

Address:	School Of Hygiene And Tropical Medicine Keppel Street London WC1E 7HT	
Application Number:	2006/0895/P and 2006/0900/L	Officer: Elaine Quigley
Ward:	Bloomsbury	Case File:
Date Received: 20/02/2006 Proposal: Erection of a 6 storey infill extension within the south courtyard to existing educational institution (Class D1) after demolition of the existing two storey theatre building to create 2,399 square metres of lecture theatre/research office space with bridge links to existing building, meeting rooms, social space, ancillary facilities with associated infrastructure, plant, heating, cooling and ventilation, including the relocation of plant and other accommodation works. Drawing Numbers: Location Plan; 05301 D 001A; 002A; 003A; 004A; 005A; 006A; 007A; 008A; 009A; 010A; 011A; 012A; 013A; 014A; 015A; 017A; 018A; 019A; 0020A; 0021A; 0022A; 0023A; 0024A; 0025A; 0026A; 0027A; 0028A; 0030A; 0031A; 0032A; 0033A; 0034A; 0035A; 0036A; 0037A; 0040A; 041A; 0042A; 0043A; 0044A; 0045A; 050A; 051A; 052A; 053A; 054A; 055A; 056A; 057A; 058A; 059A; 060A; 061A; 070A; 071; 72; 073; 074; 075; 076; 077; 080; 081; 05301 L 001A; Supporting Documents- Volume 1; Volume 2.		
RECOMMENDATION SUMMARY: Grant subject to conditions.		
Related Application?	Y	
Date of Application:	27/02/2006	
Application Number:	2006/0900/L	Case File:
Proposal: as shown on drawing numbers: Same as above		
RECOMMENDATION SUMMARY: Grant subject to conditions.		
Applicant:	Agent:	
School Of Hygiene And Tropical Medicine	NAI Fuller Peiser	
Keppel Street	Whittington House	
London	19-30 Alfred Place	
WC1E 7HT	London	
	WC1E 7EA	

ANALYSIS INFORMATION

Land Use Details:

	Use Class	Use Description	Floorspace
Existing	<i>D1 Non-Residential Institution</i>		19,629m ²
Proposed	<i>D1 Non-Residential Institution</i>		22,028m ² +2,399m ² or +12%

OFFICERS' REPORT

Reason for Referral to Committee:

The proposal is defined as a 'major' application involving the creation of more than 1000m² of non-residential floorspace. Any granting 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)).

1. SITE

- 1.1. The application site relates to the London School of Hygiene and Tropical Medicine on the northern side of Keppel Street and is bounded by Gower Street to the west and Malet Street to the east. It is surrounded by a large concentration of university and institutional buildings. The total site area is 4610m².
- 1.2 The site comprises the internal south courtyard of the Keppel Street building that contains a Lecture Theatre block (the Goldsmith and Manson lecture theatres) together with computer rooms contained within the basement in the southeast lightwell. It is attached to the south courtyard and occupies slightly less than half of the open courtyard. The existing courtyard building has been constructed using plain London stock brick. It's design has a pared down Art Deco feel with windows arranged in diagonal formation and simple recesses in the brickwork to define window bays. It is currently used for storage purposes and has a range of service ducts and pipes that access the internal façade windows. The courtyard is overlooked by windows of the main school that serve corridors along the East/West elevations and research laboratories, offices, toilets and stairwells.
- 1.3 The site is within the Bloomsbury Conservation Area and the building is a Grade II Listed Building (listed in 1982). The site is also within the designated University Precinct area.

2 THE PROPOSAL

- 2.1 The application seeks full planning permission for the existing two storey Lecture Theatre block to be demolished and replaced with a 6 storey infill extension within the south courtyard of the existing educational institution (Class D1) to create 2,399 square metres of lecture theatre/research office space with bridge links to existing building, meeting rooms, social space, ancillary facilities with associated infrastructure, plant, heating, cooling and ventilation, including the relocation of plant and other accommodation works.

