

Ward: Bloomsbury

Grade II Listed Building

Address : 23 Macklin Street, WC2

Date of Application : 16/09/1998

Application Number: PS9804888 ' Case

Officer: John Davies

LONDON BOROUGH OF CAMDEN
TOWN AND COUNTRY PLANNING ACTS

3 DEC 1998

RECOMMENDATION AGREED
ON BEHALF OF THE COUNCIL

Proposal :

Change of use and works of conversion from use within Class B1 to use as a single family dwelling with a self-contained flat together with external alterations, as shown on drawing numbers 058/41/100; 058/41/000-005, 010, 012, 013, 015; 058/41/SU01-06; and 058 /41/DM03-DM04.

RECOMMENDATION SUMMARY : Grant Planning Permission (conditions)

Type of Application: Listed Building Consent

Date of Application : 16/09/1998

Application Number: LS9804889 Case File: P14/31/8

Proposal :

Works of external and internal alteration and refurbishment in connection with the conversion of the building to use as a single family dwelling and flat, as shown on drawing numbers 058/41/100; 058/41/000-005, 010, 012, 013, 015; 058/41/SU01-06; and 058/41/DM03-DM04.

RECOMMENDATION SUMMARY : Grant L B Consent with conditions

Analysis Information

Land Use Details

Existing

B1 Business

Sq Metres

640

Proposed

C3 Dwelling House

1217

Parking

PG = general parking spaces

PD = disability parking spaces

Existing :

Proposed : PG 2

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OFFICER REPORT:

1. SITE

1.1 Macklin Street runs parallel and to the south of High Holborn between Drury Lane and Newton Street. No.23 is on the north-west side just to the west of its junction with Stukeley Street. No.23 comprises a triple height building with a ground and first floor with a small basement. The first floor comprises a large double height volume extending to roof level. The whole building is vacant. Since June 1982 the building has been included in the statutory list of buildings of special architectural or historic interest, Grade 2. It is also designated by English Heritage as a building at risk. The building is in the recently extended Covent Garden conservation area.

1.2 Macklin Street operates as a one-way street from south west to north east. It is very narrow, particularly in the vicinity of the application site where, as a result of a pavement widening, the carriageway is only about 9 feet wide. Immediately in front of the premises and extending for the full width of this property, there is no pavement.

1.3 Macklin Street on the whole has a mixed character. No. 25 to the east of No. 23 has authorised use for B1 purposes. No. 21 is used as offices of CGCA together with residential and No. 19 is also residential. Immediately opposite the premises is a 4-storey primary school together with a three storey block of 15 flats. Apart from the application site, no 25 and the almshouses next to 19 Macklin Street are listed Grade II.

2. PROPOSAL

Original

Planning and listed building applications have been submitted by Paxton Locher architects on behalf of Mr A. Perrin for:

- i) Change of use and works of conversion from use within Class B1 to use as a single family dwelling with a self-contained flat together with external alterations.
- ii) Works of external and internal alteration and refurbishment in connection with the conversion of the building to use as a single family dwelling and flat.

3. RELEVANT HISTORY

3.1 The original purpose of the building, which dates from 1851, was for theatre scenery painting which resulted in its unusual internal design. When in use for scene painting cloths were hung on the three blind arcaded rear and side walls and lifted and lowered to the required positions of the scene painter positioned at first floor level. The building in the 1970s was used for scenery building.

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3.2 In November 1978 planning permission was granted for the use of the premises for industrial purposes (recording studio) including internal works and the creation of two additional floors within the building.

3.3 In November 1979 an appeal against the imposition of two Conditions on the November 1978 permission concerning a restriction on the hours of live recording and the retention of an existing off-loading facility, was upheld.

3.4 In April 1981 a planning application was submitted for alteration to the building including an additional storey in connection with light industrial use of the premises.

3.5 On 7 June 1982 the building was included in the Statutory List as Grade 2.

3.6 In December 1982 an application was submitted for Listed Building Consent for alterations and extensions to the building.

3.7 On 30 June 1983 the Council resolved that had appeals not been lodged against non-determination of the above mentioned planning and Listed Building applications they would have been refused.

3.8 A Public Inquiry was held to consider the appeals and a decision was issued by the Secretary of State in July 1984. Planning permission was granted for alterations to the building to provide four floors of light industrial floor space and ancillary accommodation at roof level subject to three conditions. Firstly, that the building works to be begun not later than 31 July 1989; that a proposed fire escape to be screened in accordance with plans to be approved by the Council and details and samples of all materials to be submitted to and approved by the Council before works commenced. Listed Building Consent was refused on appeal in view of insufficient details of the proposed mansard, external materials and fire escape staircase. Nevertheless, the Secretary of State indicated in his letter that the proposed works would be acceptable in principle.

3.9 In October 1988 details of materials submitted pursuant to the condition on the appeal were approved by the Council. On the same date Listed Building Consent was approved for works of demolition and rebuilding including the rebuilding of the front elevation and new floors and a third floor mansard extension.

