

# **Planning Statement**

Cambridge House, 373-375 Euston Road,  
NW1

November 2017

**Turley**

# Contents

---

1.	Introduction	3
2.	Site Context	5
3.	Background	8
4.	Proposed Development	10
5.	Pre-Application Engagement	13
6.	Planning Policy Context	15
7.	Planning Policy Considerations	19
8.	Conclusions	29
Appendix 1: Planning History		30

---

Rory McManus  
rory.mcmanus@turley.co.uk

**Client**  
Turley

**Our reference**  
BIRL3001

Nov 2017

# 1. Introduction

- 1.1 This Planning Statement has been prepared on behalf of Birkbeck, University of London to support a full planning application for the following proposed development at Cambridge House, 373-375 Euston Road, NW1 (the site):

*Refurbishment of the existing building, together with a two storey extension to accommodate Class D1 Education Uses*

- 1.2 This Planning Statement analyses the proposed development against the National Planning Policy Framework (NPPF), the London Borough of Camden's (LBC) Development Plan and the relevant material planning considerations.

- 1.3 The planning application is accompanied by the following documents which should all be read in conjunction with the Planning Statement:

- Application form and ownership certificates;
- Site location plan, prepared by Penoyre and Prasad Architects;
- Existing and proposed drawings, prepared by Penoyre and Prasad Architects;
- Air Quality Assessment, prepared by Waterman;
- Construction Management Plan, prepared by MACE;
- Daylight, Sunlight Report, prepared by Savills;
- Design and Access Statement, prepared by Penoyre and Prasad Architects;
- Sustainability Strategy and Energy Statement, prepared by Skelly and Couch Ltd;
- Noise and Vibration Report, prepared by Acoustics Central;
- Transport Assessment, prepared by Alan Baxter;
- Framework Travel Plan, prepared by Alan Baxter; and
- Basement Impact Assessment, prepared by Webb Yates.

- 1.4 The format of the report is as follows:

- Section 2 'Site Context': describes the site and the surrounding area, along with an overview of the planning history;
- Section 3 'Background to Proposals': sets out the context for the proposed development;
- Section 4 'Proposed Development': provides a detailed description of the proposed development;

- Section 5 'Planning Policy Context': sets out the planning policy framework against which the planning application should be assessed.
- Section 6 'Planning Policy Considerations': provides an evaluation of the development proposals against relevant planning policy and any other material considerations; and
- Section 7 'Conclusions': summaries the key features of the proposed developments and sets out our concluding statement.

## 2. Site Context

### The Site

2.1 Cambridge House occupies an irregular rhomboid shaped site and is located on two junction points on Cleveland Street. The main junction it addresses is located to the northwest at Euston Road, where this major highway curves and weaves around the meeting of roads around Great Portland Street station, and the other junction to the southwest at Warren Street. The building is chamfered at the corner of the Euston Road junction. The principal facades of the building address Euston Road and Cleveland Street. The facade along Warren Street is of lower status and more modest appearance, and provides a service access to the building.

2.2 The building dates from the interwar period; as part of a more comprehensive rebuilding of the urban block along Euston Road between Cleveland Street and Conway Street. It is a four storey (above basement) office block, with an additional plant structure at roof level, which is currently being used by Birkbeck, University of London. Each of the building's street elevations are rendered in a light cream colour and adopt a stripped Neo-Classical architectural style; denoted by the hierarchy and proportions of both the different floor levels and elevational treatment, as well as the use of features such as rustication, giant order pilasters and arched openings to the principal façades..

The ground floor level has floor to ceiling sized openings. Main entrances are clearly marked to the Euston Road elevation and also at the chamfered corner to Cleveland Street, and recessed from the building line. There is a more regular rhythm and proportion of openings to the upper floor levels; as also reflected in its immediate neighbours within the urban block.

2.3 The building has a flat roof part screened by a continuous parapet line. This parapet or cornice line visually relates to that established by the adjacent building within the urban block and also its near neighbours across both Cleveland Street and Warren Street. Servicing along with a lift overrun and small office is visible in some views to the south of the roof level from the street. This approach does not conform to the more typical roof forms of defined mansards to nearby buildings within the local area of the site.

2.4 Within the wider area, Cambridge House provides a deviation in the building line along Euston Road, which reflects a change in the road alignment as it reaches Regents Park. The northern facade of the building therefore becomes a feature within local views from the north east, and conversely the distinctive chamfered corner and more prominent edge of this building is clearly evident in views from the north west. These aspects of the site and the existing built form to some degree assist in marking the curve at this point of this major highway where Marylebone Road and Euston Road meet, and also crossing between the two boroughs of the London Borough of Camden (LBC) and Westminster City Council (WCC).

2.5 Cambridge House is currently vacant however the upper floors of the building were last used as offices (Class B1 Use) with the ground and basement floors previously used by Volvo as a car showroom (sui-generis).



**Figure 1: Aerial view of the site and surrounding area**

2.6 In planning policy terms, the site falls within Flood Zone 1, Central Activities Zone (CAZ), Fitzrovia Area Action Plan, and Central London Area. The building on site is not listed or an unlisted building of merit. The site however is located in relatively close proximity to a number of listed buildings which include:

- Holy Trinity Church (listed building grade I) – landmark church to the north west of the site;
- Great Portland Street Underground Station (listed building grade II) – prominent station and node to the west of the site along Euston Road; and
- Related terraces of 18th / 19th century buildings along both sides of Warren Street (listed building groups grade II) – more modestly scaled and finer grain terraces south of Euston Road and to the south and south east of the site.

2.7 The site has not been recognised for conservation or archaeological purposes however it is directly to the north of the Fitzroy Square Conservation Area.

2.8 The site benefits from having the highest Public Transport Accessibility Level (PTAL) rating of 6b (ranging from a scale of 1 to 6, where 6 indicates the highest level of connectivity). It is in close proximity to Great Portland, Regent's Park, and Warren Street Underground Stations, and is serviced by a number of bus services and bike sharing facilities. The site can be accessed on the corner of Euston Road and Cleveland Street, as well as Warren Street towards the rear of the site.

### ***Surrounding Area***

2.9 The surrounding area is mixed in nature and includes office, medical and residential properties with commercial/retail units at street level.

