

Delegated Report (Members' Briefing)		Analysis sheet N/A		Expiry Date: 10/07/2014			
				Consultation Expiry Date: 19/06/2014			
Officer			Application Number(s)				
Alex McDougall			1. 2014/3313/P 2. 2014/3378/L				
Application Address			Drawing Numbers				
41 Fitzroy Square London W1T 6AQ			Refer to draft decision notices				
PO 3/4	Area Team Signature	C&UD	Authorised Officer Signature				
Proposal(s)							
<ol style="list-style-type: none"> Erection of five-storey rear extension within internal courtyard, enlargement of existing four-storey link structure, and single-storey roof extension at 5th floor level including installation of 6 solar thermal panels at roof level to create 15 new hostel rooms to existing Hostel (Class Sui Generis) Erection of five-storey rear extension within internal courtyard, enlargement of existing four-storey link structure, and single-storey roof extension at 5th floor level including installation of 6 solar thermal panels at roof level and internal remodelling to create 15 new hostel rooms to existing Hostel (Class Sui Generis) 							
Recommendation(s):		<ol style="list-style-type: none"> Grant Planning Permission subject to s106 Legal Agreement Grant Listed Building Consent 					
Application Type:		<ol style="list-style-type: none"> Full Planning Permission Listed Building Consent 					
Conditions or Reasons for Refusal:		Refer to Draft Decision Notices					
Informatives:							
Consultations							
Adjoining Occupiers:		No. notified	18	No. of responses No. electronic	00 00	No. of objections	00
Summary of consultation responses:		Press Notice: 29/05/2014 – 19/06/2014. Site Notice: 23/05/2014 – 13/06/2014					
Bloomsbury CAAC:		No representations have been received from adjoining occupiers.					
Twentieth Century Society:		<p>The Bloomsbury CAAC requested an internal site visit. This was not considered to be appropriate and the chair was informed as such. No further comments were received.</p> <p>Objections received on the following grounds:</p> <ul style="list-style-type: none"> <i>Design</i> - The site has already been extended and developed to capacity (Officer Comment: The principle of intensifying the use of the site is considered to be acceptable. Please see Section 2.3 below for more information). <i>Listed Building</i> - Further alterations and extensions such as these would harm the architectural significance of the grade II listed building (Officer Comment: All applications are determined on their merits. The design of the proposed extensions are considered to be acceptable. Please see Section 3 below for more information). 					

English Heritage:	Application should be determined in accordance with national and local policy guidance, and on the basis of the Council's specialist advice.

Site Description

The Indian YMCA is a Grade II listed 1950s building on the south-east corner of Fitzroy Square with a 1960s extension to the east by the original architect in matching style. The building comprises basement, ground and five upper storeys and is bounded by Grafton Way to the north and Fitzroy Street to the west. The property is located within the Bloomsbury Conservation Area. The site is located within an area with a Public Transport Accessibility Level (PTAL) of 6b (excellent).

Relevant History

41 Fitzroy Square (subject site)

2009/4924/P & 2009/4925/L: Erection of five-storey rear extension within internal courtyard, single-storey front extension at fifth floor level, and installation of six solar panels at roof level to create 11 new hostel rooms to existing Hostel (Class Sui Generis). Granted subject to s106 legal agreement 01/07/2010.

2010/3781/P & 2010/3789/L: Erection of a four-storey extension to existing glazed link walkway at second to fifth floor level between the existing east and west blocks of existing hostel (sui generis) in order to create 4 additional double rooms. Granted subject to s106 legal agreement 05/04/2011.

Relevant policies

National Planning Policy Framework 2012

National Planning Practice Guidance

London Plan 2011

London Housing SPG

Camden LDF Core Strategy 2010

CS1 Distribution of growth

CS2 Growth areas

CS5 Managing the impact of growth and development

CS7 Promoting Camden's centres and shops

CS9 Achieving a successful Central London

CS10 Supporting community facilities and services

CS11 Promoting sustainable and efficient travel

CS13 Tackling climate change through promoting higher environmental standards

CS14 Promoting high quality places and conserving our heritage

CS18 Dealing with our waste and encouraging recycling

CS19 Delivering and monitoring the Core Strategy

Camden LDF Development Policies 2010

DP2 Making full use of Camden's capacity for housing

DP9 Student housing, bedsits and other housing with shared facilities

DP14 Tourism development and visitor accommodation

DP15 Community and leisure uses

DP16 The transport implications of development

DP17 Walking, cycling and public transport

DP19 Managing the impact of parking

DP22 Promoting sustainable design and construction

DP23 Water
DP24 Securing high quality design
DP25 Conserving Camden's heritage
DP26 Managing the impact of development on occupiers and neighbours
DP28 Noise and vibration
DP29 Improving access

Camden Planning Guidance (updated 2013)

CPG1 Design
CPG3 Sustainability
CPG6 Amenity
CPG7 Transport
CPG8 Planning Obligations