3.10 In June 1989 duplicate planning applications were approved for alterations to the building to provide a basement and five floors of B1 floor space including a mansard roof (as an amendment to the scheme permitted on appeal). At the same time duplicate Listed Building Consent applications for works of demolition and rebuilding, including the rebuilding of the front elevation and new floors and erection of mansard extension were also approved. In May 1994 planning and Listed Building applications were submitted seeking renewal of the planning and listed building approvals granted in 1989. These applications were subsequently withdrawn for reason of lack of progress in dealing with archeological implications of the development.

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3.11 In March 1996 planning and listed building applications for the demolition of the existing building and the erection of a 7 storey building to provide 12 self-contained flats. The proposed mix comprises 2 one bedroom flats, 8 two bedroom flats and 2 three bedroom flats. The scheme incorporates small patio gardens at the rear for the ground floor flats and terraces and balconies for the upper floor flats on the front and rear elevations. No car parking on site was provided.

3.12 These applications were refused planning and listed building consent in November 1996.

3.13 In July 1998 planning permission was granted for change of use and works of conversion from use within Class B1 to use as 6 self-contained flats together with Class B1 (office) floorspace at ground floor level. Listed building consent was granted for associated works.

4. RELEVANT POLICIES

Covent Garden Action Area Plan:

B.7.16-B.7.18 - theatre uses in the area.

Draft UDP:

Relevant policies include the following:

HG5 - seek residential floorspace in mixed use schemes
HG11- seek increase in housing land
HG12 - seek residential in non residential buildings deemed surplus to requirements.
HG15- visual privacy and overlooking
HG20- new build mix

EC5 - protect employment uses

EN33 - Conservation Area test
EN43 - alterations to listed buildings
EN45- original use of listed buildings
EN47- restoration of listed buildings

The Inspector's report on the Public Local Inquiry into objections to the Deposit Draft Unitary Development Plan was published in January 1997. The Council's Environment Committee formally considered the report's findings and the Council's response at a special meeting on April 29th 1998. The Committee agreed a draft Statement of Decisions on all of the Inspector's recommendations save those relating to the Inspector's chapter on the Central London Area. Proposed modifications and the Statement of Decisions were placed on deposit on 10th June 1998 for a statutory consultation period of six weeks, which expired on 22nd July 1998.

The Council's proposed Modifications constitute a material planning consideration to be taken into account alongside the Council's draft UDP policies, the Inspector's report and the policies contained within the statutory Borough Plan.

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Objections to the proposed Modifications are currently being processed, and it is anticipated that the Council will be in a position to formally respond to these soon.

5. CONSULTATIONS

5.1 Statutory Consultee Comments

English Heritage have not flexibly authorised the listed building application. They have issued an authorisation approving the scheme subject to conditions.

Cross Rail have been consulted on the proposals.

5.2 Conservation Area Advisory Committee Comments

None.

5.3 Local Group comments

CGCA have not submitted any comments to date.

5.4 Adjoining Occupiers	Number Notified	24
	Replies Received	00
	Objections	00
	In support	00

6. ASSESSMENT

6.1 The main issues for consideration are the principle of the proposed use, the impact of the proposed conversion works on the listed building, compliance with residential standards and parking policies.

Principle of Proposed Uses

6.2 Officers consider the existing use falls within Class B1. The relevant policy is EC5 in the draft UDP regarding protection of business class floorspace. The principle of the loss of Class B1 floorspace was accepted in the determination of the recent July 1998 proposal for 6 flats and some B1 floorspace. This scheme provides no B1 floorspace. Policy EC5 seeks to retain employment sites within Classes B1-B8 considered suitable for such uses on grounds of accessibility, size, location and condition. An exception may be made where the proposed use is from office use within Class B1 (a) to a residential use. It is therefore considered that loss of all B1 floorspace is acceptable. It is also relevant to note that the building has been vacant and under-used for over 15 years, the building is listed and on English Heritage's Buildings at Risk Register; and the surrounding road network and vehicular access arrangements are very constrained resulting in a likelihood of on -street servicing.

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Impact on Listed building

6.7 The proposals retain the existing flank walls, roof and front facade with the benefit of a repairs programme. External alterations are proposed to the front elevation, the roof and the NW elevation. Internally, it is proposed to retain the existing timber first floor and insert additional upper floors within the existing building envelope, but not extending across the whole building area. Large areas of the existing rear and side walls are not build up against and therefore a significant part of the internal character of the space is retained.

6.8 On the **front elevation**, the existing relationship of solid masonry to openings is retained with renovated or replacement metal framed windows on each floor on either side of a central opening comprising fixed industrial timber door openings. The existing ashlar effect render would be removed and the original brick facade made good. New timber doors are proposed at ground floor level. The proposed treatment of the front elevation is not totally acceptable and the treatment of the heads of the blind arches either side of the main entrance at third floor level is not approved and subject to further consideration as part of the detailed consideration of the front elevation reserved by condition.

6.9 The **roof** profile, timber structure and height would be maintained with an additional opening rooflight in the centre of the roof enclosing a roof garden. The existing tiled roof covering would be replaced by slates.