### Euston Road

- 2.10 Euston Road is one of London's busiest thoroughfares, running from Marylebone Road to King's Cross and is home to a number of significant buildings including St Pancras Station, the Wellcome Trust and Holy Trinity Church.
- 2.11 The north of Euston Road hosts more modern commercial developments in Triton Square, Regents Place, comprising of buildings ranging from 9 to 17 storeys. The south of Euston Road is characterised by lower scale commercial properties ranging from 4 to 7 storey commercial buildings including BBC Grafton House and 371 Euston Road.

### Warren Street

- 2.12 Warren Street is more residential in character with buildings ranging from 4 to 6 storeys in height with commercial units at street level. A number of independent cafes and retailers have been introduced along this route in more recent years developing a unique and vibrant character.

### Cleveland Street

- 2.13 Cleveland Street is predominantly residential and is a narrower thoroughfare with buildings ranging for 4 to 6 storeys in height including Aradco House and Fltzrovia House.

## **Planning History**

- 2.14 The most relevant permission relating to the site was granted in October 2014 (ref. 2014/0603/P) for the following proposed development:

*'Change of use from offices (Class B1a) & car showroom (Sui Generis) uses to provide flexible B1 space at basement and ground floor levels, and 16 residential units on upper floors, including extension to create 4th, 5th & 6th floors and re-cladding of the building.'*

- 2.15 This extant planning permission has not been implemented. The supporting Committee Report for this application noted that:

*'In terms of design, the proposed re-cladding of the building will add a more contemporary look to an unexceptional building. The roof extension will be of similar design to that of 365 Euston Road and will be no higher than this building. The scheme is sympathetic to its surroundings and will afford good levels of amenity to future occupiers whilst also protecting the amenity of existing neighbouring properties. The overall benefits which will be delivered as a result of this scheme are considered to outweigh the loss of outdated office accommodation from the site and as such approval is recommended.'*

- 2.16 The remaining part of the site's planning history indicates that the change of use, alterations to the elevations and roof level extensions have previously been allowed on site. Full details of the site's planning history and relevant neighbouring sites is set out in Appendix 1.

## 3. Background

### **Birkbeck, University of London**

- 3.1 Birkbeck was established 200 years ago to provide university education for working Londoners. Birkbeck still believe in the power of knowledge to transform lives, so the University goes out of its way to make education accessible to as wide a community as possible.
- 3.2 Birkbeck has a global reputation for high-quality research and teaching and is part of the prestigious University of London, alongside University College London (UCL), King's College London (KCL), the School of African and Oriental Studies (SOAS) and the London School of Economics and Political Science (LSE), among others.
- 3.3 Because the conventional university model isn't for everyone, Birkbeck classes are held in the evening, so days are free - to study, work, volunteer. Birkbeck evening teaching gives people who care about their future something special: the opportunity to study at a world-class, research-intensive university and progress their life goals at the same time.
- 3.4 Birkbeck's flexible yet focused way of learning attracts a special type of student: hardworking, dedicated and determined to improve themselves.
- 3.5 Birkbeck students come from all backgrounds, careers and cultures, aged from 18 to 80. The wealth of workplace and real-world experience and opportunities to network and collaborate are unrivalled. In many universities, the top academics do not teach undergraduates, but at Birkbeck, they do. Birkbeck believe their students' varied experiences enrich our teaching, so we'll share knowledge and support you, as equals.
- 3.6 The reasons people choose to study in the evening are as individual and varied as the people you'll sit next to in class: young people who want to gain experience in the workplace while they study; working Londoners looking for a promotion or career change; people who missed out on university the first time around; or those who are simply passionate about their subject.

### **University of London Masterplan**

- 3.7 University of London (UoL) of which Birkbeck falls under, in association with the London Borough of Camden, have developed a Masterplan to inform the estate strategy over the next 10-20 years considering short, medium and long term growth requirements to ensure that they plan appropriately for the future needs of the university, colleges, institutes and students.
- 3.8 UoL seek to create a world class university environment that is not only connected to its history, but also forward looking.
- 3.9 Whilst Cambridge House does not form part of the UoL Masterplan, the proposed development will create new teaching space for Birkbeck which will free up space within the main campus.



3.10 In order to continue to attract and retain the very best students and staff, Birkbeck would like to create exemplary facilities for them. Crucial to this is creating teaching, learning and research environments, adaptable to the changes in technology, communication and teaching practices. To this end, Birkbeck is committed to upgrading its estate so that it is comparable with its international academic reputation.

## 4. Proposed Development

- 4.1 The proposed development involves the change of use of the site to accommodate a Class D1 educational use. In doing this, the proposals include refurbishing the existing building and providing an extension in the form of a two storey roof extension to house a lecture theatre and 25 person classroom.
- 4.2 Penoyre and Prasad have explored a series of design studies as presented during pre-application, design workshops and to the Design Review Panel. This is detailed within explored within the supporting Design and Access Statement. The proposals seek to retain, restore and enhance the existing early twentieth century building whilst introducing a modern and striking rooftop extension to create a landmark presence in one of London's busiest thoroughfares.
- 4.3 The ambition is to sculpt a unique, playful and dramatic architectural response for this prominent site. The massing mirrors the slope of the lecture theatre within and is sculptured to reflect the building lines of the adjacent properties.
- 4.4 The taller, more dominant element of the proposed rooftop extension is focused towards the corner of Euston Road and Cleveland Street lifting up to reveal a lounge and breakout space beneath a shimmering metallic soffit. The proposed extension over sails the existing building line on Cleveland Street and tapers down towards Warren Street by Fitzroy Square Conservation Area.
- 4.5 A dark metal cladding is proposed to create a contrast to the existing rendered façade. The prominence of the corner facing Holy Trinity would be highlighted with metallic surrounds to the box windows, and a metallic entrance canopy extending down Cleveland Street leading towards the main entrance. The building signage would wrap around the fascia at street level along Euston Road and Cleveland Street.
- 4.6 It is proposed to lower the existing basement slab by approximately 250mm to allow for a new floor building up including insulation and drained cavity.
- 4.7 New stair and lift cores are proposed. The existing lift is to be extended down to basement level and new lift puts will be constructed below all three lifts.
- 4.8 The proposed development will comprise the following facilities:

Floor	Proposed Use/Function
Basement	Active Learning
	Group Rooms
	Plant and ancillary rooms
Ground Floor	Reception
	Active Learning space
	Office
	Cafe

Upper Floors (First - Third)	Each floor will contain the following classrooms comprising: 1. 60 person classroom; 2. 2 x 30 person classrooms Group Room
Fourth and Fifth Floor	Lounge/Break Out Space Lecture Theatre 25 person classroom

4.9 The development site is expected to employ 20 staff with teaching capacity for up to 610 students, with a maximum of 488 students expected on site at any time based on the operational arrangements of Birkbeck at their existing campus.

