

Unit 18 Brunswick Centre, London, WC1N 1AE
Ovelshield Limited t/a ICCO
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21/03/2018



PLANNING SUPPORT STATEMENT
PROPOSED CHANGE OF USE FROM RETAIL
TO RESTAURANT/CAFÉ AND ANCILLARY
TAKE AWAY SALES; TOGETHER WITH
ASSOCIATED INTERNAL AND EXTERNAL
ALTERATIONS, INSTALLATION OF PLANT
AND DISPLAY OF SIGNAGE

1.0 Introduction

1.1 This Planning Support Statement has been prepared to accompany planning, listed building consent and advertisement consent applications for the change of use and associated alterations and signage at Unit 18 Brunswick Centre, London, WC1N 1AE. The applications propose the change of use of this unit from retail use to a restaurant/café use with ancillary take away sales; together with associated internal and external alterations, the installation of plant and the display of signage.

1.2 The Statement is set out in eight sections and comprises:

- 1.0 Introduction
- 2.0 Site Description & Surrounding Area
- 3.0 Proposals & Planning History
- 4.0 Relevant Planning Policies
- 5.0 Assessment of Planning Issues
- 6.0 Summary
- 7.0 Design and Access Statement
- 8.0 Heritage Statement
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2.0 Site Description & Surrounding Area

- 2.1 The application site comprises a ground floor commercial unit with upper and lower basement accommodation located within the mixed-use complex of the Brunswick Centre.
- 2.2 The Brunswick Centre comprises a complex of commercial retail and food and drink-led businesses with residential accommodation above. The local area is characterised by a variety of commercial uses, as is typical of a mixed-use urban area. The wider local area contains a variety of building styles and heights.
- 2.3 The Brunswick Centre is a grade II listed complex and lies within the designated Bloomsbury Conservation Area. The Brunswick Centre was built between 1967 and 1972 to the design of Patrick Hogkinson and is recognised as the pioneering example of a megastructure in England and an example of low-rise, high-density living. The Brunswick Centre comprises two linked blocks of 560 flats that incorporate two rows of shops at raised ground level over basement car parking on two levels and a cinema. The complex is principally formed from concrete walls and metal framed glazing. Historic England's listing description states that the interior finished of the flats, shops and cinema have been inspected and are not of special interest. The Brunswick Centre was listed on 14/09/2000, whilst the Bloomsbury Conservation Area was designated on 01/03/1984.
- 2.4 The application site is located within a highly accessible urban location within the borough of Camden, where transport options are very good. The application site has a PTAL rating of 6b (the most accessible).

3.0 Proposals & Planning History

- 3.1 These applications propose the change of use of this unit from retail use to a restaurant/café use with ancillary take away sales; together with associated internal and external alterations, the installation of plant and the display of signage.
- 3.2 The proposed occupier of the application unit is Ovelshield Limited, who trade as ICCO, who operate as a traditional Italian pizzeria. ICCO first opened in 1999 and since then have built a solid reputation with customers, reviewers and bloggers. Their concept centres on serving delicious fresh pizzas with prices that offer exceptional value for money and they have built up an army of loyal customers, with over 300,000 pizzas sold from their two existing branches in 2017. The applicant opened ICCO because they wanted to prove that it was possible to serve fresh, authentic and delicious pizzas at reasonable prices.
- 3.3 The applicant would only use electric pizza ovens, vented with special filters via an extraction hood, as detailed within the accompanying extraction plans and details. Technical specification details of these ovens and the other associated plant accompany these applications. There would be no associated noises or smells nuisances created as a result of the preparation and sale of food on site. These applications are also accompanied by an Operational Management Plan and a Servicing and Waste Management Plan, which more fully explain the applicant's intended operation of this unit and the intended management of servicing and waste matters.
- 3.4 The application premises primarily comprise the ground floor accommodation, but the unit has back of house accommodation at lower and upper basement levels. The ground floor accommodation is proposed to be laid out with the main entrance and customer seating area to the front of the premises. A service counter, drinks counter, display refrigerators and a customer toilet is proposed to be located within the central area. To the rear would be kitchen and preparation areas. Cold rooms, a staff office and staff changing facilities would be provided at upper basement level, whilst the lower basement level would be used for deliveries.
- 3.5 The external alterations would be limited to the installation of one plant grill on the rear elevation and two hidden plant grilles on the front elevation; together with the installation of one internal fascia sign located behind the existing shopfront glazing above the main entrance doors and two external projecting signs at either end of the existing shopfront. The internal fascia sign is understood to not require advertisement consent but would require listed building consent. On the ground floor the internal alterations propose the installation of fixed customer seating, the relocation of one toilet and the reconfiguration of another toilet, the removal of some existing modern partition walling, the relocation of a partition wall, the installation of new doors to the rear emergency exit, the installation of counters and kitchen equipment and the installation of the associated plant. On the upper basement level the proposed internal alterations comprise the installation of partition walling to create a staff office, a staff changing area and two cold rooms. It

is also proposed to install wall shelving. No internal alterations are proposed on the lower basement level.

