension is proposed at first and second floor levels to provide new bathrooms to the existing first and second floor one bedroom flats. External alterations are also proposed to the rear elevation of no. 81 through the addition of new windows, with some relocated to address any potential overlooking, plus a roof terrace over the existing flat roof at second floor level. The proposals for no. 81 remain as per the previous application.

2.7 The proposed alterations to the buildings enables improvements to the space and layout of the existing flats and access to them. The link between the buildings would be blocked up with access to the existing flats at no. 81 as it is at present, via Charlotte Street, and the access to the new maisonettes at no. 6 via the new ground floor entrance in Tottenham Mews, which is where the original entrance would have been.

3.0 PLANNING HISTORY

3.1 The only planning history for both buildings is that of application ref: 2010/0069/P refused on 17th March 2010 for the following reasons:

1. The proposed mansard roof extension to 6 Tottenham Mews, by reason of its design, would fail to respect the character and architectural style of the host building and as such would be detrimental to the appearance of the building and the wider conservation area contrary to policies B1 (general design principles), B3 (alterations and extensions) and B7 (Conservation areas) of the London Borough of Camden Replacement Unitary Development Plan 2006.
2. In the absence of a legal agreement securing the new residential units as car free, the proposed development would be likely to result in unacceptable pressure on on-street parking in the vicinity, contrary to policies T8 (car free housing and car capped housing) and T9 (impact of parking) of the Camden Replacement Unitary Development Plan 2006.

81 Charlotte Street

3.2 There are no planning history records for 81 Charlotte Street since 1957 when the use of the third floor for office purposes was refused. In 1949 an application was approved for the use of the basement and ground floors for showroom use and in 1930 the conversion of no. 81 into three self contained flats, above the existing ground and basement floor shop, was permitted.

3.3 It is concluded that the lawful use of the property is Class A1 retail on the basement and ground floors and Class C3 residential flats on the first, second and third floors.

6 Tottenham Mews

3.4 There are also little planning history records for no. 6 Tottenham Mews. An application (ref: 9000274) was refused in 1990, and subsequently an appeal

dismissed, for the redevelopment of the site to provide a new four storey Mews building containing Class B1 (office) use on the ground, first and second floors and a one bedroom flat on the third floor. The reasons for refusal by the LPA was as follows:

1. The proposed development involves the replacement of a building specifically identified in the Fitzrovia Local Plan as having townscape merit by a building which by reason of its detailed design, would be detrimental to the visual amenity of the conservation area in which it is located.

3.5 The appeal decision refers to the requirements of the Borough Plan and the Fitzrovia Plan seeking to ensure that buildings of townscape importance are kept in a good state of repair and the basic aim being to respect and restore the building to its original form and character. In addition, alterations and extensions will be permitted where they will not detract from the character or setting of the building. It is of note that whilst the appeal was dismissed on the basis of the proposed elevations of the reconstructed building being unacceptable which would not preserve or enhance the character or appearance of the conservation area, the Inspector concluded that there was no objection in principle to the construction of an additional storey within a mansard type roof. The appeal decision is attached at **Appendix C**.

3.6 Planning permission (ref: 9100064) was granted in 1991 for the refurbishment of the building including extension of second floor at the rear and external alterations to the facade, including the replacement of the garage roller shutter door with a window. The permission does not appear to have been implemented, but this shows that the Council were supportive of raising the rear of the building and alterations to the ground floor frontage. The decision notice is attached at **Appendix D**.

3.7 It is concluded that the lawful use of the first and second floors are for B1(a) office use and the ground floor for garaging, ancillary to the office use.

4.0 PLANNING POLICY

4.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that planning applications should be determined in accordance with the development plan unless material considerations indicate otherwise. The development plan covering the application site comprises the London Plan: Spatial Development Strategy for London - Consolidated with Alterations Since 2004 (adopted February 2008) and London Borough of Camden UDP (adopted June 2006).

National Policy

4.2 National Planning Guidance PPS1: Delivering Sustainable Development, PPS3: Housing and PPS5: Planning for the Historic Environment are relevant to the proposals and the site.

The London Plan

4.3 In respect of the London Plan the most relevant policies are as follows:

- 3A.1 – Increasing London’s Supply of Housing;
- 3A.2 – Borough Housing Targets;
- 3A.3 – Maximising the Potential of Sites;
- 3A.5 – Housing Choice;
- 3A.6 – Quality of New Housing Provision;
- 3C.23 – Parking Strategy;
- 4A.3 – Sustainable Design and Construction;
- 4B.1 – Design Principles for a Compact City;
- 4B.3 – Enhancing the Quality of the Public Realm;
- 4B.11 – London's Built Heritage; and,
- 4B.12 – Heritage Conservation.

