

<b>Address:</b>	St Giles House, 1 Drury Lane, 10-12 Drury Lane, 14-16 Drury Lane, 59 Shorts Gardens and 180 High Holborn London WC2B 5RS	
<b>Application Number:</b>	2009/2628/P	<b>Officer:</b> Sara Whelan
<b>Ward:</b>	Holborn & Covent Garden	
<b>Date Received:</b>	02/06/2009	
<b>Proposal:</b> Change of use from office (Class B1) to hotel (Class C1) with erection of single storey glazed extension to Drury Lane elevation; insertion of new ground floor windows to Drury Lane; replacement of glazed wall with rendered wall and new fire exit to High Holborn elevation. Associated alterations to car parking layout and other ancillary works.		
<b>Drawing Numbers:</b> Site Location Plan; H7080/01 B; 02 B; 03 A; 04 A; 05 A; 06 A; 07 A; 08 A; 09 A; 10 A; 11 A; 12 A; 13 A; 14 A; 15 A; 16 C; 17 A; 18 A; 19 A; 21 D; 22 D; 23 D; 24 E; 25 B; 26 C; 27 D; 28 D; 29 C; 30 C; 31 C; 32 C; 33B; 34 B; 39B; 40 C; 45 E; 46 E; 47 F; 53 D; 58 B; 60 B; 65 A; 66 A; Existing View up Drury Lane; View across Drury Lane; Outline Section 106 Heads of terms and Commentary; Noise Impact Assessment; Transport Assessment Report; Service Management Plan; Interim Travel Plan; Daylight & Sunlight Report; Renewable Energy Statement (update sep 2009); Light Pollution Study; Construction Management Plan; BREEAM Pre-Assessment Report (second update); Planning Statement (and addendum); Design & Access Statement		
<b>RECOMMENDATION SUMMARY:</b> Grant planning permission Subject to a Section 106 Legal Agreement		
<b>Applicant:</b>	<b>Agent:</b>	
Parklake LTD and Travelodge Hotels LTD	Savills (L&P) Limited 23 Furzton Lake Shirwell Crescent Milton Keynes Buckinghamshire MK4 1GA	

## ANALYSIS INFORMATION

Land Use Details:			
	Use Class	Use Description	Floorspace
Existing	B1 Business		6548 m <sup>2</sup>
Proposed	C1 Hotel		6889 m <sup>2</sup>

	Type of use	Bedrooms
		Existing
Proposed	<i>C1 Hotel</i>	458

<b>Parking Details:</b>		
	Parking Spaces (General)	Parking Spaces (Disabled)
Existing	46	1
Proposed	29	7
<b>Cycle Parking Details:</b>		
Existing	0	
Proposed	28	

## OFFICERS' REPORT

**Reason for Referral to Committee:** The proposal is defined as a 'major' application comprising more than 1,000 sqm. Any grant of permission would also require the conclusion of a Section 106 Planning Obligation relating to, inter alia, matters outside the normal scheme of delegation [Clauses 3 (i) and (vi)].

**Members are advised that this application is one that should be determined within 13-weeks, the expiry of which is the 7 October 2009.**

### 1. SITE

- 1.1 The application site comprises a large post war, 1970s redevelopment 'block'. The block includes an existing office building known as 'St Giles House', three retail units and the existing Travelodge building which fronts Drury Lane and Shorts Gardens. The existing office building comprises 6,548 sqm and is arranged over 11 floors. The office building has a separate entrance to the hotel use; however it is adjoining the hotel and is part of the original design of the development block.
- 1.2 The existing building and other structures on the site are clad in a pre-cast concrete panel system and the windows and glazing are dark painted aluminium. This language continues throughout the various four to eleven storey wings of the block.
- 1.3 The application site is located at the northern end of Drury lane between Shorts Gardens and High Holborn. Although it is not situated in a conservation area it is bound immediately to the south east and north east boundary by the Seven Dials (Covent Garden) Conservation Area. There are two listed buildings in the immediate vicinity, 187 and 188 Drury Lane which are directly opposite the application site.

- 1.4 There are a number of independent shops and coffee bars with residential use above to the east of the application site. To the north is High Holborn, a four lane road. To the west fronting High Holborn is a fourteen storey LSE student accommodation building and residential flatted development on Shorts Gardens. To the south is the road, Shorts Gardens a narrow street with a four storey building directly opposite the application site.

