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| Delegated Report | | Analysis sheet | | Expiry Date: | | 14/12/2009 | |
| | | N/A / attached | | Consultation Expiry Date: | | 23/11/2009 | |
| Officer | | | | Application Number(s) | | | |
| Sharon O Connell | | | | 1. 2009/4924/P 2. 2009/4925/L | | | |
| Application Address | | | | Drawing Numbers | | | |
| 41 Fitzroy Square London W1T 6AQ | | | | See decision notice | | | |
| PO 3/4 | Area Team Signature | C&UD | Authorised Officer Signature | | | | |
| | | | | | | | |
| Proposal(s) | | | | | | | |
| 1. Erection of five-storey rear extension within internal courtyard, single-storey front extension at fifth floor level, and installation of six solar panels at roof level to create 11 new hostel rooms to existing Hostel (Class Sui Generis). 2. Works associated with Erection of five-storey rear extension within internal courtyard, single-storey front extension at fifth floor level, and installation of six solar panels at roof level to create 11 new hostel rooms to existing Hostel (Class Sui Generis). | | | | | | | |
| Recommendation(s): | | Grant Planning Permission subject to S.106 legal agreement Grant Listed Building Consent | | | | | |
| Application Type: | | Full Planning Permission Listed Building consent | | | | | |
| Conditions: | | Refer to Draft Decision Notice | | | | | |
| Informatives: | | | | | | | |
| Consultations | | | | | | | |
| Adjoining Occupiers: | | No. notified | 18 | No. of responses | 00 | No. of objections | 00 |
| | | | | No. electronic | 00 | | |
| Summary of consultation responses: | | No responses received. | | | | | |
| CAAC comments: | | Bloomsbury CAAC was consulted but no response was received. | | | | | |
| Site Description | | | | | | | |
| The Indian YMCA is a Grade II listed 1950s building on the corner of Fitzroy Square, with an extension by the original architect along Grafton Way I (1960s) in matching style. The property is located within the Bloomsbury Conservation Area. | | | | | | | |
| Relevant History | | | | | | | |
| 2009/2569/P & 2009/2572/L Erection of five-storey rear extension within internal courtyard, enlargement of first, second, third, fourth and fifth floor glazed link fronting Grafton Way with additional glazing to all floors, single-storey front extension at fifth floor level, and installation of eight solar panels at roof level to create 17 new hostel rooms to existing Hostel (Class Sui Generis). <i>Withdrawn</i> . | | | | | | | |
| Relevant policies | | | | | | | |
| Replacement Unitary Development Plan 2006 | | | | | | | |
| B1 General design principles | | | | | | | |
| B3 Alterations and extensions | | | | | | | |
| B6 Listed buildings | | | | | | | |
| B7 Conservation Areas | | | | | | | |
| SD1 Access for all | | | | | | | |
| SD6 Amenity for occupiers and neighbours | | | | | | | |
| T1 Sustainable transport space | | | | | | | |

T3 Pedestrians and cycling
T8 Car free and car capped housing
T9 Impact of Parking
T12 Works affecting highways

Assessment

Proposal:

Erection of five-storey rear extension within internal courtyard, single-storey front extension at fifth floor level, and installation of six solar panels at roof level to create 11 new hostel rooms to existing Hostel (Class Sui Generis) plus internal alterations to staff flats and foyer.

Amendments:

The original submission included the enlargement of second, third, fourth and fifth floor glazed link fronting Grafton Way with additional glazing to all floors. This was removed from the application following discussions between the applicant, the Council and English Heritage.

Design/Listed Building

The Indian YMCA is a listed 1950s building on the corner of Fitzroy Square, with an extension by the original architect along Grafton Way 1 (1960s) in matching style. In 2004 a large new extension was added to the rear of the 1960s block running parallel with the original wing to enclose a small courtyard. This recent expansion left little opportunity for further growth. However, it is recognised that the building was a bespoke commission by and has been in the ownership of the YMCA since the 50's and as such, long term ownership is as secure as one could expect. In this context it is considered that further expansion in line with the ongoing operational needs to the YMCA should be supported if it can be achieved without harming the significance/special interest of the building. The proposals are the result of a thorough study by the agents into all opportunities for expansion. The proposals, as outlined below, represent all those from the study which are considered on balance to be acceptable, thus making maximum opportunity of all possible development. Any further significant expansion beyond this current submission therefore is highly unlikely to be acceptable.

Grafton Way roof extension

There is an existing attic storey with a substantial setback on this 1960s block. The block and in particular the attic storey is of lesser architectural significance than the main wing. It is proposed that the attic storey is replaced with one set closer to the main façade line (in line with that established by the attic on the main wing). The design follows a similar approach to the existing attics. By moving the attic forward, it will be more visible in the street scene and in particular from Fitzroy Square. However, the scale is appropriate and the approach in sympathetic recessive materials would not cause harm to the setting.

Courtyard infill wing

Currently the courtyard is enclosed on three sides by the main wing, the bridge link to the 1960s block and the 2004 extension. It is open to the south above ground level. At ground level there is a seminar room, and below this the stage to the main hall, which occupies the whole area below the courtyard. It is proposed to infill this end up to the full height of the main wing. It will be however be physically separated and set back from the main wing to maintain the integrity of the building, fabric and in particular the full height stair window in this location. New structural supports will penetrate the building below, passing through the seminar room which is of lesser significance, and passing through the stage area where the steels will be located behind existing stage walls. The block is set at an angle to lessen the impact on the main wing, and is clad in reconstituted stone to match the stone end walls of the original.