- 2.2 The lower ground floor would provide a café/atrium space with smaller lecture rooms, IT Department and circulation space. At ground floor level the proposal is to reinstate the historic entrance foyer layout and to provide new circulation/function space and a central circulation axis connecting the south/north courtyards of the building and small meeting rooms. The first and second floors would provide a “state of the art” 300 seat lecture theatre and the third to fourth floors would provide open plan research space. A plant deck will be installed within the fifth floor including the provision of a new ventilation, cooling and heating systems for the development.
- 2.3 The new infill development will sit centrally within the courtyard and will be set away from the existing courtyard walls to allow daylight to permeate down to the existing courtyard windows. The separation distance from the existing internal courtyard walls varies from 2.8m from the central east-west ‘link accommodation’ of the existing building, to 3.8m from the main north-south side wings, to over 8m from the main front entrance wing. The building will be freestanding within the courtyard and will be connected via bridge links and stair and lift core to the existing building. This will allow the existing courtyard elevations to be seen from within the open void spaces around the infill building in the courtyard area and will allow a much improved circulation space from the main entrance hall in Keppel Street at ground floor level.
- 2.4 The building has been designed to contrast with the existing brick facades of the courtyard areas and would mainly consist of steel, timber and glass. The visible edges of the new floor plates will be enclosed in a white finish with glazed balustrades and screens.
- 2.5 A new staircase will be incorporated within the development and will be enclosed in a glass curtain wall system to ensure a high degree of transparency through the existing courtyard walls.
- 2.6 20 cycle parking spaces have been proposed within the existing lower ground floor of the building. It is proposed to install standard “sheffield” type cycle racks of galvanised mild steel.

3. RELEVANT HISTORY

- 3.1 There is a long and detailed planning history associated with this site dating back to the 1950’s. The main permissions and current applications are listed below:
- 3.2 Planning and listed building consent was granted on 17/02/2003 for the erection of an extension within the North Courtyard, comprising basement, lower ground and 5 upper floor storeys to provide research and office floor space. These consents amended a previous scheme approved on 20/5/02 by way of variations to building height, additional pipework, replacement of ground floor window, door and installation of vents at ground floor level.
- 3.3 Planning and listed building consent is currently being sought for external works in connection to the relocation of the data centre from the basement area of the west lightwell of the South Courtyard to the lower ground floor of the Gower Street wing and erection of plant deck on lean-to structure in North Courtyard, including installation of pipework. These applications are pending consideration (ref nos. 2006/2044/P and 2006/2047/L).

- 3.4 Planning and listed building consent is being sought for the extension and refurbishment of part of the 4th and 5th floor levels involving the replacement of existing roof plant, together with the erection of 3x wind turbines and photo-voltaic arrays on the roof and other associated works (ref nos. 2006/1865/P and 2006/1869/L).

4. CONSULTATIONS

Statutory Consultees

- 4.1 **English Heritage** have confirmed that the principle of the loss of the altered lecture theatre and development within the space is acceptable. Advised that any new development should retain a strong element of subordination to the listed building. Concern has been raised regarding the detailed design of the scheme. Clarification has been required for the need to raise the height of the extension and require assurances on its lack of visibility from the surrounding viewpoints. A second issue of concern is the contrast in design between the curved oval form of the theatre to rectangular plan-form of the floors above. It is suggested that the refectory break-out area at lower level be treated as outdoor space in terms of landscaping and that the original steel windows in the Gower Street and Keppel Street elevations are replaced.

Conservation Area Advisory Committee

- 4.2 **Bloomsbury Conservation Area Advisory Committee** raised concern about the potential loss of the theatre, the height of the new atrium roof and the potential impact on the building and the wider area. Requested further illustration explaining the impact of the proposal.

Local Groups

- 4.3 **Twentieth Century Society** raises no objections to the scheme as it is considered that the courtyards are utilitarian to the more significant street facades of the listed building and the existing lecture theatre is of little interest.

Adjoining Occupiers

<i>Number of Letters Sent</i>	<i>37</i>
<i>Number of responses Received</i>	<i>04</i>
<i>Number in Support</i>	<i>04</i>
<i>Number of Objections</i>	<i>0</i>

- 4.6 Letters of support have been received from the Vice-Chancellor of the University of London, the Chief Executive of University College London Hospitals, the Residential Property Manager of the London Diocesan Fund, and a residential occupier of 37-41 Gower Street.

5. POLICIES

Set out below are the UDP policies that the proposals have primarily been assessed against, together with officers' view as to whether or not each policy listed has been complied with. However it should be noted that recommendations are based on assessment of the proposals against the development plan taken as a whole together with other material considerations.