## 2. THE PROPOSAL

### Original

- 2.1 This application seeks full planning permission to change the use of the existing B1 office building to C1 hotel use. The new hotel use would then be linked with the existing Travelodge hotel. In addition a single storey extension is proposed within the centre of a raised open forecourt enclosed on three sides by the wings of the existing hotel. The new extension would provide a new entrance foyer/reception, bar and buffet and the total area would provide for 231 seating covers. The additional 240 rooms would be accessed via the new main entrance to the hotel and the existing office entrance would be used as a fire exit only. The enlarged hotel would increase the number of bedrooms to 458.
- 2.2 The existing building includes parking at lower ground floor and open plan office spaces at the upper floor levels. The building has a lift core close to the proposed main entrance to the hotel. The existing lower ground floor level would be converted from parking to provide a bin store area, plant room and linen process/storage area. The ground floor level would be subdivided to provide ten bedrooms (two would be family sized rooms). The rooms closest to Drury Lane would benefit from new windows. The rooms at the rear would utilise existing windows. Levels three-twelve would provide between sixteen and thirty rooms on each floor level. These rooms would utilise existing windows on front and rear elevations.
- 2.3 Adjacent to the main lift core in the centre of the development block is a staircase providing access to all floors and the ground floor. An emergency staircase and single lift is positioned at the opposite end of the corridor and also provides access to all floor levels and ground floor. The total amount of parking spaces would be reduced by 11 spaces to provide 36 spaces (7 of these would be disabled) and 28 cycle parking spaces would be provided at the lower ground floor level parking area of the main Travelodge building.

### Revision[s]

- 2.4 The original submission proposed a biomass boiler at roof level to provide over 20% of the onsite energy consumption from renewable energy. The Council is generally discouraging of the adoption of biomass boilers as this technology contributes Nitrogen Oxide (NOx) and Particulate Matter (PM10) emissions. The biomass boiler has been replaced by Combined Heat and Power (CHP) and air source heat pumps.

### 3. RELEVANT HISTORY

- 3.1 2008/3325/P - Erection of new double height extension to Drury Lane frontage of existing office building to house new reception – approved 26 September 2008. This planning permission has not been implemented

### 4. CONSULTATIONS

#### **Statutory Consultees**

- 4.1 English Heritage, Greater London Archaeology Service – No objection

#### **Conservation Area Advisory Committee**

- 5.2 Covent Garden CAAC – no response

#### **Local Groups**

- 4.3 Covent Garden Community Association – No objection
- The A3 use should be restricted to Patrons only.
  - Bar use to be seated at tables inside the restaurant.
  - No access to the public and no vertical drinking outside should be permitted.

#### **Adjoining Occupiers**

<i>Number of letters sent</i>	714
<i>Total number of responses received</i>	7
<i>Number of electronic responses</i>	1
<i>Number in support</i>	0
<i>Number of objections</i>	3

- 4.4 Objections have been received from 178High Holborn,71 Dudley Court, 188-189 Drury lane and comments have been received from 8 Stukeley Street, 182 Drury lane, 182A Drury Lane and 21 Macklin Street.

The following objections were raised;

- There is enough noise and air pollution in the area
- There is little light in my flat as it is
- Work to the building has started and it is very noisy, this impacts upon my health
- The windows will impact upon privacy and cause me to block out light through use of net curtains or blinds
- The existing hotel car park generates a lot of noise from taxis, deliveries and supplies etc
- An extension to the hotel would increase this noise pollution

- Concern regarding noise and disturbance throughout the construction work period

The following comments have been raised;

- No objection provided the A3 use is restricted to patrons use only
- The bar use should be seated at tables inside the restaurant
- No vertical drinking outside the premises should be allowed
- The way people approach and vacate the hotel (and the hours they do this) can be highly intrusive. We urge that this is considered

