

<b>Delegated Report</b>		<b>Analysis sheet</b>	<b>Expiry Date:</b>	11/02/2016
		N/A / attached	<b>Consultation Expiry Date:</b>	08/02/2016
<b>Officer</b>			<b>Application Number(s)</b>	
David Glasgow			2016/0023/P	
<b>Application Address</b>			<b>Drawing Numbers</b>	
4 - 8 Maple Street London W1T 5HD			881_S00; 881_EX B1; 881_EX 00; 881_EX 01; 881_EX 02; 881_EX 03; 881_EX RF; 881_EE 01 REV 1; 881_EE 02 REV 1; 881_EE 03 REV 1; 881_EE 04 REV 1; 881_ES 01; 881_ES 02; 881_ES 05 REV A; 881_GA B1 REV A; 881_GA 00 REV B; 881_GA 01 REV A; 881_GA 02 REV A; 881_GA 03 REV B; 881_GE 01 REV A; 881_GE 02 REV A; 881_GE 03 REV B; 881_GE 04 REV A; 881_GS01 REV A; 881_GS 02; 881_GS05 REV A; Daylight & Sunlight Report 4-8 Maple Street by BVP dated December 2015; Noise Assessment Report for Proposed Replacement Roof Level Mechanical Services Equipment at 4-8 Maple Street London W1T 5HD (report ref:15198-002) dated November 2015	
<b>PO 3/4</b>	<b>Area Team Signature</b>	<b>C&amp;UD</b>	<b>Authorised Officer Signature</b>	
<b>Proposal(s)</b>				
Erection of roof extension and glazed balustrade at rear third floor level to provide additional office (B1a) accommodation and associated roof terrace; installation of new plant equipment, screen and lift overrun to fourth floor roof level; alterations to Maple Street and Midfield Place elevations and installation of new roof light to rear ground floor level; and change of use of part ground floor from office (B1a) to flexible office/retail (B1a/A1) use, all in association with refurbishment of existing office building.				
<b>Recommendation(s):</b>		Grant Planning Permission		
<b>Application Type:</b>		Full Planning Permission		

<b>Conditions or Reasons for Refusal:</b>	<b>Refer to Draft Decision Notice</b>					
<b>Informatives:</b>						
<b>Consultations</b>						
<b>Adjoining Occupiers:</b>	No. notified	<b>72</b>	No. of responses	<b>00</b>	No. of objections	<b>00</b>
			No. electronic	<b>00</b>		
<b>Summary of consultation responses:</b>	72 letters were sent to adjoining occupiers and a site notice was displayed from 08/01/2016 – 01/02/2016 No responses were received.					
<b>CAAC/Local groups* comments:</b> *Please Specify	<u>Fitzrovia Neighbourhood Association</u> : No response received. <u>Bloomsbury CAAC</u> : No response received <u>Charlotte Street Association</u> : No response received.					

## Site Description

The application relates to 4- 8 Maple Street, a purpose built office building arranged over 4 floors, located between Whitfield Street to the east and Tottenham Court Road to the west. The existing building has a maximum height of 4 storeys, stepping down to the rear to three storeys, then to a one storey element which includes a secondary entrance from Midford Place.

The building is a plain modernist design from the early 20<sup>th</sup> century featuring a square profile with a uniform window pattern. It is finished in painted concrete render, with a glazed façade treatment to the Maple Street elevation spanning first to third floor levels. The Midford Place entrance to the rear replicates the modern architectural language of the Maple Street façade.

The site is not located within a conservation area; however it is adjacent to the boundary of the Fitzroy Square Conservation Area to the north. The Bloomsbury conservation area is located across Tottenham Court Road to the east of the site.

Located in the Central London Area and close to the Central London Frontage of Tottenham Court Road, the surrounding buildings are predominantly in commercial use. Immediately to the west, No.10 Maple Street is the Turkish cultural centre, adjacent the east is No. 2 Maple Street, a Grade II listed former terraced house and later shop, now forming part of The Court public house. Four storey residential buildings at 94- 108 Whitfield Street, behind 10 Maple Street, adjoin the application site to the west, as do 6a and 6b Midford Place to the rear which are accessed via the roof of the one storey element of the application site, via external stairs. Midford Place otherwise comprises various 4 storey office buildings.