Fitzrovia Area Action Plan

Bloomsbury Conservation Area Appraisal and Management Strategy

Assessment

1. Detailed Description of Proposed Development

1.1. The proposal is detailed as follows:

- a) *Rear Extension* - An extension within rear of the courtyard, attached to the 1960s wing, perpendicular to the original blocks, to provide 8 new bedrooms including one accessible double bedroom. The extension would have the dimensions 6.7m (W) x 5.1m (D) x 14.5m (H), creating an additional 23.2sqm of floor space at each level.
- b) *Extension to Link Structure* - Remodelling the glazed circulation link and extending the footprint of the link to both the north and south to provide 4 new bedrooms. The proposal would result in the link structure having overall dimensions 7.0m (W) x 5.3m (D) x 11.9m (H), creating an additional 9.7sqm of floor space at each level. The proposal requires the removal of a redundant fire escape.
- c) *Roof Extension* - Extension of the 5th floor of the 1960s wing to provide 2 new bedrooms and an additional bedroom to existing ancillary caretaker flat #1. The extension would have the dimensions 14.5m (W) x 2.8m (D) x 2.9m-3.7m (H), creating an additional 34.2sqm of floor space.
- d) *Internal Subdivision* – Filling in door and creation of new opening in ancillary caretaker flat #2 to provide 1 bedroom.
- e) *Internal Modification* – Minor amendments to walls and desks of entrance lobby.

Overall, the proposal would result in 189sqm of additional floor space and 15 additional hostel rooms.

1.2. The proposal is substantially the same as that approved under planning permissions 2009/4924/P & 2009/4925/L, and 2010/3781/P & 2010/3789/L, which have subsequently expired. Since this time all major national, regional and local planning policies have been updated (see relevant policies above). For the most part the policies at the time of the assessment of the previous applications have been incorporated into the new policies. The new elements of the current policies are not considered to materially alter the outcome of the previous assessment.

2. Principle of Development

2.1. Mixed Use Development

Camden LDF Policy DP1 requires that where additional floor space exceeds 200sqm that up to 50% of that additional floorspace be housing. In this case the proposal would result in an additional 189sqm of floorspace and does not trigger the housing requirement in DP1. Notwithstanding, the proposal is for long stay hostel accommodation and as such the proposal is providing a form of housing.

2.2. Proposed Use

Council LDF Policies DP8 and DP9 generally support the provision of housing for students and housing with shared facilities as long as it does not come at the expense of permanent self-contained homes. In this case the proposal is for new floorspace and as such does not conflict with this policy.

2.3. Extensions

Alterations and additions are generally considered to be acceptable. However, as the proposal is for substantial additions to a listed building, it is considered that there should be a demonstrable need for the additional floorspace on the subject site as opposed to on an alternative site. The proposal is considered to be acceptable for the following reasons:

- The Applicant has demonstrated that the proposal is a consolidated plan to allow the existing and original use of the building to remain viable on site.
- Principle 7 of the Fitzrovia Area Action specifically references the subject building in stating that any further development of this type of housing should occur on existing sites.

With regard to the subject proposal, a detailed assessment is included below on the following grounds: Design; Residential Amenity; Standard of Accommodation; Transport, Car Parking & Servicing; Sustainability; Access; and Refuse and Recycling.

3. Design

3.1. Rear Extension

The proposed rear extension is considered to be of an acceptable design, and have an acceptable impact on the listed building and the character of the conservation area for the following reasons:

- a) The rear extension is to the non-original 1960s wing of the building which is considered to be of lesser historical significance.
- b) The extension tapers towards the original building and is not attached to it so as to minimise the visual impact on the original structure.
- c) The rear extension would be subservient to the scale of the existing buildings on the site.
- d) The rear extension would not be readily visible from any public area.
- e) The splayed design is in keeping with the splay in the link structure.
- f) The window openings relate well to those of the original building. Notwithstanding a condition is recommended requiring details of windows and openings.
- g) The rear extension would be built in materials to match the existing building. Notwithstanding a condition is recommended requiring samples of proposed materials prior to construction.

3.2. Extension to Link Structure

The proposed extension to the link structure is considered to be of an acceptable design, and have an acceptable impact on the listed building and the character of the conservation area for the following reasons:

- a) The link between the original building and the extension is not considered to be of primary heritage significance.
- b) A combination of clear and opaque glazing would be used to maintain privacy to the proposed rooms, which is considered to be appropriate given the light weight appearance of the existing structure. A condition is recommended requiring samples of the proposed glass and details of proposed openings prior to construction.
- c) The new glazing would connect into existing mullions reducing the impact on the original building.
- d) An existing unsympathetic fire escape will be removed as part of the proposal.

3.3. Roof Extension

The proposed roof extension is considered to be of an acceptable design, and have an acceptable impact on the listed building and the character of the conservation area for the following reasons:

- a) The proposal would match the barrel form of the roof extension to the original building on the site.
- b) The proposal would maintain an adequate setback so as to not be readily visible when viewed from the street.
- c) The area is characterised by roof extensions at the same level with a similar setback.
- d) The proposal would be in materials which match the roof extension that currently exists on site. Notwithstanding a condition is recommended requiring samples of proposed materials prior to construction.

3.4. Internal Subdivision

The proposed internal remodelling is considered to be of an acceptable design, and have an acceptable impact on the listed building as the proposal includes minor changes to existing internal walls/doors of little historic significance and provides additional accommodation.