4.10 The proposals do not include any car parking for the new use and therefore no vehicle access is to be provided.

4.11 The proposed plans for the site are for the main pedestrian access to be provided from Cleveland Street. For emergency access, two fire escapes are provided on Euston Road and Warren Street, which are directly linked with the emergency stairs of the building.

***Energy and Sustainability***

4.12 The proposed development has been designed to achieve BREEAM 'Excellent'.

4.13 A number of fabric and passive measures are proposed including:

- Efficient glazing system with low level U-value glazing and high light transmittance to utilise daylight, minimise thermal bridging and reduce unnecessary heat loss;
- Solar gains have been limited by using high specification glass and using deep window reveals. South facing glazing has been limited where possible.
- Provision of an efficient Building Management System (BMS) including sub metering and energy monitoring;
- Low energy LED lighting;
- Daylight dimming and occupancy switching for lighting;
- Installation of a mechanical ventilation heat recovery system;
- Demand control ventilation by CO2 sensors, humidity and temperature monitoring;
- Centralised heating and hot water plant led by high efficiency fully modulating condensing boilers;

- Provision of renewable energy sources by way of PV panels at roof level;
- Low water use appliances to promote water efficiency, such as flow limiting devices, dual flush WC cistern controls and water efficient showers;
- Use of thermal mass and high ceilings to manage the heat within the building; and
- Active cooling: a chiller will be used to provide cooling to the classroom spaces, lecture theatre, offices, café, reception and activity space.

4.14 The proposed roof extension should achieve a 35% improvement on its Part L TER, furthermore it is recommended that 105.6m<sup>2</sup> of PVs should be installed, which will achieve a 21% offset on the carbon reduction for the entire building. This amount of PVs will also ensure the new portion of the building meets a minimum 35% carbon reduction to meet the London Plan.

## 5. Pre-Application Engagement

5.1 Prior to the submission of the planning application, pre-application engagement was undertaken with planning, design and conservation officers at the London Borough of Camden. This comprised an extensive programme of pre-application meetings took place with LBC officers and other stakeholders as follows:

5.2 An initial meeting took place with officers on 20 April 2016 to discuss the intent by Birkbeck for the complete redevelopment of the site comprising demolition of the existing building. A formal pre-application meeting took place with officers on 13 July 2016 which was followed up with a second formal pre-application meeting with officers on 16 August 2016. The proposal at this time was the comprehensive redevelopment of the site comprising a new building of up to 10 storeys in height.

5.3 Subsequent to the above, Birkbeck took the decision to review the proposed development and the decision was made to refurbish the existing building together with a roof top extension.

### **Pre-Application Consultation (May 2017)**

5.4 A pre-application meeting was held with LBC on 15 May to discuss the potential refurbishment of the building together with roof top extension to accommodate a lecture hall. Discussion took place on the design of the roof top extension which officers accepted in principle.

5.5 Overall officers were pre-disposed to the needs of Birkbeck as they understood the benefits of the proposal in the context of the wider picture.

### **Design Workshop (June 2017)**

5.6 A design workshop was set up between officers and Penoyre and Prasad Architects on Wednesday 7 June. At that workshop officers confirmed their acceptability to the principle of the development on the basis of their comfort with the evolution of the scheme design.

5.7 LBC officers have acknowledged the strategic needs of Birkbeck and the benefits of freeing up teaching space will form part of the overall evaluation with planning officers and members.

### **Pre-Application Consultation (August 2017)**

5.8 At the second pre-application meeting with LBC, officers expressed their comfort with the proposal and it was agreed that the scheme would be presented to the LBC Design Review Panel (DRP).

### **Design Review Panel (September 2017)**

5.9 The proposed development was presented to the Council's DRP in September. The DRP welcomed the proposed redevelopment and discussion focussed on key questions such as whether the design of the extension should be either 'bolder' or 'more polite'. Detailed comments focused on the treatment of the junction to the oversail and whether other material options should be explored.

**Other Stakeholders (October 2017)**

- 5.10 The proposed development was presented to the Bloomsbury Conservation Area Advisory Committee on 25 October 2017 who accepted the principle of the development but, considered the extension to be too bold.

**Design Workshop (November 2017)**

- 5.11 A design workshop was set up between LBC design officers and Penoyre and Prasad Architects on Wednesday 22 November. The design meeting focussed on the evolution of the design following the DRP and the key changes that had been made including changes to the geometry of the extension and proposed alternative materials.

## 6. Planning Policy Context

6.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires planning applications to be determined in accordance with the Development Plan, unless material considerations indicate otherwise. Specifically, Section 38(6) states:

*'If regard is to be had to the development plan for the purpose of any determination to be made under the Planning Acts the determination must be made in accordance with the plan unless material considerations indicate otherwise.'*

6.2 Overarching planning policy is contained within the National Planning Policy Framework 2012 of which the relevant details are outlined below.

6.3 Within the London Borough of Camden (LBC), the Development Plan comprises the following documents:

- The London Plan (Consolidated with Alterations, 2016);
- LBC Local Plan (2017);
- LBC Site Specific Allocations (2013);
- Fitzrovia Area Action Plan (2014);
- Euston Area Plan (2015);
- Fortune Green and West Hampstead Neighbourhood Plan (2015);
- Kentish Town Neighbourhood Plan (2016); and
- Camden Policies Map (2016) and Policies Map Alterations (2017).

6.4 The site sits within and is covered by the Fitzrovia Area Action Plan (2014) and is therefore a material consideration for this application.

6.5 Other policy documents that are material to the consideration and determination of this planning application include Supplementary Planning Guidance (SPGs) and Documents (SPD's) prepared by the Greater London Authority (GLA) and the London Borough of Camden.

6.6 The Draft New London Plan was published on 29 November 2017. The first round of public consultation on the new plan finishes on 2 March 2018. The New London Plan is anticipated to be adopted towards the end of the year 2019.