The site is highly accessible by public transport (PTAL 6B 'excellent') being close to three underground stations, namely Warren Street to the east, Goodge Street to the west and Euston Square to the south. Both Warren Street and Euston Square are served by a number of bus routes.

## Relevant History

The site history includes various applications granted for roof plant and advertisement consent. Historic planning decisions include the following:

**2060** – granted 04/07/1966 - Erection of an addition at second floor level.

**PS9804956R2** –granted 15/03/1999 - Refurbishment and alterations to the building including the re-cladding of the front elevation and installation of roof plant and acoustic barrier in association with the existing office use of the building,

**PS9904945** – granted 29/11/1999 - Installation of escape stair at rear of Midford Place.

**2003/3189/P** – Refused 10/05/2004- The use of the flat roof area at third floor level as an amenity space (removal of condition 7 of planning permission Ref PS9804956R2 dated 15.03.99).

## Relevant policies

### **LDF Core Strategy and Development Policies**

CS1 - Distribution of growth

CS2 - Growth areas

CS5 - Managing the impact of growth and development

CS6 – Providing quality homes

CS7 – Promoting Camden's Centres and shops

CS8 - Promoting a successful and inclusive Camden economy

CS9 - Achieving a successful Central London

CS11 - Promoting sustainable and efficient travel

CS14 - Promoting high quality places and conserving our heritage

CS17 - Making Camden a safer place

DP12 – Supporting strong centres and managing impact of food, drink entertainment and other town centre uses

DP13 - Employment premises and sites

DP16 - Transport implications of development

DP17 - Walking, cycling and public transport

DP18 - Parking standards and limiting the availability of car parking

DP19 - Managing the impact of parking

DP20 - Movement of goods and materials

DP21 - Development connecting to the highway network

DP22 - Promoting sustainable design and construction

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

DP30 - Shopfronts

### **Supplementary Planning Policies**

Camden Planning Guidance (CPG)

- CPG 1 Design 2013
- CPG3 Sustainability 2013
- CPG5 Town centres, retail and employment 2013
- CPG 6 Amenity 2011
- CPG 7 Transport 2011

### **London Plan 2015**

### **NPPF 2012**

## Assessment

### 1.0 THE PROPOSAL

#### Original

- 1.1 The proposal is for the refurbishment of the existing office building including the erection of an extension at third floor level. Permission is also sought for the change of use of part of the ground floor from B1a – office to flexible office, retail, food&drink (B1a/A1/A3) use. This area would occupy 117 m<sup>2</sup> (GEA) of floor space. A key aim of the proposal is to improve the building's access, internal layout and services.
- 1.2 There are currently two main office entrances, one on the Maple Street frontage and the other to the rear via Midford Place. An internal core divides the floor plan into two separate spaces blocking cross floorplate views and access. Low ceiling heights, internal level differences requiring ramp access, and the awkwardly located WC core contribute to less than ideal accommodation for modern office requirements. As part of the refurbishment, the central core would be relocated to open up the floor plate and improve access throughout the building.
- 1.3 The proposed extension would be located at third floor level to the rear of the building, sitting behind the existing fourth floor level which faces onto Maple Street. It would have a maximum height of 3.8m, maximum width of 15.1m and depth of 25.1m. The extension would be set in 2.3m from the edge of the second floor below, leaving a space for terrace access. It is also proposed to replace the existing perimeter balustrade at third floor level with a new frameless obscure glazed balustrade. The extension would be clad in anodised aluminium with large glazed windows on all elevations.
- 1.4 The existing rooftop plant would be replaced and relocated above the new extension and enclosed by lightweight screening. The new plant enclosure would measure 7.0m in length and 6.1m in width with a height of 1.8m. The relocated lift overrun would be located centrally adjacent to the plant screening and would measure 2.5m wide x 2.2m deep x 1.3m high.
- 1.5 The Maple Street façade would be renovated to improve its appearance. The alterations include removal of the existing glazed façade treatment and installation of anodised aluminium window surrounds to existing window bays, installation of new full height glazing, framed by folded metal architraves at street level, and the enlargement of existing third floor windows to match the openings at first and second floor levels.
- 1.6 The Midford Place façade would be reconfigured to remove the existing external stair and provide a new integrated access to the upper floor residential units at 6a and 6b Midford Place. A new anodised metal screen feature would be installed to the façade and a new roof light would be installed on the existing flat roof, to provide additional light to the existing office accommodation. The proposal also includes the demolition of the disused lift shaft and lift enclosure housing to the rear of the property.