## 5. **POLICIES**

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

- 5.1
- |      |  |
|------|--|
| SD1  | Quality of life (complies);  |
| SD2  | Planning obligations (complies subject to S106);                     |
| SD3  | Mixed use development (complies);                                    |
| SD4  | Density of development (complies);                                   |
| SD5  | Location of development with significant travel demand (complies);   |
| SD6  | Amenity for occupiers and neighbours (complies);                     |
| SD9  | Resources and energy (complies subject to conditions);               |
| SD12 | Development and construction waste (complies subject to conditions); |
| H1   | New housing (complies);  |
| H2   | Affordable Housing (complies);                                       |
| H7   | Lifetime homes and wheelchair housing (does not comply);             |
| B1   | General design principles (complies);                                |
| B6   | Listed buildings (complies);   |
| B7   | Conservation Areas (complies);                                       |
| B9   | Views (complies);  |
| N4   | Providing public open space (complies subject to S106);              |
| N5   | Biodiversity (complies subject to conditions);                       |
| N8   | Ancient woodlands and trees (complies subject to conditions);        |
| T1   | Sustainable transport (complies subject to S106);                    |
| T3   | Pedestrians and cycling (complies subject to conditions);            |
| T4   | Public transport (complies);   |
| T8   | Car free housing and car capped housing (complies subject to S106);  |
| T9   | Impact of parking (complies);  |
| T10  | Works affecting highways (complies subject to S106);                 |
| E2   | Retention of existing business uses (complies);                      |

### **Other Relevant Planning Policies**

- 5.2 Planning obligations (complies subject to S106);  
Car free housing (complies subject to S106);

## 6. **ASSESSMENT**

- 6.1 The principle material considerations when assessing this application are;

- a) Land use – principle of loss of office and creation of hotel use
- b) Impact upon the character and appearance of the area
- c) Impact upon residential amenity
- d) Transport issues
- e) Sustainability issues
- f) Community safety issues
- g) Section 106 legal agreement

A) LAND USE

Loss of B1 use

- 6.2 Policy E2 seeks to protect employment uses where there is potential for that use to continue. The London Borough of Camden Unitary Development Plan 2006 (UDP) in particular seeks to safeguard large sites of over 1000 sqm as these can provide for a variety of employment uses. Where a site does not have potential to continue the existing business use, consideration needs to be given to maintaining on site an alternative business use, with priority given to flexible space for B8 storage and warehouse or B1c light industry.
- 6.3 In relation to this site, the premises have been vacant since December 2008, this is when the long term lease holders, British Telecom vacated the premises. The application submission states that from 2003 BT were looking to sub-let parts of the building without success. Therefore marketing has been undertaken both prior to and after BT permanently vacated the premises, over a period of at least five years.
- 6.4 The dated nature of the office floorspace is considered to be a significant barrier to attracting potential occupiers. The applicants state that the lifts and air-conditioning within the building would require a wholesale upgrade, which in turn would have an impact on the potential viability of any future office premises, particularly as there is no guarantee that the premises would be let, even with refurbishment. Indeed, the applicants have referred to information from Driver Jonas which would suggest that a continued office use would remain vacant for some time, and could only be let in the current market if low levels were offered alongside significant rent-free periods. This would not be a viable proposition for the owners of the site.
- 6.5 The applicants have also submitted information regarding the situation of the office market within Holborn/Midtown. The submitted information suggests that while the amount of available office floorspace in the area continues to rise, rental levels continue to fall. Considering the amount of available office space in the area, the likelihood of finding a tenant for a large and dated office property which lacks a number of modern facilities is unlikely. It is considered that the continued office use on this site is no longer viable. Therefore the loss of the existing office employment use is considered acceptable.
- 6.6 It is not considered that an alternative employment use such as B8 storage and warehousing or B1c light industry would be suitable for the site. The site is located within the centre of a road network characterised by a traditional narrow street

pattern and one-way road system. Therefore in terms of access, it is unlikely that a large B8 user for example would occupy such a premises.