6.7 Figure 2 is an extract from Camden's Policies Map (2016). It indicates that the site is subject to the following designations:

- Central Activities Zone (CAZ);
- Fitzrovia Area Action Plan; and
- Central London Area.

6.8 The site is situated outside of the town centre boundary. A neighbourhood centre is situated along Cleveland Street within 100 metres to the south. The site lies adjacent to the borough boundary between LBC and WCC, and sits approximately 16 metres (from the closest point) to the north of the Fitzroy Square Conservation Area.



Figure 2: Extract from LBC's Policies Map (2016)

## National Planning Policy Framework (2012)

- 6.9 Central to the NPPF is the presumption in favour of sustainable development. With regards to decision taking, the NPPF confirms clearly at Paragraph 187 that:

*'Local planning authorities should look for solutions rather than problems, and decision takers at every level should seek to approve applications for sustainable development where possible. Local planning authorities should work proactively with applicants to secure developments that improve the economic, social and environmental conditions of the area.'*

- 6.10 The NPPF considers sustainable development to have three dimensions: economic, social and environmental. It is made clear that these elements should be achieved jointly and simultaneously and where this is demonstrable, development should be approved without delay.

### ***Conserving and Enhancing the Historic Environment***

- 6.11 Paragraph 126 of the NPPF acknowledges that new developments can make a positive contribution to the character and distinctiveness of the local historic environment of an area.

- 6.12 Paragraph 131 further goes on to note that in determining planning applications, local planning authorities should take account of:

- The desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
- The positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and



- The desirability of new development making a positive contribution to the local character and distinctiveness.
- 6.13 Local Planning Authorities should not permit loss of the whole or part of a heritage asset without taking all reasonable steps, however they should also assess whether the benefits of a proposal for enabling development, which would otherwise conflict with planning policies but which would secure the future conservation of a heritage assets, outweigh the disbenefits of departing from those policies.

#### ***Requiring Good Design***

- 6.14 Paragraph 58 of the NPPF requires that planning policies and decisions should ensure that developments meet a number of criteria including the following:
- Function well and add to the overall quality of the area; and
  - Establish a strong sense of place, using streetscapes and buildings to create attractive and comfortable places to live, work and visit.
- 6.15 Whilst Local Planning Authorities should develop policies to help deliver high quality developments, Paragraphs 59 and 60 confirm that design policies should avoid unnecessary prescription or detail and should not stifle initiative through unsubstantiated requirements to conform to certain development forms or styles.

### **The London Plan (2016)**

#### ***Urban Design and Place Shaping***

- 6.16 The London Plan supports developments that are sensitive to the quality and function of neighbourhoods and places, access, heritage, local character, landscapes, inclusive design, safety, security and resilience, green infrastructure, air quality and biodiversity that contribute towards making London a special place and improve quality of life.
- 6.17 It promotes creating diverse, strong, secure and accessible neighbourhoods. Section 7 of the London Plan suggests that developments should contribute to people's sense of place, safety and security, and that the buildings and spaces should help reinforce the character and legibility of the neighbourhood. Furthermore, it encourages developments to be inclusive to all with a focus on providing high quality public realm.

#### ***Historic Environment and Landscapes***

- 6.18 London's views, heritage assets and historic environment make a significant contribution to the city's culture. Developments are encouraged to be sympathetic to surrounding heritage assets and conservation areas by taking a considered approach to the form, scale, materials and architectural detail of a development. Furthermore, the London Plan acknowledges that new development can often make a positive contribution to the views and be encouraged.

#### ***Sustainable Development***

- 6.19 The Mayor expects all developments to make the fullest contribution to the mitigation of climate change. Section 5 of the London Plan seeks to reduce the emission of carbon dioxide, primarily by reducing emissions from new developments and supporting

developments of low carbon energy infrastructure to produce energy more efficiently and to utilise energy from waste.

### **Community Infrastructure Levy**

- 6.20 The application is exempt from both the Mayoral and Camden CIL as the proposal includes a development that would be used wholly or mainly for the provisions of education in association with an institute of higher education.

## 7. Planning Policy Considerations

7.1 This section of the report seeks to address the key planning considerations associated with the proposal and demonstrates its general compliance with the Development Plan. The key planning considerations that arise from the proposed development include:

- Principle of Class D1 Use
- Design and Townscape
- Daylight and Sunlight
- Air Quality
- Noise Impact
- Energy and Sustainability
- Construction Management
- Transport and Servicing

### **Principle of Class D1 Use**

7.2 Cambridge House is currently vacant. The building was last used as a car showroom at basement and ground floor (Sui Generis) and offices above (Class B1 Use). The site benefits from a planning permission under LPA reference number 2014/0603/P for *'change of use from offices (Class B1a) & car showroom (Sui Generis) uses to provide flexible B1 space at basement and ground floor levels, and 16 residential units on upper floors, including extension to create 4th, 5th & 6th floors and recladding of the building.'* In which the principle of the loss of the sui generis and office use was accepted.

7.3 The LBC Committee Report (September 2014) confirms the above position that *"there is no protection for sui-generis uses within the policies of Camden's LDF but a loss of office accommodation, particularly within the Central Activities Zone (CAZ), requires strict adherence to Policy DP13."*

7.4 There is no protection for sui-generis uses within the London Borough of Camden LDF policies.

7.5 LBC's Development Policy DP13, sets out a strong emphasis from the Council on the retention of land and buildings that are suitable for continued business use and a resistance to their loss to non-business uses. Policy DP13 sets out a detailed policy test in terms of justifying the loss of employment floorspace. This includes demonstrating the site or building is no longer suitable for its existing business use and demonstrating that alternative business uses has been considered.