Alterations to staff flat

A staff flat will be split with a new en-suite hostel room formed at the south end. The works are fairly minor, as the existing flat spans between two staircase cores giving two accesses. The flat will remain accessed via the main core, whilst the new hostel room, previously a staff flat bedroom, will be accessed from the secondary stair. Changes to partitions will take place to form a bathroom and storage.

Foyer alterations

There has been some heavy fire compartmentation works to the foyer and main staircase area, which has harmed the sense of openness of this area. It is proposed that these later works are rationalized, and although the proposal does not involve the complete removal of partitioning, it will be less conspicuous in scale and detailed design.

The proposed solar panels will have a limited impact on the appearance of the building and are acceptable.

It is therefore considered that the proposed extensions and alterations will preserve the special architectural and historic interest of the listed building and will not impact on the character or appearance of the conservation area, therefore satisfying policies B6 and B7 of the RUDP.

Land Use

Policy H9 states that the Council will grant planning permission for the expansion of existing hostel facilities provided:

- 1) there is no loss of residential floorspace with use class C3;
- 2) No net loss of a use in the central London area that supports the residential community; and
- 3) Harm is not caused to the surrounding area.

The existing hostel provides accommodation for Indian students and has been operating on site since the 1950's. The current occupancy rates run between 92% and full capacity. There is therefore a demonstrable need to provide additional accommodation on the site. The removal of one of the rooms from the staff flat will change the flat from a 5-bedroom to a 4-bedroom flat. This still provides family sized accommodation and is acceptable. It is considered that, as the proposal is for the expansion of an existing use which will not result in harm to the surrounding area, it is in accordance with Policy H9 of the RUDP.

As the proposal only increases the floorspace on site by approximately 200m² it does not trigger a requirement for a contribution towards public open space.

Amenity

Due to the location of the proposed extensions, they will not result in a detrimental loss of daylight, sunlight, outlook or privacy to surrounding properties.

The proposed hostel units will have provide adequate levels of natural daylight and ventilation and are therefore considered to provide an acceptable standard of accommodation.

Transport

The site is located on Fitzroy Square within the Clear Zone Region. The site has a Public Transport Accessibility Level (PTAL) of 6b (excellent).

Transport Assessments and Travel Plans

Although the proposal is only for an additional 11 units, there will be a total of 139 units on the site which will have a significant impact on the local transport network collectively. The Council is seeking to minimise the impact of development on the transport network and so in order to minimise the impact of the proposed and existing development a Residential Travel Plan should be required of the development. This will need to be secured through a S.106 Agreement and a Travel Plan will need to be submitted and approved within 6 months of occupation of the development.

Cycle Parking

TfL guidance (*TfL Workplace Cycle Parking Guide, October 2006*) states that 0.5 cycle parking spaces are required per hostel/student unit. The proposal is for 11 new residential units; therefore 6 cycle storage/parking spaces are required. The applicant has not included provision for the required amount of cycle storage/parking in the proposed design. However, only minor alterations are

proposed to the ground floor and access to the units above is via existing stairs or a lift too small for bicycles. This is a listed building, which also imposes constraints on what can be achieved. Therefore, it would be inappropriate and overly onerous to insist that cycle parking be included within the design and the requirement for cycle parking can be waived.

Car-free and Car-capped Development

Given that The London Plan Consolidated with Alterations since 2004 (February 2008) should be taken into consideration (policies 3C.1, 3C.17 and 3C.23) as well as the UDP (policies T8 and T9); car-free should not only be sought for housing but also for developments in general and should be ensured by Boroughs in areas of high public transport accessibility. Therefore, the 11 additional units should be made car-free through a S.106 planning obligation for the following reasons:

- The site has a Public Transport Accessibility Level of (PTAL) of 6b (excellent) and is within a Controlled Parking Zone.
- The site is within the "Clear Zone Region", for which the whole area is considered to suffer from parking stress.
- Not making the development car-free would increase demand for on-street parking in the Controlled Parking Zone (CPZ) the site is within. This is considered unacceptable in CPZ's that are highly stressed where overnight demand exceeds 90%. Bloomsbury (CA-E) CPZ operates Mon-Sat 08:30-18:30 and 108 parking permits have been issued for every 100 estimated parking bays within the zone. This means that this CPZ is highly stressed.

For car free and car capped development, the Council will:

- not issue on-street parking permits;
- use planning obligations to ensure that future occupants are aware they are not entitled to on-street parking permits; and
- not grant planning permission for development that incorporates car parking spaces, other than spaces designated for people with disabilities, and a limited number of spaces for car capped housing in accordance with Council's Parking Standards.

Construction Management Plan (CMP)

The proposal involves the construction of extensions within and on top of the existing building. Some of the construction will be accessed via the internal courtyard accessed off Hertford Place to the rear of the building. There are two vehicle accesses to Hertford Place, both of which have height restrictions and are narrow, which may present issues for construction vehicles. Grafton Way has an operational carriageway width of 4.7m and there are also many pedestrians on Grafton Way using Fitzroy Square as a pedestrian route. Therefore given these issues and the consequent impacts that construction vehicles could have on the local road network, a CMP is needed.

Access

The proposed hostel rooms will be required to comply with Part M of the Building Regulations. The applicant has provided a wheelchair accessible room which is located at 1st floor level. This is located adjacent to the wheelchair refuge. All of the proposed additional rooms will be accessible via a lift. The proposals are therefore considered to comply with SD1.

Refuse/Recycling

There are existing refuse and recycling arrangements for the site. As it is commercially run, the operator of the hostel can pay for additional collections if required. The proposals are therefore considered to acceptable in this regard.

Recommendation:

Grant Planning Permission subject to a Section 106 legal agreement.
Grant Listed Building Consent

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