

<b>Delegated Report (Members Briefing)</b>		<b>Analysis sheet</b>		<b>Expiry Date:</b>		25/06/2010	
		N/A / attached		<b>Consultation Expiry Date:</b>		14/06/2010	
<b>Officer</b>				<b>Application Number(s)</b>			
Amanda Peck				1. 2010/2318/P 2. 2010/2336/L			
<b>Application Address</b>				<b>Drawing Numbers</b>			
42 Museum Street London WC1A 1LY				Refer to draft decision notice			
<b>PO 3/4</b>		<b>Area Team Signature</b>		<b>C&amp;UD</b>		<b>Authorised Officer Signature</b>	
<b>Proposal(s)</b>							
<ol style="list-style-type: none"> <li>Change of use of existing building from financial and professional services (Class A2) to provide a retail unit at basement and part ground floor (Class A1), with a 3 bedroom residential flat above (Class C3), including the demolition of an existing single storey rear addition and the erection of a two storey replacement rear extension containing a 1 bedroom residential dwelling house (Class C3).</li> <li>Internal alterations, demolition of an existing single storey rear addition and the erection of a two storey replacement rear extension associated with the change of use of the existing building from financial and professional services (Class A2) to basement and part ground floor (Class A1) retail unit with a 3 bedroom residential flat above (Class C3) and erection of a 1 bedroom residential dwelling house (Class C3).</li> </ol>							
<b>Recommendation(s):</b>		<ol style="list-style-type: none"> <li>Grant planning permission subject to a S106 Agreement</li> <li>Grant listed building consent</li> </ol>					
<b>Application Type:</b>		<ol style="list-style-type: none"> <li>Full Planning Permission</li> <li>Listed Building Consent</li> </ol>					
<b>Conditions or Reasons for Refusal:</b>		Refer to Draft Decision Notice					
<b>Informatives:</b>							
<b>Consultations</b>							
<b>Adjoining Occupiers:</b>		No. notified	<b>42</b>	No. of responses	<b>07</b>	No. of objections	<b>03</b>
				No. Electronic	<b>03</b>		
<b>Summary of consultation responses:</b>		<u>Objections</u> Objection from resident of <b>5 Little Russell Street</b> – <ul style="list-style-type: none"> <li>The height of the rear extension is not specified and concerned that it will have a detrimental effect by partly blocking the existing view of the church (<i>See paragraph 4.2</i>);</li> <li>There will be overshadowing to the street (<i>Officer note: it is not considered that there will be any additional overshadowing to the street given the height and proximity of existing buildings in the area</i>),</li> <li>There will be a reduction in natural light and sunlight to 5 Little Russell Street (<i>See paragraph 7.2</i>);</li> </ul>					

- There may be damage to the fabric of 5 Little Russell Street; Can the Council stipulate that a party wall surveyor be appointed with regard to potential damage to Little Russell Street (*Officer note: any works to the adjacent listed building are likely to require a separate listed building consent. The submitted drawings do not show any connections with the adjacent building*);
- Request a 'mock' up of the extension to be built with scaffolding poles showing the position of the two critical edges (highest street level and highest rear level). Can the applicant specify exactly what the maximum height of the roof is and can the council stipulate that nothing is placed on to roof the roof of the extension because the rear extension to 43 Museum Street increased the height of the roof by 10 inches (*See paragraph 4.2*).
- There is a horizontal flue from a gas boiler on the ground floor of 5 Little Russell Street which exits just above the existing rear roof extension at 42 Museum Street, has this been taken into account because the presumption is that it couldn't be relocated to the front elevation of a listed building. (*Officer note: any works to the adjacent listed building are likely to require a separate listed building consent. The submitted drawings do not show the existing flue or its relocation*);

**Residents of 25 Museum Street and 3 Stedham Chambers Coptic Street**

- The proposal is unacceptable in a conservation area and the impact of the new building on the historic church and related buildings (*See paragraph 4.2*);
- There will be a reduction in natural light and sunlight to 5 Little Russell Street (*See paragraph 7.2*);
- There is a surplus of retail units in the area and the proposed development will be detrimental to the area. (*See paragraph 2.2*);

Comments

**Residents of 30 Bedford Place, 25, 30 Museum Street and 21 Museum Chambers Bury Place**

- Concerned that the last view of the bell tower of St George's Church from the North West is threatened. St George's Church is an important and beautiful building which has been expensively restored. Views of it are already limited and it is not in the best interests of the neighbourhood to reduce them further (*See paragraph 4.2*);
- The drawings show the rear extension to be relatively modest in height and it may not actually spoil the above sightline, however we note that the drawing is un-dimensioned and there is concern that the construction may be different to what is shown on the plans. Before development begins an absolute height limit should be defined, marked on adjacent walls or a mock up of the extension should be built on site and strictly observed during construction (*See paragraph 4.2*).