#### Revisions

- 1.7 The proposal was subject to pre application discussions (reference: 2015/5339/PRE) and was considered acceptable in principle subject to further justification and sufficient details.
- 1.8 The following revisions were made to the application since submission:
  - The proposed terrace balustrade was amended to be obscured glazed
  - The usable area of the terrace was reduced in size to avoid overlooking into

neighbouring habitable windows.

- A proposed West Elevation was submitted to show details of the proposed extension.
- The ground floor recessed fire exit doors on Maple Street were brought flush to the building line.
- Omission of A3 use element from flexible use unit on ground floor

## 2.0 ASSESSMENT

2.1 The principal consideration material to the determination of this application are summarised as follows:

- Land use
- Design
- Neighbouring amenity
- Transport Access and Servicing
- Sustainability
- CIL

### Land use

2.2 The lawful use of the existing building is office (B1a). The most recent tenant, the NHS, vacated the building in April 2014. The proposed development entails the expansion of office use, and flexible office/retail use on part of the ground floor, with a net increase of 191.5sqm GEA. This is added to the existing building which already totals 2403sqm. The floorspace uplift is a net figure arrived at by subtracting the floorspace lost (from the removal of the disused rear lift shaft and lift enclosure (35.3sqm) and other minor displacements (cumulatively 14.7sqm)) from the gains in floorspace brought about by the construction of the roof extension and lift overrun (241.5 sqm). The net gain is comprised of office space and flexible B1a/A1 at ground floor level.

2.3 As the gross uplift in GEA is below 200sqm, policy DP1 (Mixed use development) is not applicable and there is no requirement to provide housing on site.

2.4 Camden's policy supports the provision of new business space in highly accessible areas (policies CS1, CS2 and CS3). In addition this proposal to improve and modernise the existing office floorspace would be very much supported by policies CS8, CS9 and DP13 which are concerned with promoting the economy and providing employment opportunities both in Central London and the borough generally.

2.5 It is proposed that part of the ground floor area be used as flexible B1a/A1 space. The existing use of the site is B1a; as such this component of the flexible use is considered acceptable. Due to the extension at third floor level, the proposal overall results in an uplift of B1a floor space on the site. As there would be no loss of employment floor space overall, the proposed flexible A1 use would comply with Policy DP12

### Retail and food and drink policies

#### *Proposed A1 use*

2.6 The site is located within Fitzrovia and southwest Bloomsbury within the Central London Area, just outside the Central London Frontage which starts next door at The Court public house (no. 2 Maple Street). The Council's retail policies encourage the provision of new retail floorspace in appropriate locations. Policy CS7 adopts a sequential approach, and states that priority

should be given to locating retail uses within Central London Frontages, and Town or Neighbourhood Centres. The policy intention is to ensure that retail uses are located in areas that have the greatest access to public transport and are less likely to harm neighbouring amenity, or if they are of such a large size, that they would not harm designated centres if located outside. In this case, the proposed retail premises at approximately 100m<sup>2</sup> (GIA) is not large enough to attract a significant retail operator that would cause harm to the designated Central London Frontage. The site is also surrounded exclusively by commercial uses; as such it would have no impact on residential amenity.