- 6.7 It is unlikely that the building could be sublet to a range of small or medium size enterprises. The building has been designed as office floorspace for one user and therefore the building poses barriers to the conversion to small/medium size units. In addition given the current market situation and previous marketing as outlined by the applicants it is considered unlikely that the building could be sub let and used for small to medium size businesses.
- 6.8 Notwithstanding the above it should be acknowledged that the proposed use, although an extension to an existing use, is likely to provide additional employment opportunities and a large hotel use in this location would help to support business such as cleaning and catering companies.
- 6.9 The Council has negotiated a variety of employment and local procurement initiatives throughout the construction stage and once the hotel is fully functioning. The applicant has agreed to work with the Kings Cross Construction Training Centre to ensure that 15% of job vacancies in the construction of the development are filled by Camden residents. The signing up to the London Borough of Camden's local employment initiative would be secured by a Section 106 legal agreement.
- 6.10 In order to ensure that unemployed Camden residents, including people from groups who find it most difficult to secure work, are provided with opportunities to gain employment in the hotel extension, the Council would seek an agreement with Travelodge to liaise with Camden Working, as well as Job Centre Plus, in relation to filling vacancies in the hotel extension and restaurant. This would be secured by a section 106 legal agreement.
- 6.11 A third employment initiative which Travelodge is prepared to enter into is the Councils Local Procurement Code. This would ensure that Travelodge would work with the London Borough of Camden's Local Procurement team to purchase supplies and services from Camden based businesses, throughout the construction phase and beyond.

#### Proposed C1 use

- 6.12 Policy C5b states that the Council will grant planning permission or development of hotels provided that the proposal provides necessary off-highway pick up and set down points for taxis and coaches and is located in the Central London Area. Transport issues will be dealt with in more detail within the transport section of this report. However it is acknowledged that the proposal is seeking to extend and existing hotel. The existing hotel has the required access and off-highway drop off zones required and the application site is located within the Central London Area.
- 6.13 In summary the proposed loss of employment use and extension of an existing hotel use is considered to be acceptable given the quality, size and location of the existing building and the competitive B1 use market in the area. The extension to the existing hotel is considered to be well located and the Council welcomes the

local procurement and employment initiatives which the applicant has agreed to and would be secured by a section 106 legal agreement.

### Mixed use scheme

- 6.14 Policy SD3 (Mixed-use development) seeks to provide a mix of uses within developments in order to facilitate sustainable development and reduce the need to travel between homes, services and jobs.
- 6.15 In the Central London Area, where a proposal would result in an increase in commercial floorspace of more than 200sqm, a contribution to the supply of housing is expected. Where appropriate up to 50% of the additional floorspace should be provided for housing, except in the Hatton Garden area where a smaller provision may be accepted.
- 6.16 Hotel developments fall into this category, and as such the necessary residential contribution should be sought. In this case the amount of additional commercial floorspace is relatively small (approx 341sqm), and is marginally above the threshold. Also, it should be acknowledged that the proposed extension is intended as additional floorspace for an existing user.
- 6.17 The applicants have submitted information stating that it would not be plausible to provide 170.5 sqm of residential accommodation on site. There is not a separate entrance available to provide the residential accommodation within. Although the existing B1 entrance would not be utilised as an entrance by the hotel use, it could not be used as a private entrance to a residential unit as it would lead onto the communal lobby and lift area to be utilised by the hotel. There is no way that a separate entrance lobby and lift lobby enabling a segregated access could be provided for residential accommodation.
- 6.18 The applicants have also submitted information stating that they do not have any alternative buildings in the immediate area within their ownership. Therefore their ability to make physical off site provision of residential floorspace is significantly reduced, as the cost of procuring any alternative floorspace for this residential element is likely to affect the viability of the overall scheme.
- 6.19 In light of the above a payment in lieu of the physical provision of residential would be acceptable in this instance. In normal circumstances the Council would seek a viability appraisal from the applicants outlining the development economics of the redevelopment, in order to reach an agreeable sum, taking into account the existing use value of the site, and the residual value of the developed scheme. A financial appraisal has not been received as part of the application, however the applicants have agreed to a financial contribution of £230,000 towards the Councils affordable housing fund in lieu of residential provision on site.
- 6.20 The Council has used the Housing Corporations Total Cost Indicators (2005-6) which suggests that the cost of providing a 100sqm dwelling in Camden is £118,470. Therefore the proposed financial contribution would nearly provide two 100sqm dwellings in Camden. A 100sqm residential unit could accommodate up to 6 persons. The financial contribution would be ring fenced for affordable housing.



The Council welcomes the suggested financial contribution which would fund the provision of two affordable residential dwellings for 5-6 persons.