Revised Deposit Draft as amended by the Proposed Modifications agreed by the Council's Executive on 11th January 2006

5.1

S1	Strategic policies	Complies
SD2	Planning obligations	Complies subject to S106
SD6	Amenity for occupiers and neighbours	Complies
SD7B	Noise and vibration pollution	Complies
SD8	Disturbance from demolition and construction	Complies
SD9	Resources and energy	Complies
B1	General design principles	Complies
B3	Alterations and extensions	Complies
B6	Listed Buildings	Complies
B7	Conservation areas	Complies
N4	Providing public open space	Complies
T3	Pedestrians and cycling	Complies
T9	Impact of parking	Complies
T16	Movement of goods	Complies
C1C	New community uses (Educational facilities)	Complies

Supplementary Planning Guidance

- 5.3 Supplementary Planning Guidance 2002 (complies)
Planning obligations (complies subject to S106)
Draft supplementary planning document – Provision of public open space (complies subject to S106)

Other Relevant Guidance

- 5.4 Planning Policy Guidance

PPS1 – Delivering Sustainable Development

PPG15 – Planning and the Historic Environment

6. ASSESSMENT

6.1 The principal considerations material to the determination of this application are summarised as follows:

- Partial demolition of existing building
- Additional educational and research space provision
- Design related issues, impact on the listed building, conservation area
- Amenity
- Transport and parking
- Other matters

Demolition of existing theatre building

6.2 Adopted UDP policy EN38 and replacement UDP policy B6 state that there is a general presumption in favour of the preservation of listed buildings, and any listed building consent will be considered having special regard to the desirability of preserving the building or any features of special architectural or historic interest which it possesses. It has been established that the lecture theatre is of limited interest to the listed building due to its substantial alteration over the years and its lack of any important historic features. English Heritage and The Twentieth Century Society support the removal of the theatre and its demolition would be considered acceptable.

6.3 The proposal also includes the reinstatement and restoration of the original entrance foyer that has been significantly modified including the addition of a projection box that cut into the original terrazzo floored foyer of the building creating an inaccessible and poor environment. The removal of the Manson theatre and projecting room would facilitate the reinstatement of the original layout of the terrazzo foyer providing access from the main entrance through the foyer and into the central courtyard space. This reinstatement of this original axial route through the building is welcomed by the Council and should be supported.

Land Use – Additional Educational and Research provision

6.4 The provision of additional educational, research and associated space in this location within the defined University Precinct is welcomed in principle.

6.5 The Council generally seeks a mix of uses in development, including a contribution to the supply of housing as stated in policy SD3 of the Replacement UDP. However, the policy sets out certain circumstances where a mix of uses may not be appropriate, such as where the floorspace increase is required to accommodate an existing user on a single site, and where housing is not compatible with the

operational requirements of a specialised use such as an education institution. Both of these circumstances are applicable to this proposal and so it is considered that a mix of uses involving housing would not be appropriate on this site.

- 6.6 The applicants have advised that the new space would principally be used by researchers currently based on other University sites nearby and so already resident within London. Any new users of the extension would have access to all London intercollegiate halls of residence, and therefore the potential increased demand for new student housing could be adequately addressed.

Design related issues, impact on the listed building and on the Bloomsbury Conservation Area

Pre-Application Discussions

- 6.7 Throughout the design evolution process, there has been continued dialogue between the applicants and the Council's planning officers. A number of design/listed building and conservation issues were identified on the basis of the original scheme including the overall height of the proposed extension and its impact on the listed building and surrounding conservation area, and the need for a new circulation core. The current scheme has been revised in accordance with the following parameters:-

- Minimising the harm the proposal would cause to the courtyard environment, in terms of the sense of enclosure/maintaining the degree of openness
- That the relationship between the proposal and the existing listed building in terms of heights and footprint should be carefully considered in order to ensure the extension remains subordinate to the main building
- That the proposal preserve or enhance the character and appearance of the Conservation Area, especially when viewed from Bedford Square.

The fundamental concept underlying the massing of the proposal was guided by the aforementioned design/planning parameters and are discussed in greater detail in paragraphs 6.6 – 6.12.