The Camden UDP

4.4 The site itself is not specifically designated within the UDP although it is within the designated Charlotte Street Conservation Area. The relevant policies to the site and the proposals are as follows:

SD1 – Quality of Life;

SD4 - Density of Development;
SD6 - Amenity for Occupiers and Neighbours;
SD7 - Light, Noise and Vibration Pollution;
SD9 - Resources and Energy;
H1 - New Housing;
H8 - Mix of Units;
B1 - General design principles;
B3 - Alterations and extensions;
B7 - Conservation Areas;
T1 - Sustainable Transport Space;
T8 - Car Free Housing and Car Capped Housing; and,
E2 - Retention of Existing Business Use.

4.5 In addition the site is within the Central London Area which whilst does not have a specific policy is referred to in a number of policies in terms of being a suitable location for high density development and for a mix of certain uses, such as housing, retail, office and light industrial, and an unsuitable location for others, such a genera industrial and warehousing. This covers a similar area and policy objectives as the Central Activities Zone identified in The London Plan.

4.6 The Core Strategy and Development Policies documents are at the submission stage of the LDF process, with consultation on the submission version completed on the 26th November 2009 and representations currently being considered prior to submission to the Planning Inspectorate. Supplementary Planning Guidance is also relevant in the form of Camden Planning Guidance (adopted December 2006).

5.0 POLICY CONSIDERATION AND ASSESSMENT

5.1 The principle of residential use and an increase in floorspace at the sites location is considered acceptable due to its position within the CAZ and the CLA and the lack of a site specific land use designation. The key issues are the replacement of employment floorspace with residential use and the detailed design of the extensions and alterations to both properties, in consideration of their relevance in townscape importance and position within a Conservation Area. These issues are considered fully below and within the Heritage Statement submitted with the application.

Change of Use of 6 Tottenham Mews

5.2 The proposal includes the change of use of 6 Tottenham Mews, which is currently vacant but previously in office use and garaging ancillary to the office use, to residential use in the form of 1 x one bedroom and 1 x two bedroom maisonettes. The existing office space equates to 108 sqm floorspace with 61 sqm of garaging floorspace. Whilst the garaging is considered to be ancillary to the office floorspace it is not useable office floorspace and therefore is not counted when addressing the loss of employment floorspace. There is no protection afforded to garaging, in fact UDP policy T8 encourages car free housing in the CLA and therefore its use for residential is considered acceptable.

5.3 Consideration for the loss of employment floorspace relates to the first and second floor only which equates to 108 sqm. Policy E2 states that the Council will not grant planning permission for development that involves the loss of a business use on a site where there is potential for that use to continue. Consideration should be given to alternative business use, prioritising B8 storage and distribution or B1(c) light industry over B1(a) office and if a site is not suitable for continuation of any use other than B1(c) the Council may allow and seek a change to permanent residential uses.

5.4 The existing office space originally went on the market in October 2008 on a leasehold basis at a rent of £20,250 per annum excluding business rates and service charge. The marketing included circulating details to 600 commercial

agents, local occupiers and displaying a letting board on the building. There was only 1 viewing between October 2008 and March 2009 with no serious interest. This prompted the owners to refurbish the office floorspace and its entrance and access in order to enhance the appearance and desirability of it. The refurbishment was undertaken to a high standard at a cost of £65,000. In addition, following the refurbishment works, the rent was amended to be capped for five years and to include a fixed service charge. Marketing then continued with 3 viewings occurring following the refurbishment. Marketing particulars are attached at **Appendix E**.

5.5 A schedule of interest is attached at **Appendix F** identifying the requirements for office space in the area between 9th December 2008 and 28th October 2009. This shows that whilst there is some interest in office space in the area, with 68 companies requiring space, no. 6 is not suitable for any of them or there are other properties available which are more suited (size, location layout all being major factors).

5.6 No. 6 offers 108 sqm of office floorspace, however there are 113 properties with 38,109 sqm of office floorspace available within the area which has been on the market for an average of 347 days. This is a significant amount of floorspace for no. 6 to compete with. Of these properties 18 have a similar floor area available (between 88 sqm and 128 sqm) and 16 have a similar rental value (between £22.00 and £28.00 per sqft). A schedule of the available office floorspace is attached at **Appendix G**.