## B) IMPACT UPON THE CHARACTER AND APPEARANCE OF THE AREA

- 6.21 The proposal does not include much alteration to the main facade of the existing 'St Giles House' building. The main alterations to this existing wing are to insert eight new windows at ground floor level on the Drury lane frontage. The single storey extension would in fill an area in the middle of the existing Travelodge wings.
- 6.22 The proposed four sets of glass block windows low down at street level would be small areas of glass blocks. Whilst it would be preferable that these are windows, at this low level any benefit of natural surveillance would be minimal and glass blocks would be more secure and less likely to be damaged. The windows have been aligned with the fenestration above to give a uniform and ordered appearance to the facade. It is considered that the windows would preserve the character and appearance of the host building, wider area and setting of the Seven Dials (Covent Garden) Conservation Area and surrounding listed buildings .
- 6.23 The existing forecourt is located above street level and is accessed by steps leading up from Drury Lane. It is not considered that the space is particularly accessible or well used as a piece of open space. The area is predominately hard landscaped and includes concrete punctured vents from the underground car park below. The open space is also overshadowed by the mass of the built form around it.
- 6.24 It is this area of space where the single storey in fill extension would be located. The extension would accommodate a bar area and reception for the hotel. The sides would be clad in stainless metal shingles and bronze which contrasts with the heavy mass of the existing concrete clad and it would have a glazed front facade. The proposed materials have been submitted as part of the application and the officers consider the materials to be acceptable. Therefore a condition requesting the submission of materials would not be required.

## C) IMPACT UPON RESIDENTIAL AMENITY

### Surrounding occupants

- 6.25 The application site comprises purpose built buildings for commercial uses. The existing building has most recently been used as an office building and the existing Travelodge use has occupied the remaining half of the building.
- 6.26 The proposed use would increase the capacity of the hotel use. However, the existing servicing arrangements would be continued. The application site has a private service route that crosses the site between High Holborn and Shorts Gardens. The route provides access to the sites refuse store and hotel delivery intake as well as providing access to on-site parking facilities and lower pedestrian access which is used for dropping-off or picking up guests by taxi.

- 6.27 This existing servicing route would be maintained and the hotel management have stated in the submitted Servicing Management Plan that the extension of the hotel will not lead to the requirement for any additional linen/supplies delivery vehicles or refuse vehicles having to visit the site. Instead the existing service/refuse trips to the site will be more intensively used.
- 6.28 The principle servicing and operational deliveries associated with the site can be summarised as, 7 linen combined deliveries/collections per week, 6 food, beverage and other consumable deliveries per week. 1 alcohol delivery per week, 6 refuse collections per week by private contractor using euro/paladin bins and medium size refuse vehicles. All of these deliveries would enter the site on High Holborn between 178 High Holborn and the application site. The vehicles would provide the servicing functions at lower ground level within the application site and the vehicles would exit the application site onto Shorts Gardens.
- 6.29 The proposed servicing would follow the arrangement for the existing Travelodge building and the proposed increase in size to the hotel use would not result in a large increase in the amount of servicing vehicles accessing the site. Therefore it is not considered that the proposed change of use would have a detrimental impact upon the amenities of residents by reason of vehicles entering or exiting the site.
- 6.30 The capacity of the hotel would increase by 249 bedrooms. The proposal would include a new entrance extension fronting High Holborn. It is considered that the increase in the amount of visitors to the Hotel would be accommodated within the proposed larger entrance foyer/reception area. The majority of residents of the hotel would arrive by public transport. The application site is located within the Central London Area, which is characterised by a mix of residential and commercial uses. It is not considered that the increased capacity of the hotel would have any detrimental impacts upon the residents in the area by reason of increased visitor numbers to the hotel.
- 6.31 The proposed new bedrooms would utilise the windows of the existing office building. The windows would not change position or orientation. There are residential properties in the area, namely on the opposite side of Drury Lane and on the western boundary with 178 High Holborn and flats on Shorts Gardens. However, considering the position of the windows would remain unaltered it is not considered that the proposed Hotel use would have any further impacts of overlooking compared to the existing office use.
- 6.32 The proposal would include an enlarged restaurant/bar facility area. The Covent Garden Community Association and some neighbours raised concerns regarding the use of the A3 unit. The applicants have confirmed that the A3 use would predominately be used by residents of the hotel; however members of the public can use the restaurant if they choose. No areas for vertical drinking would be provided for the hotel. A condition would be attached to any permission granted ensuring that the flat roof area outside of the proposed entrance or the green roof area above the extension would not be used as sitting out area or for vertical drinking outside. This would protect the residential amenity of surrounding occupiers.