- 2.7 The importance of Fitzrovia as a shopping destination is recognised by CPG 5 which seeks to protect against the loss of existing retail units and support small shops. It states at paragraph 4.54 that the council will seek to retain existing retail units and retain the overall stock of retail premises as there is a need to maintain retail frontages to maintain sufficient shops in the area.
- 2.8 It is considered that the proposed retail use would support the Fitzrovia area as a shopping destination and being in a highly accessible location, adjacent to the Central London Frontage amongst other commercial uses, would not harm residential amenity. Furthermore the existing ground floor office space contributes little to the streetscene and a retail use would provide an active frontage which would contribute to the character and vitality of the Central London Area.

## Design

- 2.9 The design of the scheme is broken up into 2 elements. The first is the recladding of the Maple Street and Midfield Place façades. The existing Maple Street façade has limited architectural merit and appears dated. The proposal would retain and rejuvenate the façade by providing better proportioned windows, more attractive ground floor frontage and a high quality, contemporary render finish. The appearance of the building would be greatly improved. In doing so this would enhance the character and appearance of the site area and setting of the adjoining conservation area, and would not result in harm the special interest of the adjacent listed building.
- 2.10 Likewise the improvements to the Midford Place façade would greatly enhance the character and appearance of this elevation and its relationship with the streetscene.
- 2.11 The second element of the design involves the erection of a roof extension. The extension is set behind the four storey front element of the building and as such there would be no change from the front elevation and public views. The roof extension would be seen from buildings which overlook the site from the rear. These are located in the conservation area and as such the impact on the setting of the conservation area has been considered in line with policy DP25. Special attention has been paid to the desirability of preserving or enhancing the character or appearance of the conservation area, under **s.72** of the Planning (Listed Buildings and Conservation Areas) Act 1990 as amended by the Enterprise and Regulatory Reform Act 2013.
- 2.12 In this instance the immediate area has a varied roofscape in terms of scale, height and architectural language. The additional accommodation at roof level, except for the obligatory roof plant enclosure, would not rise above the existing height of the building. The overall height, including the plant, would be lower than neighbouring buildings and the design would give the sense of a deliberate 'roof' storey.
- 2.13 The contemporary design would provide high quality office accommodation and not appear out of place in the diverse range of architectural styles which surround the site. For these reasons the proposal is not considered to harm the setting of the adjoining conservation area or the

special interest of the neighbouring listed building.

## **Neighbouring Amenity**

### *Overlooking*

- 2.14 The closest residential occupiers are located within the upper floors of the adjacent buildings to the rear, Nos. 6a and 6b Maple Street, and to the west at 102 –108 Whitfield Street. The rear extension has been deliberately set back from the building edge to reduce overlooking, sense of enclosure and loss of sunlight and daylight to these neighbouring residential windows. Sightline diagrams have been submitted by the applicant, demonstrating that with the obscure glazed balustrade in place, overlooking to neighbouring residential windows from within the extension will not be possible. It is recommended the obscuring of the balustrade be secured by condition.
- 2.15 A previous application (ref; 2003/3189/P) for use of the entire third floor flat roof as a terrace was refused on the basis that it would result in unacceptable levels of noise, disturbance and overlooking to neighbouring residential properties. The proposed terrace is much smaller in size than that previously refused and will serve only as small step out area, rather than a large unrestricted amenity space. Being used in association with the existing office use, the proposed terrace is unlikely to be used early mornings, late evenings, or weekends and given its small depth and reduced overall area, would be unlikely to give rise to levels of noise and disturbance resulting in harm to the amenity of neighbouring occupiers.
- 2.16 It was originally proposed that the terrace would be fully accessible. However it was considered that access to the areas adjacent to habitable rooms at 6a and 6b Midford Place to the rear, and to upper floor windows at 102 to 104 Whitfield Street to the west, would result in a loss of privacy to these residential properties. The design of the terrace has been amended to physically restrict access to two separate areas on the north and west sides of the terrace, which would prevent direct overlooking and protect neighbouring amenity. It is recommended that access to the restricted areas of terrace be conditioned for maintenance purposes only.