5.7 In addition to there being a large amount of available office floorspace in the area, no. 6 is also not particularly well suited to modern office requirements for the following reasons, some of which is direct feedback from interested parties:

- The offices are accessed from Charlotte Street and share an access with the ground floor travel agents and the 3 residential units within Charlotte Street,
- The access to and within the office space is quite narrow and not level, with numerous steps and no lift,
- Too small,

- Wrong area (preference for Knightsbridge/Soho/Covent Garden),
- Preference for floorspace to be on single floor,
- Not high enough spec, require air con, raised roofs etc,
- No reception area,
- Single toilet, not adequate for amount of floorspace.

5.8 In order to comply with policy, where an existing business use is not viable then an alternative business use should be considered. A Class B1(c) light industry or Class B8 storage or distribution use could not be appropriately accessed via the existing Charlotte Street shared access. There is a ground floor access into no. 6 from Tottenham Mews and whilst not available at present there is potential to create an access to the upper floors also (as proposed). However, the site is part of a terrace of Mews buildings on a narrow, dead end road with no turning head. There is also no footpath on the north east side of the road where the access to the ground floor abuts. This would not be an appropriate or safe access for the type of vehicles associated with a Class B1(c) or B8 use. Therefore due to its size, layout, finish and access, together with there being no market for the Class B1(c) or B8 uses, there is no alternative employment use.

5.9 The proposals enable an increase in residential units from three to five which, whilst only an increase of two, the proposal enables the refurbishment and use of the three existing vacant flats. The proposed residential use therefore complies with policy H1 which seeks to exceed the strategic housing target and secure the fullest possible residential use of vacant and underused sites and buildings. In addition the bringing back into use of the vacant building at no. 6 and the vacant upper floors of no. 81 assists with regeneration and therefore complies with policy SD1. The proposal also complies with policy H8 which seeks a mix of small and large residential units to meet the needs of the Borough. The proposal provides more of a mixture than exists at present, from three x one-bedroom flats to three x one-bedroom flats, one x two-bedroom maisonette and one x three-bedroom maisonette.

5.10 The marketing exercise undertaken over the last 12 months clearly shows that there is no demand or Class B1(a) office use to continue and it is furthermore

considered that an alternative business use such as Class B1(c) or B8 is not appropriate for the site.

Extensions and alterations to 81 Charlotte Street and 6 Tottenham Mews

- 5.11 The proposals include three extensions to the buildings. A mansard roof is proposed on top of the existing flat roof of no. 81 and rear extensions are proposed rear of no. 6 and no. 8. The roof top addition enable the extensions of the third floor flat in no. 81, creating a three bedroom maisonette. In addition it is proposed to extend at first and second floor level to the rear of no. 81 to provide a new bathroom for each of the existing flats on those floors and over three levels to enable the provision of a bathroom to the top floor flat of no. 6 which has had its floorspace reduced following the removal of the mansard from the scheme.
- 5.12 The site is located within the Charlotte Street conservation area and both buildings are identified as being positive contributors to the area in the Character Appraisal (adopted July 2008). The Character Appraisal describes the area as including brick built, terraced town houses at three and four storey sometimes with attic storeys and that there is a mix of commercial and residential uses in the area. Tottenham Mews is referred to retaining some interest in their more humble commercial buildings. Consideration of the visual impact of the extensions on the buildings themselves and the wider area, in that the proposals must preserve or enhance the character and appearance of conservation area as required under PPS5 and UDP policy B7. This is discussed further in the submitted heritage statement.
- 5.13 UDP policies B1 and B3 also relate to the design of proposals, requiring that development is designed to a high standard by respecting its site and setting and improving the attractiveness of the area, and that alterations and extensions should not cause harm to the architectural quality of the existing building or to the surrounding area.
- 5.14 Mansard roofs are very common in the conservation area with a number of them being added to buildings on both Charlotte Street (no. 85 in 1990 no. 97 in

1985) and Tottenham Mews (no. 8 in 1989) and nearby Tottenham Street (no. 35 in 2008 and no. 37 in 2004). A variety of these are shown in the photos at **Appendix B**. The mansards appear to have developed over the years with some likely to be original and others very new. The height of the proposed mansard at no. 81 would correlate with adjacent and nearby buildings. It is therefore considered that the proposed mansard would therefore not be out of place in the street scene.

- 5.15 The rear extensions are quite modest and of a simple block design. It sits between the two buildings joining them and would be barely visible from Tottenham Mews. The external alterations consist mainly of removing or relocating windows on the rear elevations of both buildings. The ground floor frontage of no. 6 would also be amended to replace the existing entrance door and garage door with glazing plus a new entrance door to the proposed maisonettes. These alterations remove the access link between no. 81 and no. 6, improves the layout of the buildings and makes the best use of the floorspace. The ground floor frontage alterations would retain a warehouse design suitable for the building and the Mews in general.
- 5.16 The design of the proposals are in keeping with the character of the building and the area and the positive contribution that both buildings make to the conservation area would not be affected. The character of the conservation area would be preserved. The proposals therefore comply with PPS5 and UDP policies B1, B3 and B7.