## Environmental health issues

- 6.33 The proposal would include plant equipment to be located at roof level, with air intake/exhaust via louvers in the sloping façade of the plant room structure at the rooftop level. The existing kitchen extractor fan would be used by the proposed kitchen. The nearest potentially affected noise sensitive façade is considered to be the LSE student accommodation block overlooking the rear of the site. A noise assessment has been submitted as part of the application and confirms that the proposal would comply with the London Borough of Camden's noise criteria for operation over 24 hour periods.
- 6.34 Appendix 1 of the London Borough of Camden's UDP contains noise and vibration thresholds for residential sites. The proposal includes hotel use rather than residential use. Therefore the internal noise requirements of the hotel bedrooms have been assessed in accordance with PPG24 (Planning and noise) which sets out guidance to local authorities on means to limit the adverse effect of noise. Paragraph 12 of PPG24 states that 'local planning authorities should consider carefully in each case whether proposals for new noise-sensitive development would be incompatible with existing activities'.
- 6.35 The proposed development can be considered as sensitive to the possible intrusion to hotel bedrooms of road traffic noise from High Holborn and Drury Lane, and it is necessary to demonstrate how this will be managed. The submitted noise impact assessment states that in order to ensure that the internal noise levels would be acceptable to hotel residents a secondary glazing system would be introduced. This would include a natural ventilation path. The secondary glazing system would be selected to achieve a sound insulation performance of not less than 30 dB (in isolation). The details of these mitigation measures would be dealt with by a condition attached to any permission granted.

## D) TRANSPORT AND ACCESS ISSUES

### Transport

- 6.36 The application site is located within the Clear Zone Region in Central London and has a Public Transport Accessibility Level (PTAL) of 6b (excellent). A Transport Assessment (TA) has been submitted in support of the application. The Transport Assessment estimates that an additional 116 walking and public transport trips per day would be generated as a result of the proposed change of use. Of these 39 would be completed on the underground tube network, 17 by bus, 29 by train and 32 walking. Although the main mode of most of these will be public transport, all of them will walk the final leg to the site.
- 6.37 It is considered that the impact upon the pedestrian infrastructure and public transport would be negligible. However, a financial contribution of £20,000 would be secured by a Section 106 legal agreement to provide Legible London signage within central London. Legible London is a central London wide pedestrian signage and way-finding initiative, which involves inner and central London boroughs and Transport for London (TfL) working together to install pedestrian signage and way-

finding information signs throughout central London. The main aim is to enable people to realise how quick and easy it can be to walk to a location rather than take public transport. This is particularly true for visitors staying in hotels as they tend not to know their way around and rely heavily on public transport, even when it may be quicker to walk. Legible London will address this and aims to educate people so that they choose more sustainable modes of transport where possible.

- 6.38 Policy T3 (pedestrians and cycling) of the Councils UDP states that the Council will only grant planning permission for development that it considers to make satisfactory provision for pedestrians and cyclists. The proposal is for 6548 sqm of C1 (Hotel) space. Therefore 28 cycle parking spaces are required. It is considered that 28 cycle parking spaces can be accommodated within the site. Therefore a condition would be attached to any permission granted ensuring the provision for a minimum of 28 cycle storage/parking spaces to be designed to the Councils specifications.
- 6.39 The existing Travelodge Hotel currently has 32 car-parking spaces off-street at the rear of the site. The existing office building has 14, bringing the total to 46. It is proposed to remove 17 spaces, leaving 29 after the proposals are implemented. There is 1 disabled space currently, which the applicant proposes to increase by 6, bringing the total up to 7. The total number of parking spaces proposed for this site, including standard and disabled spaces, would be 36. Travelodge guests are required to pay £15 to park a car for 24 hours in the Travelodge car park. The applicant's state that the existing parking is underused, which is understandable given the accessibility of the location. It is not considered that the proposal would displace parking on to the street. The loss of parking is considered to be acceptable.

### Access

- 6.40 The application includes the provision of 16 bedrooms within the proposed conversion to be fully wheelchair accessible. Out of an overall extension of 249 bedrooms this equates to approximately 7% of new bedrooms being fully wheelchair accessible. Although desirable in any hotel development, Policy H7 does not specifically refer to commercial hotel developments to be under the same duty as residential buildings to require 10% of all new 'units' to be fully wheelchair accessible. The number of wheelchair units as proposed by the applicants is therefore acceptable in this instance.