**Parochial Church Council of St Georges Church – 5 June 2010 –**  
Commented on the application as follows:

- Approves the plans in principle
- Stress the need to ensure that the plans agreed are strictly adhered to because previous work on site to the extension at 43 increased the if approved the plans should be strictly adhered to because work tot the extension at 43 Museum Street was 12inches too high (*See paragraph 4.2*);

**Bury Place Residents Association – 11 June 2010 -** Commented on the application as follows:

- Concern that the development is too high and will block the existing view of the north side of St George's Tower which is nationally recognised by the World Heritage Fund which provided funding for its recent restoration. The only possibility to view and fully appreciate the unique features of the

CAAC/Local groups\*  
comments:

\*Please Specify

tower is from the existing 'urban gap' created by the space between 5 Little Russell Street and 42 Museum Street. (See paragraph 4.2);

**Bloomsbury Association** – 7 June 2010 Commented on the application as follows:

- No objection providing that the ground floor and basement floors are not used as cafe or restaurant (*Officer note the proposal is not for A3, A4 or A5 uses and planning permission would be required for these uses*).

## Site Description

This is a four storey building located on the corner of Museum Street and Little Russell Street. The building is listed Grade II as a group with No's 42-47 (consecutive). This terrace of six houses, with later shops at ground floor level, was erected circa 1700 and re-fronted in 1855-64 by William Finch Hill. The terrace is formed in stucco with rusticated ground floor and pilaster strips separating each house and at angles in a modified French Renaissance style.

No 42 turns the corner between Museum Street and Little Russell Street, and has two rear outshoots, both shown on the 1st Edition Ordnance Survey map of 1875. Each rear outshoot is approximately half the width of the existing building - the first, adjacent to the street, is 2 storeys (possibly an early closet wing), and the second rises to three storeys. Behind the flank wall of the building is a 20th century full width single storey extension which covers the whole of the site and abuts No 5 Little Russell Street. Its elevation to Little Russell Street is a windowless stuccoed wall that is not considered to be of historic interest.

The site is located in the Bloomsbury Conservation Area. It also falls within the Central London Area, the Museum Street Local Area and an Archaeological Priority Area.

## Relevant History

9170222 - Internal alterations and re-glazing of roof to rear extension - Approved 21 January 1992

## Relevant policies

### Replacement Unitary Development Plan 2006

B1 General design principles  
B3 Alterations and extensions  
B6 Listed buildings  
B7 Conservation areas  
SD6 Amenity for occupiers and neighbours  
R7 Protection of shopping frontages and local shops  
R8 Upper floors and shopfronts  
H1 New housing  
N5 Biodiversity  
T3 Pedestrians and cycling  
T9 Impact of parking

### Camden Planning Guidance 2006

### Bloomsbury Conservation Area Statement

### Local Development Framework

The following policies in the draft LDF Core Strategy and Development Policies documents have been taken into consideration:

CS1 Distribution of growth  
CS5 Managing the impact of growth and development  
CS6 Providing quality homes  
CS11 Promoting sustainable and efficient travel  
CS14 Promoting high quality places and conserving our heritage  
CS15 protecting and improving our parks & open spaces and encouraging biodiversity  
DP2 Making full use of Camden's capacity for housing  
DP17 Walking, cycling and public transport  
DP19 Managing the impact of parking  
DP24 Securing high quality design  
DP25 Conserving Camden's heritage  
DP26 Managing the impact of development on occupiers and neighbours

## DP30 Shopfronts

As the draft LDF Core Strategy and Development Policies documents have now been published, they are material planning considerations. However, as a matter of law, limited weight should be attached to them at this stage.

## Assessment

### 1 Proposal

1.1 The proposal is for the following works:

- Removal of the existing full width single storey extension fronting Little Russell Street as well as the small closet wing and
- Erection of a ground plus part first floor extension. The first floor part width extension would extend from the party wall with no. 5 Little Russell Street (grade II listed) to the rear building line of the retained 3 storey rear addition. The extension would be built in the same style as the existing ground floor with two new window openings onto Little Russell Street, one on each floor.
- The ground and basement floor of the main house would be converted from A2 (financial and professional services) use to an A1 (shop) use accessed from the existing front door on Museum Street.
- The upper floors would be converted from A2 (financial and professional services) into a three bedroom residential unit accessed from an existing door on Little Russell Street.
- A one bedroom residential unit would be provided in the new extension and this would be accessed from another existing door on Little Russell Street.
- New windows to the Little Russell Street elevation.
- Minor internal alterations and refurbishment.