Amenity

- 5.17 With regard to the amenity of the existing occupiers and neighbours and the proposed occupiers, the proposal has been designed to ensure that there will be no loss of privacy and no impact on daylight and sunlight. The majority of neighbouring properties are offices which are not a concern in terms of privacy and daylight and sunlight. UDP policy SD6 and SD7 state that planning permission shall not be granted for development that causes harm to the amenity of occupiers and neighbours and that development sensitive to noise/vibration will not be permitted in locations with noise/vibration pollution.

- 5.18 The altered windows and the layout of the residential units have been designed to avoid any direct overlooking between habitable rooms. The only windows that do face one another are bathroom windows and they will be obscure glazed. The size of the windows, installation of skylights and the layout of the units has been designed to ensure daylight and sunlight levels are complied with. A daylight and sunlight report is submitted in support of the application to show the proposal complies with relevant levels.
- 5.19 A noise report has been undertaken which shows that the facade of Charlotte Street is within Noise Exposure Category (NEC) C and Tottenham Mews in NEC B. The advice to an LPA when Category C is relevant is that planning permission should not normally be granted unless there are special circumstances and if it is then conditions should be applied to mitigate any detrimental impact. When category B is relevant planning permission can be granted subject to a similar condition. 81 Charlotte Street is already in residential use and the new element consisting of the mansard roof is for living room and kitchen only. The creation of the maisonette on the third floor flat does mean that bedrooms remain at the front of the building. However these are already in existence and there would be no increased harm caused to the occupiers.
- 5.20 In addition the existing bedrooms in the first and second floor flats are being relocated to the rear of the building and therefore their environment will be improved. The proposed units in Tottenham Mews are subject to full consideration in terms of external noise impact as these are being newly created. However, the noise level is such that providing appropriate mitigation is undertaken, which can be the subject of a condition, there would be no detrimental impact on the occupiers. The noise assessment also concludes that London has a higher external noise level and that occupiers are accepting of this and make the choice of living in such locations. In consideration of the above, the levels of external noise should not restrict the granting of permission.
- 5.21 The proposal protects existing and future occupiers and neighbouring properties from any detrimental impact on amenity and is therefore considered to comply with UDP policies SD6 and SD7 and Camden's SPG.

6.0 CONCLUSION

- 6.1 The proposals for the change of use of 6 Tottenham Mews, addition of mansard roof at 81 Charlotte Street and rear extensions and external alterations to 6 Tottenham Mews and 81 Charlotte Street to create an additional two residential units and improvements to the existing residential units will bring underutilised, and mostly vacant, properties back into use.
- 6.2 The loss of the employment use at no. 6 is acceptable in consideration of the lack of market demand for office floorspace and the unsuitability of the building for alternative employment uses. Residential development is considered appropriate in this location where there is a mix of uses and the new units will count towards the Councils requirements for additional housing and a mix of housing.
- 6.3 The mansard roof extension to no. 81 is similar to those that have been developed on surrounding buildings and would preserve the character of the properties themselves and the conservation area they are located within. The rear extension would barely be seen from outside of the site however it is small scale and of a simple design which would also preserve the character of the conservation area.
- 6.4 The external alterations to the building assist with improving the layout of the units and are designed to match existing windows and fenestration patterns. The Councils design standards are adhered to and there is no impact on daylight and sunlight and privacy of the existing and proposed residential properties. Whilst the noise assessment identifies that external noise is at a level that is common for central London particularly in such a highly sustainable location such as this. The imposition of a condition requiring mitigation measures, where necessary can be applied to maintain residential amenity.
- 6.5 The mansard roof extension to no. 6 previously proposed and the main reason for refusal has been removed. The applicant has confirmed that they would be happy to sign up to a Section 16 agreement to ensure a car free development of no. 6, the new residential properties. The remainder of the alterations proposed

as part of the previous application were deemed acceptable and still considered to be the case. There is now an additional extension to the rear of no. 6 which is minor in nature and neatly links the extension proposed at no. 81 to no. 6 with a minimal impact on the buildings and the conservation area, which is preserved.

- 6.6 The proposals comply with national, strategic and local planning policies and would bring benefits to the building and the area and it is therefore considered that planning permission should be granted.