## E) SUSTAINABILITY ISSUES

### Renewable technologies

- 6.41 Developments over 1,000sqm must include provision renewable energy on site. The provision of 10% of energy requirements of any new development to be provided through renewable energy sources, as specified in the CPG, has been superseded by further amendments to the London Plan in February 2008. This has specified that new developments should aspire to meet a 20% target.

- 6.42 If any renewable energy technology is proposed the applicant should make sure they have followed the Mayors energy hierarchy (1. use less energy, 2. use renewable energy and 3. supply energy efficiently) to show that renewable energy is not just an 'add-on'.
- 6.43 The conversion of the building from office use to hotel would reduce CO2 emissions by 13%. On top of this there is a further saving due to the actual refurbishment works and incorporation of energy efficient technologies as part of this. This reveals significant further CO2 savings so that overall the conversion, refurbishment and new installations will reduce CO2 emission by 31.6%. This is a significant saving and reflects the high energy efficiency of the new building fabric and content compared to the old.
- 6.44 The original application included proposals for a biomass boiler. This would have provided 23.6% of the on site energy requirements to be provided through renewable technologies. However, the Council can not support this form of renewable technology in this area considering that this technology contributes to NOx and PM10 emissions. The Council experiences existing problems with poor air quality and has failed to meet the Governments air quality objectives for nitrogen dioxide and particulate matter. Therefore biomass boilers are considered to be unfavourable especially given the central London location of the application site.
- 6.45 The applicants have revised the scheme to include Combined Heat and Power (CHP) and air source heat pumps (energy efficient, low carbon and renewable technologies). The proposal would provide 11% of the onsite renewable energy requirements on site. The split is 10.1% for the CHP and 0.85% for the air source heat pumps. Although the proposal would not achieve the 20% target that the London Plan says developments should aspire to meet it should be acknowledged that the proposal includes the conversion of an existing 1970s building and therefore retrofitting a building with renewable energy technology is more complex than including renewable energy within the design of a new building.
- 6.46 The applicants have considered other renewable technologies including solar thermal, however these were not included in the final proposal as it would fight against the CHP unit for CO2 savings meaning the CHP unit wouldn't achieve 10.1%. In addition the solar thermal panels would have at a maximum provided an additional 1% of on site renewable technology and would have taken a period of 60 years to re-coup the costs of installing these.

### BREEAM

- 6.47 The applicants have submitted a BREEAM pre-assessment proposal which indicates that the proposal would achieve a very good rating. However the scheme falls slightly below the required standard on energy within the pre-assessment. However, given that this is marginal and in light of the other high scores achieved by the proposal it is considered acceptable. A legal agreement would be secured if permission is granted to ensure a full BREEAM assessment prior to the implementation of the scheme.

- 6.48 A brown roof has been included in the flat roof area of the proposed restaurant/entrance extension. This is welcomed by the Council and will increase the biodiversity of the site. A condition would be attached to any permission granted requiring full details of the proposed living roof.
- 6.49 Although the proposal involves a large floor area, the actual additional commercial floorspace provided is relatively low (341sqm), and falls under the threshold at which commercial developments should make a contribution to open space. In light of this no contribution towards open space is required.

#### F) COMMUNITY SAFETY ISSUES

- 6.50 In accordance with policies B1b and SD1d (Community safety), measures have been incorporated into the design of the proposed conversion to promote personal safety and security and to reduce crime and the fear of crime, taking into account the Secured by Design principles.
- 6.51 The scheme was discussed with the Metropolitan Police's Crime Prevention Design Advisor at the pre application stage. As a result of these discussions the applicants amended the scheme, to prevent drug users frequenting the application site. The submitted crime prevention statement describes the design approach to the proposal. This includes providing automatic 2 metre high gates to both High Holborn and Shorts Gardens access to restrict any unauthorised vehicular or pedestrian access to the undercroft parking area. Providing a railing 1.8m high to a low wall adjacent to Shorts Gardens ramp to stop unauthorised access into the basement car park and to infill a void adjacent to vehicle exist ramp with grating to stop use of small voided area being used by unauthorised personnel. The proposal is considered to comply with Secured by Design principles.