### 2. Principle of proposed uses

2.1 The site is located within the Museum Street Local Area that is characterised by a concentration of specialist retail uses dealing in collectable items such as antiquarian books, prints, coins and vintage cameras that contribute significantly to the character of the Museum Street Area. Policy R7 is therefore relevant to the application. The proposed change of use of the ground and basement floors to a retail use is therefore welcomed as it would result in the creation of additional retail floorspace within a protected shopping frontage (39.5 sqm to the ground floor and 55.5 sqm to the basement floor). There is no policy objection to the principle of the proposed loss of A2 floorspace.

2.2 Policy H1 seeks the fullest use of underused sites and buildings for housing provide that the accommodation reaches acceptable standards. Policy R8 encourages the use of upper floors of properties in Central London Frontages for residential uses. The proposed use of the upper floors and rear extension to create additional residential units would thus comply with policy H1.

### 3. Design

3.1 Policies B1 and B3, B6 and B7 of the replacement UDP require the consideration, amongst other things, of the form, proportions and character of a proposal relative to its setting.

3.2 The existing single storey rear extension to the property is of no architectural merit and its replacement is not of concern. The existing two storey addition wing is of little architectural merit. It may have served as an early closet wing but this is likely to have been a later addition to the original plan of dwelling. Moreover it has been subsumed at ground level and has a small and impractical room at first floor level. In this regard its removal is considered acceptable.

3.3 The proposed extension would add a part first floor but would remain subordinate in scale and architectural detailing. It would therefore compliment the main part of the building in design, scale and materials as well as retaining its important townscape function in terms of preserving the hierarchy of the building on the main street frontages.

3.4 Corner buildings similar to the application site are common in the area and represent important established feature of openness in an otherwise fairly densely developed environment, where the buildings are generally arranged in terraces 4 or more storeys in height. The open space above the

existing first floor parapet level serves to provide light to and views from the rear of St George's Bloomsbury, as well as play an important role in the character and appearance of the area by views affording views of the rear façades along Museum Street and providing welcome breaks in the generally unbroken substantial frontages. The height and scale of the new extension is considered to preserve views of the rear façades along Museum Street and still provide sufficient break in the otherwise generally denser development in the area. This is particularly the case of similar return building in the area all of which are of greater height.

3.4 For these reason the proposed extension would not result in visual dominance excessive enclosure of the streetscape due to the proposed scale of development and detailed design. Thus the proposal would be in compliance with policies B1 and B3, B6 and B7.

#### **4. Setting of St George's Bloomsbury**

4.1 The Grade I listed church of St George's Bloomsbury, which fronts Bloomsbury Way, is situated adjacent to the rear gardens of the rest of the terrace and its spire and the upper stages of the tower are visible from the gap between the rear of No 42 and No 5 Little Russell Street.

4.2 One of the most important features of St George's Bloomsbury is its spire. The applicant has arranged for a 'mock up' to be built on site and this shows that this would still be visible from Little Russell Street, as would the upper section of the tower, if the proposal was implemented. The extension would reduce the view of the lower section of the tower glimpsed views from Little Russell Street. However the development is some 20m away from the church, which is surrounded by much taller buildings in closer proximity than the subject site. Thus the first floor addition is not considered to impact on the setting of the church in a densely urban location. In this regard the work is not considered to contract policy B6b which deal with the setting of listed buildings.

#### **5. Internal Alterations**

5.1 Although the interior of No 42 has lost many of its decorative features, the plan form appears to survive more or less intact, and is therefore considered to contribute significantly to the historic character of the interior spaces. The staircase and some dado joinery in the stair compartment along with the roof structure appear to survive from the original early 17<sup>th</sup> Century house. The character, proportion, and integrity of the rooms at the upper floors floor levels will be retained in line with English Heritage guidance on London Terraced Houses which notes that "The domestic plan form of London terraced houses is an important part of their character and special interest.

5.2 The new bathroom and kitchens serving the new maisonette would be largely located in the rear addition. The bathroom to the third floor front room would be served by an existing service riser. As such the servicing would not impact on the existing fabric or structure of the building. No joinery is to be replaced as part of the scheme, although it would appear that only the staircase and stair compartment joinery is of any historic or architectural interest.

5.3 The ground floor was been converted for use as a shop and contains large plate glass windows which match the existing adjoining buildings in the terrace. These will be retained and made good. The existing partitions at this level are modern lightweight additions. Their removal would not result in the loss of historic fabric and will allow the ground floor space to be successfully used for retail. This would be of benefit to the special character of the listed terrace and area as a whole.