Building Height/Views

- 6.8 Policy B3 of the Revised Draft UDP requires that extensions are subordinate to the original building in terms of scale and situation. The overall height of the proposal has been reduced (by one storey) when compared with the original pre-application scheme. The extension is marginally higher than the existing roof of the Courtyard on three of its four sides. The applicants have confirmed that the existing parameter walls are not all of the same height, in fact, differing in height by up to one metre. Consequently the starting point of the new roof line cannot be consistent. The need to introduce a vertical upstand to the existing courtyard walls to regularise the springing points for the new roof is therefore accepted and is recognised as being as close as possible to the lowest height of the walls enclosing the courtyard.

- 6.9 Alternative options were explored by the applicants including the removal of an additional floor, lowering the height of the roof level and the possibility of accommodating the plant at basement level. Each of these options were disregarded due to the additional harm that would be caused to the listed building if implemented. Taking the technical justification into consideration and the exploration of alternative options that have been demonstrated as being unsuitable, the proposal is considered acceptable in terms of its scale and is not considered to dominate the existing building.

Impact on the Courtyard

- 6.10 The size of the floor plates of the extension have also been reduced resulting in a reduction in the overall footprint of the proposal. This has been achieved by reducing the width of the infill extension to set it away from the original walls of the courtyard. The separation between the existing courtyard walls and the proposed extension varies between 2.8m to over 8m. The design solution would allow a good sense of openness, and also maintain views of the original courtyard walls and views of the courtyard space because of the open plan nature of the third and fourth floors and the oval shape of the first and second floors of the new infill extension. This, together with the reduction in the height of the building, collectively minimises the harm the proposal could cause to the courtyard environment, in terms of the sense of enclosure and/or maintaining a degree of openness, in relation to the existing building. It is considered that the proposal would not predominate this courtyard space.
- 6.11 The proposal involves the installation of a new stair and lift core at the northwest corner of the new building that extends from ground to sixth floor level. The design of the staircore has been revised when compared with the pre-application scheme to incorporate additional glazing. This would ensure that the staircore is more transparent enabling the window related features to be enjoyed. The Council's Conservation and Urban Design Team raised concern regarding the principle of the staircore as it was still considered to provide an obstruction to maintaining the openness of the courtyard and partially obstructs views of the noteworthy window arrangement on the existing stairwell in the adjoining building to the north. These comments are noted, however the applicants reasoning towards the retention of the staircore are two-fold: (i) it has been identified and confirmed by building control consultants that a new stair core would be required for the new infill extension to meet health and safety regulations for capacity and fire-related travel distance reasons; (ii) the relocation of the staircase to other positions within the courtyard would result in greater harm to the views of the courtyard and the window related features that are to be protected.
- 6.12 It must also be noted that the Council raised the issue of adapting the existing stairwell within the building. The applicants confirmed that this option was considered however it would have resulted in further damage to the historic fabric to upgrade the stairwell to current building regulations and fire and safety standards. Also the existing stair, even if upgraded, would not provide sufficient capacity or be located close enough to the new accommodation to meet fire safety standards. Given the above considerations/constraints, the principle, design and location of the staircore is on balance considered acceptable and is not considered to significantly obstruct the openness of the courtyard.

Bloomsbury Conservation Area

- 6.13 The Bloomsbury Conservation Area Statement provides guidance with respect to new development, namely policy BL34. New development should be seen as an opportunity to enhance the Conservation Area and should respect the built form and historic context of the area, including existing features such as building lines, elevation design, profile of adjoining buildings and pattern of development. The applicant has demonstrated through the submission of sightline drawings and additional photomontages that the infill extension would potentially only be visible from the upper floors of buildings within Bedford Square and Senate House (which is currently unoccupied). Its views from the public realm would be marginal. It is considered that the proposal would not have an adverse impact on the character and appearance of the conservation area and would comply with the policy intent of the Conservation Area Statement.

Materials

- 6.14 The proposal would include the use of modern light materials including glazing, such as glass balustrade systems, and metal panel systems to the plant enclosure on the fifth floor. The floor of the proposed courtyard will be paved in natural stone, and details of landscaping should be reserved, and it is recommended that English Heritage's suggestion be adopted that this area be laid out in the manner of an outdoor space. A detailed condition ensuring the materials to be used would be of the highest possible quality is also recommended.