#### G) SECTION 106 LEGAL AGREEMENT

- 6.52 Chapter 33 of the Camden Planning Guidance, Planning Obligations – Area regeneration (paragraphs 33.17 to 33.21) state that the Council will seek to negotiate employment and training clauses in section 106 legal agreements in the case of major developments in order to open up job opportunities for local unemployed residents and support the local economy, in accordance with policy SD1 of the replacement UDP. The proposed development at 1 Drury Lane includes 6889 sqm of commercial space, so the proposal falls within the thresholds for employment obligations (over 1,000 sqm commercial space).
- 6.53 The applicants have indicated that they are willing to agree to work with Kings Cross Construction, the Council's construction training centre in Kings Cross, to ensure that 15% of employees working in the construction of the development are recruited from Camden's resident population. Therefore a head of term to the section 106 legal agreement would be that reasonable endeavours are undertaken and that the developer works with Kings Cross Construction to ensure that 15% of employees working in the construction of the development are recruited from the London Borough of Camden's resident population.

- 6.54 Two further heads of terms would be included to the section 106 legal agreement. These are firstly, that the applicants would work with Camden Working, the Council's employment brokerage initiative, in relation to the recruitment of staff to work in the hotel and restaurant after completion and secondly to work with the Council's Local Procurement team to, where possible, procure goods and services from local businesses during the construction of the development. This is welcomed by the Council and will enhance the employment and local procurement opportunities within the Borough.

## **7. CONCLUSION**

- 7.1 The proposed change of use from Office (B1 use) to Hotel (C1 use) is acceptable. The existing office floorspace could not be used for flexible employment uses. The office floorspace would need to undergo substantial refurbishment to meet modern day needs and even if this was undertaken the premises would not compete with the office market in Holborn. Therefore the loss of B1 floorspace is considered acceptable. The proposed hotel use would provide accommodation for tourists in the area which would in turn support local businesses. The proposal would be subject to a legal agreement which would ensure that local employment and procurement opportunities are provided.
- 7.2 The benefits of bringing the building back into occupation and converting a large building into a use which is more likely to ensure occupation in the future is welcomed by the Council. Although residential floorspace has not been included within the proposed conversion it is considered that the financial contribution towards affordable housing in lieu of this is acceptable and would be ring fenced solely for affordable housing. The proposed conversion would include retrofitting the existing building to include sustainable forms of technology. The proposal would include a reduction in the CO2 emissions of the building by 31.6%, in addition a further 11% of the energy produced on site would be provided by renewable forms of technology. The proposed use is considered to maintain the vitality, viability and character of the area and the overall proposal is considered to enhance the character and appearance of the wider area and function of the area generally. There are no detrimental implications for nearby residents.

## **8. LEGAL COMMENTS**

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

## **9. RECOMMENDATION 1**

- 9.1 That planning permission be granted subject to conditions and to the satisfactory conclusion of a Section 106 Planning Obligation covering the following heads of terms:

with the following heads of terms –

- Development should be car capped
- Travel Plan for the whole site not just the proposed extension
- Construction Management Plan

- Servicing Management Plan
- A financial contribution of £20,000 towards Legible London pedestrian signage and way-finding initiative
- A financial contribution of £230,000 towards affordable housing in lieu of residential provision on or of site
- A full BREEAM assessment submitted and approved prior to works commencing on site and implementation of the scheme in accordance with these details
- To work with Kings Cross Construction, the Council's construction training centre in Kings Cross, to ensure that 15% of employees working in the construction of the development are recruited from Camden's resident population
- To work with Camden Working, the Council's employment brokerage initiative, in relation to the recruitment of staff to work in the hotel and restaurant after completion and
- To work with the Council's Local Procurement team to, where possible, procure goods and services from local businesses during the construction of the development.

## **10. RECOMMENDATION 2**

10.1 In the event that the Section 106 agreement referred to above has not been completed within 13 weeks of the date of the registration of the application, the Head of Development Control be given authority to refuse planning permission on the grounds relating to failure to enter into a undertaking for a travel plan, car capped agreement, Construction Management Plan, Service Management Plan, financial contribution towards Legible London, financial contribution towards affordable housing, BREEAM assessment, local procurement strategy, endeavours to ensure 15% of the workforce comprises London Borough of Camden residents and to work with Camden Working in relation to the recruitment of staff to work in the hotel and restaurant after completion.