7.6 The Fitzrovia Area Action Plan (December 2012) notes under Principle 3 that the Council will support the development of community facilities throughout Fitzrovia which includes education and training facilities. The supporting text for Principle 6 further goes on to state Fitzrovia and Bloomsbury have a history of medical and educational uses stretching back 200 years and that the institutions of University of London form part of a campus of educational, medical and research facilities which is partly in the Plan area. In addition the supporting text further notes that *"where institutions already have an extensive presence their expansion can involve the loss of services and land uses needed to support the community and have a harmful impact on the balance and mix of uses in the area. Any development of new and expanded institutions in Fitzrovia will*

*therefore need to be located and designed so that it is sensitive to its surroundings and addresses the concerns set out in the Core Strategy.”*

- 7.7 The Council have already accepted the loss of the majority of the existing building away from Class B1 Use to an alternative use. It is considered that in this case, there are exceptional circumstances for a change of use of the building to Class D1 Use which can be linked to the wider Birkbeck Strategy and consolidate education uses closer to the Birkbeck Campus.
- 7.8 In addition, it can be argued that the loss of a relatively small amount of office floorspace is compensated by the fact that the Council are currently meeting their projected borough office floorspace targets as set out within the Council's Core Strategy, primarily through the development of new commercial floorspace at Kings Cross.
- 7.9 Education use is supported at strategic and local level. Policy 3.18 of The London Plan states that the Mayor will support the provision of higher education facilities to meet the demands of a growing and changing population and to enable greater educational choice. Development proposals which enhance education provision, including new builds, will be supported and encouraged.
- 7.10 Part C of the policy states that 'proposals which enhance education and skills provision will be supported, including new build, expansion of existing or change of use to educational purposes'.
- 7.11 Part I of the policy states that 'boroughs should support and maintain London's international reputation as a centre of excellence in higher education'.
- 7.12 This is further reiterated in Policy G1 of the Local Plan which notes that the Council promotes the most efficient use of land and buildings in Camden, seeking to deliver sustainable growth to preserve and enhance the features that make Camden an attractive place to live, work and visit.
- 7.13 The proposed development will deliver additional educational facilities within the area. The site sits within the Central London area of Camden; the supporting text to Policy G1, at paragraph 2.52 seeks to support the concentration of medical, educational, cultural and research institutions within Central London that forms an integral part of the Knowledge Quarter. This is further supported by Local Plan Policy C2 which states that the Council will support investment plans of educational, health, scientific, and research bodies to expand and enhance their operations, taking into account the social and economic benefits they generate for Camden, London and the UK. On balance, it is considered that the developments accords with the above policies.

***Mixed Use Policy***

- 7.14 Local Plan Policy H2 notes that the Council's requires 50% of all additional floorspace to be provided as housing where 200sqm (GIA) or more of commercial floorspace is proposed. It is noted that the Council allow payments in lieu where it can be demonstrated that a mixed use development is not appropriate and in exceptional cases, a mixed use development may not be required.

- 7.15 The supporting text to Policy H2 sets out scenarios where proposals won't be expected to provide housing and includes developments that involve an "*extension to an existing building... that cannot accommodate new features necessary to support housing, such as entrances, windows, staircases and lifts*". In addition, this includes developments that involve a "specialised use, such as hospital or a research facility, which has operational requirements that prevent the inclusion of housing (e.g. 24 hour activity or a controlled environment" and developments that are "*publicly funded or serves a public purpose (such as providing transport infrastructure, land required for transport, or a dedicated facility for an educational, medical or research institution), and the nature of the funding or facility prevents the inclusion of housing.*" The proposed use of the building which was and will be utilised by Birkbeck, University of London will be for an education and research building. A mix of uses on the site is not possible in this case without making the proposed development undeliverable.

## **Design and Townscape**

### ***Design***

- 7.16 The Council's policy position on promoting high quality places which ensures Camden's places are safe, healthy and easy to use is set out in Policies C1, C5, C6 and D1 of Camden's Local Plan.
- 7.17 Policy D1 of the Local Plan expects all developments to be of the highest standard and to consider the character, the setting and context of neighbouring buildings. The policy further goes on to note that the Council expects developments to consider the quality of materials that are used. Policy D2 further goes on to state that the Council will only permit developments that preserve and enhance the character and appearance of the conservation area.
- 7.18 Penoyre and Prasad have explored a series of design studies as presented during pre-application, design workshops and to the Design Review Panel. This is detailed within explored within the supporting Design and Access Statement. The proposals seek to retain, restore and enhance the existing early twentieth century building whilst introducing a modern and striking rooftop extension to create a landmark presence in one of London's busiest thoroughfares.
- 7.19 The ambition is to sculpt a unique, playful and dramatic architectural response for this prominent site. The massing mirrors the slope of the lecture theatre within and is sculptured to reflect the building lines of the adjacent properties.
- 7.20 The taller, more dominant element of the proposed rooftop extension is focused towards the corner of Euston Road and Cleveland Street lifting up to reveal a lounge and breakout space beneath a shimmering metallic soffit. The proposed extension over sails the existing building line on Cleveland Street and tapers down towards Warren Street by Fitzroy Square Conservation Area.
- 7.21 A dark metal cladding is proposed to create a contrast to the existing rendered façade. The prominence of the corner facing Holy Trinity would be highlighted with metallic surrounds to the box windows, and a metallic entrance canopy extending down Cleveland Street leading towards the main entrance. The building signage would wrap around the fascia at street level along Euston Road and Cleveland Street.

- 7.22 The proposed development provides an opportunity to improve and enhance this prominent corner, bringing back vacant building back into use and providing an active frontage at street level. The design has been developed in compliance with Policies C1, C5, C6 and D1 of Camden's Local Plan.

### ***Townscape***

- 7.23 A number of massing studies were developed and tested in relation to views from the surrounding townscape areas, taking into account the impact of massing to Warren Street, Fitzroy Square Conservation Area and comments received during the design development of the proposed development at pre-application stages.

### **Amenity**

- 7.24 Policy A1 seeks to protect the amenity of Camden's residents by ensuring the impact of development is fully considered. The Council seek to ensure that developments protect the quality of life of occupiers and neighbours by only granting permission to development that would not harm the amenity of neighbouring residents; this includes privacy, outlook and impact on daylight and sunlight. The Council's adopted planning guidance provides further advice on the application of the Council's policies, such as CPG1 (Design) and CPG6 (Amenity).

### ***Daylight and Sunlight***

- 7.25 The Site is situated along Euston Road, a major thoroughfare in Central London, as such the majority of the neighbouring buildings are commercial in nature with the nearest residential properties set back along Cleveland Street. The proposed roof extension has been designed in a manner to minimise any impact on amenity. The massing slopes down Cleveland Street towards Warren Street to become only a half additional storey set back along this elevation. A Daylight and Sunlight Assessment prepared by Savills accompanies the planning application submission. This confirms that the impacts on neighbouring are in line with the BRE Guidance. Against this background, the proposals are in accordance with Policy A1.