3.5. Internal Modifications

The proposed internal modifications are considered to be of an acceptable design, and have an acceptable impact on the listed building for the following reasons:

- a) The proposal reinstates an original design in the foyer.
- b) The proposal increases the visibility of the grand entrance staircase which is commended in the list entry description for the listed building.

For the reasons listed above the proposed development is considered to be consistent with LDF policies CS14, DP24 and DP25 of the London Borough of Camden's Local Development Framework as well as Camden Planning Guidance on Design.

4. Residential Amenity

4.1. Rear Extension

The proposed rear extension is considered to have an acceptable impact on the amenity of adjoining and nearby properties for the following reasons:

- a) The proposal will result in some loss of light to some of the existing rooms within the hostel, however not to the extent that the proposal would materially affect daylight levels to these rooms. Given the type of housing and the central London context this is considered to be acceptable.
- b) Due to the orientation of the site the proposed rear extension is not considered likely to overshadow any adjoining or nearby properties.
- c) The adjoining building to the south also contains student/hostel accommodation. The proposal is considered to be adequately separated from the windows of this building so as not to result in unacceptable loss of outlook, sense of enclosure or loss of daylight.
- d) The proposed windows face into the site and as such are not considered to result in an unacceptable loss of privacy to adjoining or nearby properties.

4.2. Extension to Link Structure

The proposed extension to the link structure is considered to have an acceptable impact on the amenity of adjoining and nearby properties as the link structure is internal to the site and adequately separated from adjoining properties and windows within the site so as to not to result in unacceptable overshadowing, loss of outlook, sense of enclosure, loss of privacy or the like.

4.3. Roof Extension

The proposed roof extension is considered to have an acceptable impact on the amenity of adjoining and nearby properties for the following reasons:

- a) Due to the orientation of the site the proposed roof extension is not considered likely to significantly overshadow the adjoining building opposite Grafton Way to the north.
- b) The proposal will be adequately set back from the building opposite Grafton Way to the north so as to ensure that there will be no unacceptable overlooking, loss of outlook, sense of enclosure loss of daylight or the like.

For the reasons listed above the proposal is considered to be in accordance with Development Policy DP26 of the London Borough of Camden's Local Development Framework.

5. Standard of Accommodation

The proposal is considered to provide an adequate standard of accommodation for the following reasons:

- a) The proposed rooms will receive an adequate level of light and outlook.
- b) While specific size standards for such accommodation are not included in Council Planning Policy the proposed rooms are considered to be of an adequate size for their intended purpose.
- c) The proposed rooms have an adequate floor to ceiling height in keeping with the requirements of CPG2.
- d) The selective use of obscure glazing in the link extension will maintain the privacy of future occupants.

6. Transport, Car Parking & Servicing

The proposal results in an additional 15 hostel rooms.

Transport

Given the scale of additional rooms proposed and the location of the site in a congested central London area, it is considered that a Travel Plan should be developed to minimise the impact of the proposal on the surrounding transport network. This Travel Plan will need to be submitted and approved within 6 months of occupation of the development.

Car Parking

The site is located in an area with a high PTAL of 6b and a controlled parking zone which is currently at capacity. As such, in accordance with LDF Policy DP18, it is considered that the additional rooms should be secured as car free housing. Future residents will not be able to apply for on-street car parking permits.

Cycle Parking

The proposal results in an additional 189sqm of floor space. This amount of floorspace does not exceed the minimum standard for additional cycle parking.

Construction

Given that the site is located in central London and requires extensive alterations and additions to a listed building a construction management plan is considered to be necessary.

The Applicant has stated that they would accept a s106 legal agreement with the above requirements. As such the proposal is considered to respond adequately to the issue of transport, car parking and servicing.

7. Sustainability

LDF Policy DP22 requires developments to incorporate sustainable design and construction measures. The proposal is considered to provide energy savings commensurate with the scale of the proposal and thus adequately respond to the issue of sustainability as it includes the following features:

- Solar thermal water heating system
- High efficiency lighting
- Radiators thermostatically controlled
- Dual flush toilets
- New energy efficient boiler plant
- Variable speed inverter controlled heating circulating pumps
- Pre-insulated energy efficient hot water storage
- Energy efficient control system to monitor and optimise operation

8. Access

The proposal is considered to adequately respond to the issue of access for the following reasons:

- One of the additional rooms provided will be wheelchair accessible.

- All proposed hostel rooms will be required to comply with relevant Building Regulations.
- All additional rooms would be accessible by lift.

9. Refuse and Recycling

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

10. Community Infrastructure Levy

The proposed floor space would be liable to the Mayor's Community Infrastructure Levy (CIL). The contribution for developments within Camden is set at £50 per square metre. As such this development would be liable for a contribution of £9,450.00 (189sq.m x £50). A standard informative is attached to the decision notice drawing CIL liability to the Applicant's attention.

11. Recommendation

- 11.1. Grant Planning Permission subject to a Section 106 legal agreement for a travel plan; construction management plan; car-free development
- 11.2. Grant Listed Building Consent