5.4 The ground and basement have attractive corner chimney breasts, 3 of which contain fireplaces which are worthy of retention. These maybe at risk from transient retail occupiers and are therefore to be relocated to the corner breasts on the residential floors above which do not currently contain fireplaces.

#### **6. Standard of accommodation**

6.1 The proposed 1 bed unit is 50 sqm in total with a 14sqm bedroom. The proposed 3 bed unit is 130 sqm in total with the main bedroom being 19.8 sqm and the other two bedrooms being 10.4 and 11.2 sqm. All relevant rooms and both units exceed the minimum floor space requirements of Camden Planning Guidance (1b two person unit being 48 sqm, a 3b six person unit being 93 sqm and

double bedrooms being 11 sqm).

6.2 It has not been possible to achieve Lifetime Homes standards because this would involve inappropriate internal and external alterations within a listed building. For the new unit some Lifetime Homes standards have been met with level access from the street, acceptable stairs, space for stairlift, large shower with fold down seat, wide internal doorways and secure covered bike storage.

6.3 Because there is no existing garden area amenity space for both units is limited with a small balcony area being provided at first floor level for the proposed 3 bedroom unit. Given the central London location and the constraints posed by a conversion this is considered acceptable. A green roof is proposed to the new first floor extension in line with Policy N5 which is welcomed. Further details of this green roof are required in a condition.

## **7. Amenity**

7.1 A daylight report has been submitted to assess the impact of the extension on existing windows to the rear elevation of 43 Museum Street. There are existing dining room, dressing room and bedroom windows to the main property and kitchen and bathroom windows to the rear wing. These are all north or north east facing so have limited sunlight already and do not achieve some of the BRE guidelines. The report concludes that the first floor north facing kitchen window would be impacted by the extension in terms of the Vertical Sky Limit and Absolute Daylight measurements. It is considered that the impact on this window is not significant enough to warrant refusal of the application because:

- There is another north east facing window to this room;
- The affected north facing window is relatively large taking up almost the entire wall of the room and projecting from the wall of the property;
- The room achieves the standards for the No Sky Line measurement and was already under the Absolute Daylight measurement; and
- 43 Museum Street is a single dwelling which means residents benefit from having at least three south facing rooms facing Museum Street.

7.2 There are two existing windows to the side elevation of 5 Little Russell Street. The extension will abut this side wall and will be approximately 0.5m to the north of these windows. It is considered that the impact on these windows is not significant enough to warrant refusal of the application because:

- They are staircase windows;
- The extension is located to the north of the windows and will therefore not impact upon sunlight levels;
- These windows are already impacted in terms of daylight and sunlight by the existing properties to the south on Museum Street and Bloomsbury Way.

7.3 The proposed first floor balcony will face onto Little Russell Street. A number of new windows are proposed on the Little Russell Street elevation as follows: one ground window and two first floor windows to the main property and first floor patio doors to the existing three storey wing. It is considered that there will not be any amenity impacts in terms of overlooking from the proposed terrace or windows because:

- There are no ground floor residential rooms facing the property;
- The windows to the first floor of 41 Museum Street which face the property on the opposite side of Little Russell Street are approximately 10m away but either serve staircases or rooms that also have windows to the front elevation facing Museum Street; and
- The building at the rear of 41 Museum Street adjacent to 28-30 Little Russell Street appears to be in office use.

## **Transport**

The application site is located within a Controlled Parking Zone (Holborn CA-C CPZ). This CPZ has a ratio of parking permits to available parking bays of 1.44:1. This means that more parking permits have been issued than spaces available. The site also has a Public Transport Accessibility Level of (PTAL) of 6 (excellent) and is within the "Clear Zone Region", for which the whole area is considered to suffer from parking stress. In light of the above, the proposed two new residential units will be made car-free, as secured by a Section 106 Agreement. Not making the development car-free would

increase demand for on-street parking in the CPZ the application site is within.

With regard to cycle storage / parking, Appendix 6 of the UDP states that 1 storage or parking space is required per residential unit. The proposal is for 1 residential unit; therefore 1 cycle storage/parking space is required. The applicant has provided a secure covered cycle store within the ground floor of the 1 bedroom unit. The proposal is therefore considered acceptable in terms of cycle parking.

In this instance a Construction Management Plan (CMP) is not considered to be required owing to only minor internal and external alterations being proposed. As such, these works are not sufficient to warrant a CMP as works affecting the highway will only be minimal.

**Recommendation**

1. Grant Planning Permission subject to Section 106 Agreement for car-free housing for the one residential unit proposed.
2. Approve listed building consent

**Disclaimer**

*This is an internet copy for information purposes. If you require a copy of the signed original please contact the Culture and Environment Department on (020) 7974 5613*