### ***Air Quality***

- 7.26 Since 2000, the whole of the LBC has been designated as an Air Quality Management Area due to high concentrations of nitrogen dioxide (NO<sub>2</sub>) and particulate matter (PM<sub>10</sub>). Local Plan Policy C1 demonstrates the Council's ambition to improve health and well-being in Camden noting the contribution air quality has on this. This is supported by Policy CC4 which requires developments to take into account their potential impact on air quality and the exposure of prospective occupants of development, by way of an air quality assessment.
- 7.27 London Plan Policy 7.14 requires an Air Quality Neutral Assessment to be undertaken in relation to transport emissions and building emissions. Developments should be at least air quality neutral and minimise exposure to poor air quality. The supporting Air Quality Assessment prepared by the Waterman Group provides an assessment of the potential air quality implications of the proposed development.
- 7.28 The main likely effects on local air quality during construction relates to nuisance dust. Although the assessment has shown that mitigation measures are not required, a range of mitigation measures to minimise or prevent dust emissions in line with best practice

would be implemented through the construction works, this would ensure that the effects would be insignificant at all receptor locations.

- 7.29 Considering the current traffic movements around the Site, the likely effect of construction vehicles on air quality entering and egressing the Site would be insignificant during the construction period.
- 7.30 To minimise the exposure of future users to exceedances of the 1-hour mean NO<sub>2</sub> AQS objective, mitigation measure in the form of mechanical ventilation, heat recovery, by drawing air from the roof to ventilate the building is proposed. Following the provision of mechanical ventilation, the introduction of academic users is therefore considered insignificant.
- 7.31 Given the proposed development would be 'car free' and emissions generated from the proposed boiler meet relevant emission levels, the proposed development is not expected to give rise to air quality impacts. As such the likely effect on local air quality would be insignificant and the operational phase of the proposed development has not been considered further and no further mitigation measures are required.

#### ***Noise and Vibration***

- 7.32 A Noise and Vibration Assessment prepared by Acoustic Central accompanies this submission and provides further details. The assessment concluded that the noise arising from the proposed plant is expected to comply with the plant noise criteria set out in Local Plan Policy A4, as such, mitigation beyond that already proposed which include screening around the external plant and silencers on the exhaust side of the air handling units in the proposed development to reduce the levels is not expected to be warranted.
- 7.33 The proposed glazing on the upper floors and lining within the basement is also considered to be sufficient to achieve internal noise standards and accords with the guidance set out in Building Bulletin 93 - Acoustic design of schools: performance standards.
- 7.34 A natural ventilation strategy is proposed along the Warren Street façade as noise levels reduced considerably away from Euston Road however natural ventilation from Cleveland Street may not be able to meet the required acoustic standards.
- 7.35 The vibration assessment highlighted that the expected internal vibration would fall below the range corresponding to 'Low probability of adverse comment'. As such, no specific measures are expected to be necessary to control vibration. Against this background, the proposed development is in accordance with Local Plan Policy A4.

#### **Basement Impact Assessment**

- 7.36 A Basement Impact Assessment, prepared by Webb Yates provides more details. The assessment has been undertaken to justify that the proposed development does not cause harm to the adjacent LUL assets.
- 7.37 A detailed construction sequence, temporary works and methodology will be developed by the contractor to minimise the impact of the proposed construction works on the adjacent properties including noise and vibration. The anticipated ground movements

will have negligible to slight impacts on the appearance of the neighbouring buildings and structures. Should visible settlements appear in the retaining structure during construction, the contractor will undertake the necessary repair works.

### **Construction Management Plan**

- 7.38 Local Plan Policy T4 states that, where appropriate, Construction Management Plans may be required to be submitted alongside planning applications. These should set out how the movement of goods and materials will be managed and how the impacts of excavation, demolition and construction will be managed.
- 7.39 Local Plan Policy A1 also refers to the use of Construction Management Plans to ensure that the impact of development upon neighbouring occupants is appropriately managed.
- 7.40 As per Local Plan Policy CC4 and the GLA SPG 'The Control of Dust and Emissions During Construction' (2014), the Construction Management Plan will incorporate the noted mitigation measures within the Air Quality Assessment with regards to dust and emissions during the construction phase.
- 7.41 A Construction Management Plan has been prepared by MACE. This document includes the proposed construction management arrangements with regards to the considerations set out in Camden's Construction Management Plan pro forma and their minimum requirements for building/construction/demolition sites. The submitted Construction Management Plan is considered to address the requirements of the above planning policies and material considerations.

### **Transport and Servicing**

- 7.42 London Plan Policy 6.3 notes that development proposals should ensure that impacts on transport capacity and the transport network are fully assessed. Development should not adversely affect safety or capacity of the transport network. It is also necessary for the cumulative impacts of development on transport infrastructure to be taken into account.
- 7.43 Local Plan Policy T1 seeks to promote sustainable transport by prioritising walking, cycling and public transport in the borough.
- 7.44 A Transport Statement and Framework Travel Plan, prepared by Alan Baxter is submitted in support of this application and provides the technical and detailed assessment of transport considerations relevant to the proposals.
- 7.45 The current trip generation assessment illustrates that the majority of the existing trips generate are by public transport, predominantly rail and underground, with a smaller proportion by walking and cycling. The proposed development is expected to generate an addition 648 additional two way trips however these trips are expected to occur outside of the peak times of demand on the local highway and public transport network and therefore when there is the highest spare capacity and will therefore have a negligible impact.
- 7.46 The site is in a sustainable location with excellent walking, cycling and public transport facilities. The development proposals take advantage of this setting to ensure that staff



and students will walk, cycle or use public transport with mitigations advanced in order to accommodate the increased demand from site users.