### *Sunlight & Daylight*

- 2.17 Policy DP26 seeks to protect the amenity of neighbours and occupiers, including daylight, sunlight and artificial light levels. The applicant submitted a Daylight and Sunlight Report in support of the application. The results in the report refer to Vertical Sky Component (VSC) which is the most readily adopted method of calculating daylight. VSC is a measure of daylight through the centre of an existing window. Adverse effects to existing levels of daylight are considered noticeable when VSC is less than 27% and less than 0.8 times its former value. Similarly, daylight distribution in neighbouring rooms is adversely affected when the daylight distribution result is less than 0.8 times the former value – this is a secondary test with VSC taking priority.
- 2.18 The report notes that one window on the first floor at 6 Midford Place to the rear of the site is at 0.79 times the former value. However this is the equivalent of 0.8 and only a computer reading could tell the difference. At second floor level there are five windows at 6 Midford Place, three of which are marginal (at 0.75, 0.77 and 0.77 times the former values). Given the location of the development in Central London, these results are not unusual and the BRE advises that their guidance should be interpreted flexibly in dense urban locations. The impact on these windows is minimal and considered acceptable for a central London location. The report shows full compliance with acceptable VSC levels for all other surrounding residential windows.



- 2.19 In terms of sunlight, this is only relevant to neighbouring residential windows which have a view of the proposed development and face within 90 degrees south. Sunlight is considered to be adversely affected if the Annual Probable Sunlight Hours (APSH), when measured at the centre of the window, are reduced by more than 4%. The submitted report concludes the south facing windows considered at Midford Place, Grafton Way and Tottenham Court Road would all satisfy the BRE's criteria for Sunlight.
- 2.20 On the basis of the submitted report it is considered that the proposed development will not result in any harmful loss of sunlight or daylight to adjoining residential occupiers and is therefore in accordance with policy DP 26.
- 2.21 Due to the office use of the building, being for the most part empty during the evenings, it is not considered that the proposed roof light above the Midford place entrance will result in harmful levels of light spillage/pollution to 6a and 6b Midford Place.

#### *Plant*

- 2.22 The proposal includes the installation of eight condenser units, four air-handling units and a toilet extract fan at roof level. The noise report submitted with the application concludes that with the inclusion of the proposed mitigation methods, the plant noise limits would meet the criteria within Policy DP28. The Council's Noise Officer has assessed the acoustic information and is satisfied that the proposal would not result in any undue harm to the neighbouring occupiers. This is subject to a condition requiring the submitted noise attenuation measures being implemented and permanently retained. On this basis, it is not considered that the proposed plant would result in a material level of harm by way of noise or general disturbance to the surrounding residential occupiers.

#### **Transport Access and Servicing**

##### *Waste Storage/Servicing*

- 2.23 Policy CS18, seeks to ensure developments include facilities for storage and collection of waste and recycling. Together with this Policy DP12 j) seeks to ensure the storage and disposal of refuse is managed to safeguard the amenity of the surrounding area.
- 2.24 The transport statement submitted with the application states that refuse and servicing will take place from Tottenham Court Road as per existing arrangements. Servicing and delivery vehicles will use the existing loading bay which is located immediately to the north of Maple Street and deliveries/bins will be wheeled to/from the site entrance on Midford Place. It is not considered that the small uplift in floor space of 191.5sqm, would give rise to additional servicing requirements above that of the existing office building, and as such a service management plan is not required in this instance.
- 2.25 The new flexible B1a/A1 space at ground floor level has a floor area of less than 100sqm (GIA), as such waste storage can be accommodated internally. With respect to new commercial development CPG 1 – Design requires only development greater than 300sqm to provide external waste storage. A condition is recommended to secure details of the refuse and recycling storage prior to commencement of any A1 use and an informative will advise the applicant that refuse sacks should not be deposited on the highway or forecourt until half an hour before collection is due.