6.10 New window openings are proposed in the **SW elevation** on ground to 3rd floor levels. Also a small garden area is proposed at ground floor level together with a first floor terrace garden over. It is recommended that a condition be added requiring details of the proposed enclosure of this area in order to ensure that no unreasonable overlooking is likely to arise.

6.11 Internally, it is proposed to arrange the accommodation in a T shape above first floor level with open void areas in front of the back wall and side walls. Overall, it is considered that the works are satisfactory in the context of the listed building and the external works are considered to preserve the character of the recently extended Conservation Area.

Compliance with residential standards

6.12 The proposed accommodation comprises a 7 bedroom single family dwelling together with a one bedroom unit which would be staff accommodation. The accommodation is arranged such that daylight from the front and sides reaches as much of the floorspace as possible. The scheme provides unusually large residential accommodation of much character and a reasonable level of amenity.

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Parking Policies

6.13 The Council's parking standard for new development requires the provision of 0.5 to 1 space per unit. The scheme includes 2 car parking spaces at basement level accessed from the ground floor by a ramp. A proposed turntable facilitates manoeuvring at basement level. The level of car parking provision on site meets the Council's standard.

7. LEGAL COMMENTS

7.1 In determining any planning application in a Conservation Area the Council are required under Section 72 of the Listed Buildings Act 1990 to pay special attention to the desirability of preserving or enhancing the character or appearance of that area.

7.2 In considering whether to grant planning permission for development which effects a listed building or its setting, or considering whether to grant listed building consent the Council is required under the Listed Buildings Act 1990 to have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.

8. RECOMMENDATIONS

i) Grant Planning Permission

Condition(s)

✓ 1. The details of the elevations and facing materials to be used on the building shall not be otherwise than shall have been submitted to and approved by the Council before any work on the site is commenced. The proposed treatment of the semi-circular arches at third floor level on the front elevation are not approved as part of this permission. (CD01) amended 22.01

✓ 2. Construction work shall not begin until detailed design and method statements for all the ground floor structures, foundations, basements and other structures (including piles) below ground level which accommodate:

i) the proposed location of the Cross Rail structures and tunnels, including ground movement arising from the construction thereof;

ii) the effects of noise and vibration arising from the use of the running tunnels,

have been submitted to and approved in writing by the local planning authority; all works which form part of the design and method statements shall be completed before any part of the building is occupied.

as requested by Crossrail

✓ 3. A construction method statement, including details of the access/egress for construction vehicles, in respect of the works hereby approved shall be submitted to and approved by the Council before any works start on site and shall be implemented in full.

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22.01

- ✓ 4. Details of proposed enclosures to the garden balcony at first floor level, including measures to prevent overlooking of adjoining occupiers, shall be submitted to and approved by the Council before the building is occupied.

In order to safeguard the privacy of adj. occupiers.
Informative

- ✓ 1. London Regional Transport has indicated its preparedness to provide guidelines in relation to the proposed location of the Crossrail structures and tunnels, ground movement arising from the construction of the running tunnels, and noise and vibration arising from the use of the running tunnels. Applicants are encouraged to discuss the guidelines with the CrossRail Engineer in the course of preparing detailed design and method statements.
- ✓ 2. The proposed treatment of the semi-circular arches at third floor level on the front elevation are not approved as part of this permission as the council wishes to give further consideration to the design of this element of the facade as part of the approval of details of the front elevation.

ii) Grant Listed Building Consent

Condition(s)

- ✓ 1. The works hereby approved are only those specifically indicated on the drawing(s) referred to above. The proposed treatment of the semi-circular arches at third floor level on the front elevation are not approved as part of this permission. (CL07) *~*
- ✓ 2. The position, type and manner of installation of all new and relocated services and related fittings shall be adequately specified in advance of any work being carried out, and the prior approval of the local planning authority must be obtained wherever these installations are to be visible or where ducts or other methods of concealment are proposed.
- ✓ 3. All new works of making good to the retained fabric, whether internal or external, shall be finished to match the adjacent work with regard to the methods used and to material, colour, texture and profile. (CL05)
- ✓ 4. Detailed drawings, or samples of materials, as appropriate, in respect of the following, shall be submitted to and approved before the relevant part of the work is begun (CL08):-
- a. specification of repairs;
 - b. method statement for structural works;
 - c. brickwork repairs; method of dealing with cracking and re-pointing;
 - d. details of connections between floors and existing walls;

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- e. method statement for brickwork cleaning and paint removal;
- f. new external joinery;
- g. render to front elevation; sample panels of exposed brickwork shall be provided for inspection by the local planning authority. Proposals for removal of render, or the repair of the existing render, as deemed appropriate by the local planning authority, shall be submitted for approval.

1-4 2001

Informative

1. You are advised that if it is necessary to rebuild all or part of the front elevation as part of works to remove the existing render this is likely to be treated as a material change from the consent hereby granted and as such would require separate listed building consent.

Reasons for Conditions

- 1-4. In order to safeguard the special architectural or historic interest of the building.

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