### ***Cycle Parking***

- 7.47 London Plan Policy 6.9 and accompanying table 6.3 sets out the cycle parking requirements of the London Plan. Cycle parking should be secure, integrated, convenient and accessible. Table 6.3 notes that cycle parking areas should allow easy access and cater for cyclists who use adapted cycles. It is noted that all cycle parking should be consistent with the London Cycling Design Standards, or subsequent revisions.
- 7.48 In accordance with London Plan Policy 6.9, a total of 123 spaces would have to be provided for long stay staff and both long and short stay visitors. Considering the constraints of the Site, as the proposed development seeks to retain and refurbish the existing building, it is not feasible to provide the required cycle parking provision as set out in the London Plan. As such, a total of 5 cycle parking spaces will be provided off street to accommodate the needs of long stay staff on site. Additional cycle facilities such as shower will also be provided on site.
- 7.49 The more time limited student parking is proposed to be met on-street by way of five short stay cycle parking spaces within the private forecourt of the Site on Cleveland Street. There are a number of cycle hire docking stations in the vicinity of the site. The closest one is Bolsover Street to the west of the site, which is within two minutes walking distance and contains 19 spaces. Warren Street Station to the east of the site, which is within five minutes walking distance and provides 26 spaces. The Longford Street docking station, to the north of the site, is within five minutes and offers 21 spaces.
- 7.50 An indicative scheme has been drawn up that proposes a provision of 66 external cycle parking spaces located on both the carriageway of Cleveland Street (24 spaces) with protected island and on Euston Road (42 spaces). Adding the five external cycle parking spaces provided within the forecourt of the site, a total number of 71 external cycle spaces can be provided, meeting the London Plan requirement of 70 spaces for short stay requirements. It is proposed that a financial contribution is provided in lieu of the on site provision.

### ***Car Parking***

- 7.51 Local Plan Policy T2 states that the Council seeks to limit the availability of parking and require all new developments in the borough to be car-free. Onsite parking should be limited to accessible spaces where necessary, and/or essential operational or servicing needs. The supporting text notes that parking for disabled people should be provided where necessary and should consider availability to on-street parking spaces for blue badge holders in the area.
- 7.52 The Council expects development to be car free in the Central London Area in which the site is located. Furthermore, the site benefits from having a high PTAL rating of 6b meaning that it is highly accessible by public transport, as such no car parking is proposed to be provided.

### ***Servicing, Refuse and Recycling***

- 7.53 Warren Street will provide access for bin collection while general servicing of the building will be achieved from Cleveland Street using the main entrance.

### **Sustainability and Energy**

- 7.54 London Plan Policy 5.2 and Local Plan Policy CC1 encourage development proposals to make the fullest contribution to minimising carbon dioxide emissions in accordance with the Mayor's Energy Hierarchy to be lean (use less energy), be clean (supply energy efficiently) and be green (use renewable energy). In accordance with this Policy, the Mayor has set out targets for carbon dioxide emissions reductions outlined in the Building Regulations. Residential buildings are expected to be zero carbon and nondomestic buildings are as per Building Regulation requirements.
- 7.55 London Plan Policy 5.3 'Sustainable design and construction' removes requirements for the Code for Sustainable Homes but continues to require development to demonstrate that sustainable design standards are integral to the proposal, including its construction and operation.
- 7.56 For planning purposes, the building has been assessed as two elements consisting of the refurbished part and extension in relation energy and sustainability. The proposals deliver a sustainable and energy efficient development as is confirmed within the Sustainability Strategy and Energy Statement, prepared by Skelly and Couch Ltd.
- 7.57 The proposals have been developed using the energy hierarchy (be lean, be clean, be green) set out in the London Plan Policy 5.2 and Local Plan Policy CC1. In addition, it is expected to achieve a BREEAM 'Excellent' rating as set out in Local Plan Policy CC2.
- 7.58 A number of fabric and passive measures are proposed to meet the relevant standards in accordance with London Plan Policies 5.2, 5.3, 5.9 and Local Plan Policies CC1 and CC2 including:
- Efficient glazing system with low level U-value glazing and high light transmittance to utilise daylight, minimise thermal bridging and reduce unnecessary heat loss;
  - Solar gains have been limited by using high specification glass and using deep window reveals. South facing glazing has been limited where possible.
  - Provision of an efficient Building Management System (BMS) including sub metering and energy monitoring;
  - Low energy LED lighting;
  - Daylight dimming and occupancy switching for lighting;
  - Installation of a mechanical ventilation heat recovery system;
  - Demand control ventilation by CO2 sensors, humidity and temperature monitoring;

- Centralised heating and hot water plant led by high efficiency fully modulating condensing boilers;
- Provision of renewable energy sources by way of PV panels at roof level;
- Low water use appliances to promote water efficiency, such as flow limiting devices, dual flush WC cistern controls and water efficient showers;
- Use of thermal mass and high ceilings to manage the heat within the building; and
- Active cooling: a chiller will be used to provide cooling to the classroom spaces, lecture theatre, offices, café, reception and activity space.

7.59 The proposed roof extension should achieve a 35% improvement on its Part L TER as set out in the London Plan; the refurbished element is not expected to achieve any improvement. It is recommended that 105.6m<sup>2</sup> of PVs should be installed, which will achieve a 21% offset on the carbon reduction for the entire building in line with the Camden Local Plan. This amount of PVs will also ensure the new portion of the building meets a minimum 35% carbon reduction to meet the London Plan.

7.60 Due to the low air quality in the area, as detailed in the supporting Air Quality Assessment, high efficiency active mechanical ventilation will be provided to reduce the risk of overheating.

7.61 There are no existing district heat networks nearby, there is potential for a proposed district heat network to run along the opposite side of the road and serve adjacent buildings. Should the network be installed, there would be potential to extend it further to connect into the heating system for Cambridge House. All of the new heating plant is located in the basement which could allow easy access for a connection from the adjacent street should it be sensible to do this in the future.

7.62 Opportunities to implement sustainability measures are limited as the proposed development seeks to retain the existing structure of the building. Despite this, the proposed development is considered acceptable and in accordance with the Development Plan.

### **Drainage**

7.63 There are no nearby waterbodies which affect the site. The nearest water bodies include the Boating Lake found in Regents Park (1km) and the Regents Canal (1.62km) which runs north of the site. The Site Investigation identified ground water in both boreholes at approximately 2.8m below basement level in the Lynch Hill Gravel Formation.

7.64 The existing drainage within the local vicinity of the site includes a combined sewer for both surface water and foul water. The proposed drainage system will provide separate foul and surface water systems that will confluence at the last manhole on-site within a demarcation chamber before entering the Thames Water Combined Sewer on Cleveland Street.