Amenity

- 6.15 The proposed extension within the south courtyard of the building would be mainly screened from residential properties by the existing building. There would be no loss of daylight or sunlight to surrounding residential properties and the scheme would have a satisfactory relationship with adjoining occupiers.
- 6.16 It is proposed to install plant machinery on the fifth floor of the proposed extension. Environmental Health have confirmed that the proposal is acceptable in terms of noise and disturbance provided a condition is attached to ensure plant operates in compliance with the Council's noise standards.

Transport and parking

- 6.17 No parking spaces have been proposed as part of the scheme. As the site is within a highly accessible area in terms of public transport this would comply with Policy SD5 of the Replacement UDP.

Cycling

- 6.18 The proposal would include the provision of 20 additional cycle parking spaces within the basement area. A condition would be attached to any permission to ensure the provision of a cycle parking area.

Highways related heads of terms

- 6.19 Further highways related heads of terms for the legal agreement are as follows (i) a financial contribution towards the on-going improvement in pedestrian infrastructure in the form of pedestrian build outs, installation and/or upgrade of pedestrian crossings, repaving and street furniture, and (ii) the submission of a full educational travel plan that includes a full package of information on public transport, walking and cycling routes to the campus.

Other Matters

Renewable Energy

- 6.20 A sustainability statement has been included with the application to demonstrate the sustainability of the design of the scheme as a whole. The scheme would include sustainable design and construction and energy conservation measures. The renewable energy sources would include the use of ground bores to utilise ground water at a constant temperature, as part of the heating/cooling requirements of the building; photo-voltaic arrays would be incorporated into the new roof plant enclosures that will contribute to meeting the electrical demands of the building as a whole. The statement confirms that these initiatives would allow the School to provide at least 20% of the energy requirements of the building from renewable sources. A further application for planning permission is also made (referred to in paragraph 3.4) for plant on the main roof of the building including photovoltaic cells and wind turbines, which will also contribute to the energy requirements of the building.
- 6.21 Policy B1(d) advises that development over 1,000 sq m should be accompanied by a BREEAM sustainability assessment. Although a sustainability statement has been provided as detailed above (paragraph 6.17) it does not use the BRE method. The applicants have advised that they would be willing to undertake a BREEAM assessment to meet a 'very good' standard. This matter is addressed in the recommended sustainability condition.

Biodiversity

- 6.22 The sustainability and design statement advise that the use of materials with low embodied energy is envisaged including the use of recycled materials where appropriate. Given the tight physical restraints of the site and the location of the essential plant machinery on the roof of the proposed extension the Council considers that there is limited opportunity for the building to provide towards increasing the ecological value of the site in addition to that which is currently proposed.

Open Space Contributions

- 6.23 The scheme would introduce up to an additional 250 users of the site who would be present for up to one third of the week. In accordance with policy N4 of the Replacement UDP the applicants have been advised that a financial contribution towards the improvement of open space within the locality would be required, in lieu of direct provision. The applicant has advised that the University has contributed towards the improvement of four open spaces within the immediate vicinity including Bedford Square, Torrington Square, Woburn Square and Gordon

Square. It is considered that a reason for refusal could not be sustained on this issue alone. Given that the University has contributed towards public open space areas within the immediate vicinity an additional contribution would not be required.

7. CONCLUSION

- 7.1 The proposed development would be a high quality, contemporary extension to the existing listed building. It is considered that the proposal, on balance, is appropriate in terms of its impact on the architectural and special interest of the listed building, and the character and appearance of the Bloomsbury Conservation Area. The additional provision of educational facilities is considered acceptable and other conditional controls are sufficient to address various sustainability, cycling and ecology objectives.

8. LEGAL COMMENTS

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

9. RECOMMENDATION

- 9.1 That planning and listed building consent to granted subject to conditions and to the satisfactory conclusion of a Section 106 Planning Obligation covering the following heads of terms:
- A financial contribution towards the on-going improvements in pedestrian infrastructure in the form of pedestrian build outs, installation and/or upgrade of pedestrian crossings, repaving and street furniture
 - The submission of a full educational travel plan with a full package of information on public transport, walking and cycling routes to the campus.

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