##### *Cycle Parking*

2.26 The site is highly accessible by public transport (PTAL 6B 'excellent') being close to three underground stations, namely Warren Street to the east, Goodge Street to the west and Euston Square to the south. Both Warren Street and Euston Square are served by a number of bus routes. The proposal does not introduce any car parking to what is already a car-free site and due to the small uplift in floor space; there is no requirement to provide additional cycle parking. The application however does propose a secure and fully enclosed cycle storage area with capacity for 40 cycles at basement level. This exceeds both the minimum requirements of Camden's Development Policies and the London Plan, and is welcomed.

#### *Fire Escape*

2.27 The proposal includes two fire escape doors at ground floor level opening outwards onto the building forecourt, as required by building regulations. The door to the basement, being the sole means of access, is likewise required to open outwards. The doors will project 0.4m past the new decorative metal architraves at ground floor level which project 0.2m from the face of the building. A condition is recommended to ensure that the fire escape doors are used for emergency purposes only; however the basement door as the sole access point must be able to be used at all times.

2.28 Pedestrian foot traffic in this location is physically diverted from the forecourt of the site due to the arrangement of bollards demarking the forecourt of No. 10 Maple Street (directly adjacent to the proposed basement door) and tables, chairs and street furniture marking the forecourt of the adjoining public house. Due to this arrangement and its minimal projection, the outward opening basement door is not considered to result in harm to pedestrian amenity or safety, or impact negatively on the highway network. Furthermore, the proposed arrangement is considered preferable to the alternative of a recessed entrance which would encourage rough sleeping and anti-social behaviour.

#### *Construction Management Plan*

2.29 The proposal involves construction work on a constrained site with limited access, within central London. Due to these circumstances and the sites proximity to the upcoming West End Project, a £41 million development that will have a major impact on the area, it is recommended a construction management plan co-ordinating movement of construction vehicles, times of delivery and delivery frequency be secured by s106 agreement.

2.30 The proposed works could potentially lead to the public highway being damaged by construction vehicles and construction related activity. As the council would need to repair any such damage it is recommended a financial contribution for highway works be secured by Section 106 planning obligation.

2.31 With the recommended conditions and Section 106 agreement the proposal would be in accordance with Core strategy polices CS11 and CS19 and Development Policies DP16, DP18, DP19 and DP21.

#### **Sustainability**

2.32 The applicant submitted a sustainability statement in support of the application which demonstrates greater energy efficiency as a result of the refurbishment works. This is welcomed, however as only 191.5 m<sup>2</sup> of new floorspace is proposed and less than 500m<sup>2</sup> would be subject to the change of use, there is no mandatory requirement to implement sustainability measures or any obligations in relation to BREEAM.

## **CIL**

- 2.33 The proposal would be Camden CIL liable - 175m<sup>2</sup> (uplift new build floorspace) x £45 (Office Zone A CIL Tariff) = £7875.
- 2.34 The proposal also would be liable for the Mayoral CIL 175m<sup>2</sup> (uplift new build floorspace) x 50 (Mayoral Zone A CIL Tariff) = £8750.

## **3.0 CONCLUSION**

- 3.1 The proposed development would significantly increase the quality and attractiveness of the existing office floorspace to future tenants, increasing its chances of continued occupation in the longer term. The modest expansion of employment floorspace accords with Camden's growth policies, whilst significantly enhancing the building's character. Furthermore the improvements to the Maple Street and Midford Place facades will enhance the building's relationship with the adjacent streets whilst the proposed terrace will provide amenity space without impacting upon the privacy of neighbouring residential properties. Pursuant to the recommended conditions being adhered to, the proposed A1 use as part of the flexible B1a/A1 unit is considered compatible with the surrounding area and not to result in any harm to neighbouring occupiers or to the character, function and vitality of the adjacent Central London frontage.
- 3.2 Planning Permission is recommended subject to conditions and a Section 106 Legal Agreement covering the following Heads of Terms:-
- Construction Management Plan
  - Financial contribution for highways works