- 7.65 To mitigate the low risk of flooding drainage from the basement will be fitted with non-return valves to prevent any surcharge from the public sewer backing up into the building drainage.
- 7.66 Although the existing site is currently fully occupied by the building footprint, there will be a small increase in surface water flow due to the minor extension at the upper levels however this is considered to be insignificant. As a result, there is no overall net increase in the surface water runoff being discharged into the public sewer due to the proposed development.

## 8. Conclusions

- 8.1 The planning application provides an opportunity to redevelop and maximise the opportunities of this brownfield site in line with paragraph 49 of the NPPF which encouraging the effective use of land by reusing land that has been previously developed (brownfield land).
- 8.2 Provision of a high standard of design and construction that will be able to provide a high standard of accommodation for Birkbeck, University of London;
- 8.3 Use of sustainable construction methods incorporating a renewable energy strategy including in relation to the extension should achieve a 35% improvement on its Part L TER as set out in the London Plan. The proposed PVs will achieve a 21% offset on the carbon reduction for the entire building in line with the Camden Local Plan.
- 8.4 Overall, it is consider that the proposals accord with the relevant planning policies and should therefore be granted consent.

# Appendix 1: Planning History

## **Cambridge House, 373-375 Euston Road, NW1**

- Ref. 2014/0603/P, Granted Subject to a Section 106 Legal Agreement, October 2014 | Change of use from offices (Class B1a) & car showroom (Sui Generis) uses to provide flexible B1 space at basement and ground floor levels, and 16 residential units on upper floors, including extension to create 4th, 5th & 6th floors and recladding of the building.
- Ref. PSX0105244, Appeal Allowed, April 2002 | Erection of roof extension (4th floor level), incorporating a mezzanine upper floor level for office use and installation of plant at roof level.
- Ref. PSX0105014, Grant Full Planning Permission, November 2001 | Erect roof extension at fourth floor level incorporating a mezzanine upper level and rear plant for office use (Renewal of planning permission PS9604170R1 dated 21.02.97).
- Ref. PS9604170R1, Grant Full Planning Permission (conds), February 1997 | The erection of a roof extension at fourth floor level incorporating a mezzanine upper level and rear plant for office use.
- Ref. PS9604313, Grant Full Planning Permission (conds), February 1997 | Alterations to the entrance to the upper floors on Euston Road comprising new entrance doors, new elevational treatment and erection of a glazed canopy.
- Ref. PS9604170, Withdrawn Application-revision received, February 1997 | Addition of extra level of office accommodation plus mezzanine at roof level, reconfiguration of existing roof level plant and formation of new enclosure to plant room, and redesigned entrance complete with new canopy and fenestration over (Plans submitted).
- Ref. 9100236, Grant Full or Outline Perm with Condit., August 1991 | Use of ground floor as a car showroom together with the basement as a car repair workshop and car storage as shown on location plan 1 (numbered 01.91.W7216).
- Ref. 8401100, Grant Full or Outline Perm. With Condit., September 1984 | Change of use of the basement and ground floors from car showroom to showroom for car radios & telephones for the installation of such equipment in cars.
- Ref. AD1412, Permission, June 1980, The display of six internally illuminated signs as follows:- (i) Two double-sided projecting box signs, each measuring 0.852 metre x 0.750 metre, one on the Euston Road frontage and one on the Warren Street frontage. (ii) Four fascia signs, one located on the Euston Road frontage measuring 8.125 metres x 0.546 metre; one positioned on the Cleveland Street frontage measuring 29.2 metres x 0.546 metre; one sited on the splay frontage to Euston Road/Cleveland Street (2.826 metres x 0.546 metre), and the fourth situated on the return frontage to Warren Street measuring 5.601 metres x 0.546 metres. All the signs being 3.05 metres above ground level to the underside of the signs.

- Ref. 23263, Permission, November 1976 | Change of use of basement from storage to storage and Committee rooms and ground floor from warehouse and packing to despatch and printing.
- Ref. 22749, Refusal, July 1976 | The change of use of the ground floor and basement from storage and packing to showroom with ancillary offices and storage, and of the first, second and third floors from ancillary offices to offices.
- Ref. 1084, Permission, October 1965 | The decision dated 25<sup>th</sup> march 1960 relating to 373-375 Euston Road in view of the zoning of the Euston Road frontage for shopping purposes.

## **Neighbouring Schemes**

### ***Fitzroy House, 355 Euston Road, London, NW1 3AL***

- Ref. 2012/1006/P, Appeal Dismissed, January 2013 | Erection of infill extensions at 3rd and 4th floor levels to create additional office floor space (Class B1) and erection of extension at 5th floor level to create two x 2 bedroom residential units (Class C3) and remodelling of the facades.

The Inspector considered the proposals to have adverse impacts on the living conditions of existing residents with regards to their outlook which was thought to have material harm to the residents' living conditions.

### ***Windeyer Building, 46 Cleveland Street, W1T 6DB***

- Ref. 2014/1011/NEW, Withdrawn Decision | Demolition of existing academic research and teaching building (Class sui generis) and erection of a six storey building with two basement levels to accommodate a new scientific academic research and teaching building (Class sui generis), including plant enclosures at roof level and a new area of public open space.

### ***Friends House, 173-177 Euston Road, NW1 2BJ***

- Ref. 2016/0148/P & 2016/0647/L, Pending | The refurbishment of training / conference rooms at 1st floor to the east block of Friends House. This will include reorganisation of internal partitions to the North Lobby to create new toilet and store facilities, reinstating historic layout from stair landing to bring into use existing door opening and blocking up modern door opening. Installation of additional secondary glazing systems to external windows to provide acoustic attenuation and thermal resistance, alongside insulated wall linings to external walls. Improvements will be made to lighting and power/data systems with the replacement of dado trunking and new raft ceilings.

### ***357 Euston Road, London, NW1 3AI***

- Ref. 2015/5928/P, Pending | Demolition of the existing building and the erection of a new eight storey building with B1 office accommodation at basement and ground level and 9 residential units (3 x 1 bedroom, 5 x 2 bedroom (including a live/work unit) and 1 x 3 bedroom).

### ***4-8 Maple Street, London, W1T 5HD***

- Ref. 2016/0023/P, Pending | 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.



**Turley Office**  
8th Floor  
Lacon House  
84 Theobald's Road  
London  
WC1X 8NL

T 020 7851 4010

**Turley**