- 3.6 This unit is intended to trade opening hours of 0700 to 2300 hours on Mondays to Fridays and 0900 to 2300 hours on Saturdays and Sundays. Its trading hours are to serve the breakfast, lunch and evening meal times of local residents, shoppers, workers and visitors to the area.
- 3.7 The proposed use involves no sales of alcohol at all. Music is only played at background levels during the customer trading times and is inaudible outside of the unit.
- 3.8 The LPA's on-line records indicate no planning history for this unit.

4.0 Relevant Planning Policy

National Planning Policy Framework

- 4.1 The planning application relates to a proposed town centre use of a building that is ideally located to serve its principal catchment area. It will offer increased customer choice to workers and residents of this part of London and the surrounding area and visitors to this part of London, to the benefit of the local economy and local community. The enhancement of a local commercial activity is sustainable development by definition.
- 4.2 At the heart of the NPPF is a strong presumption in favour of sustainable development (paragraph 14), unless there are demonstrable adverse impacts.
- 4.3 Paragraph 6 of the NPPF states that the purpose of the planning system is to contribute to the achievement of sustainable development. The policies in paragraphs 18 to 219, taken as a whole, constitute the Government's view of what sustainable development in England means in practice for the planning system.
- 4.4 Paragraph 7 states that there are three identified dimensions to sustainable development, comprising economic, social and environmental dimensions. As a consequence, the planning system should contribute to building a strong, responsive and competitive economy.
- 4.5 Paragraph 9 states that pursuing sustainable development involves seeking positive improvements in the quality of the built, natural and historic environment, as well as in people's quality of life, including (*inter alia*) making it easier for jobs to be created, improving the conditions in which people live, work and travel, and widening the choice of quality homes. Planning decisions need to take local circumstances into account, so that they respond to the different opportunities for achieving sustainable development in different areas (paragraph 10).
- 4.6 Planning decisions should not simply be about scrutiny, but instead be a creative exercise in finding ways to enhance and improve the places in which people live their lives. Planning decisions should proactively drive and support sustainable economic development to deliver the homes, business and industrial units, infrastructure and thriving local places that the country needs. Every effort should be made objectively to, *inter alia*, respond positively to wider opportunities for growth (paragraph 17).
- 4.7 The Government is committed to securing economic growth in order to create jobs and prosperity, building on the country's inherent strengths (paragraph 18). The occupation of the application site by an ICCO restaurant would provide jobs and prosperity and would enhance the vitality and viability of the local area.

- 4.8 The NPPF stresses that planning should operate to encourage and not act as an impediment to sustainable growth (paragraph 19). To help achieve economic growth, LPAs should plan proactively to meet the development needs of business and support an economy fit for the 21st Century (paragraph 20).
- 4.9 The NPPF states that investment in business should not be over-burdened by the combined requirements of planning policy expectations (paragraph 21). Planning policy should be positive, promote competitive town centre environments and set out policies for the management and growth of centres over the plan period. Policies should recognise town centres as the heart of their communities and pursue policies to support their viability and vitality, promoting competitive town centres that provide customer choice and a diverse retail offer which reflect the individuality of town centres (paragraph 23).
- 4.10 Planning policies should aim for a balance of land uses within their area so that people can be encouraged to minimise journey lengths for employment, shopping, leisure, education and other activities (paragraph 37).
- 4.11 Planning policies and decisions should not attempt to impose architectural styles or particular tastes and they should not stifle innovation, originality or initiative through unsubstantiated requirements to conform to certain development forms or styles (paragraph 60). In determining applications, great weight should be given to outstanding or innovative designs which help raise the standard of design more generally in the area (paragraph 63).
- 4.12 The NPPF acknowledges that poorly placed advertisements can have a negative impact on the appearance of the built and natural environment. Only those advertisements which will clearly have an appreciable impact on the building or on their surroundings should be subject to the Local Planning Authority's detailed assessment. Advertisements should be subject to control only in the interests of amenity and public safety, taking account of cumulative impacts (paragraph 67).
- 4.13 In order to deliver social, recreational and cultural facilities and services the community needs, the NPPF requires that planning decisions should plan positively for the provision and use of shared space, community facilities (such as local shops, meeting places, sports venues, cultural buildings, public houses and places of worship) and other local services to enhance the sustainability of communities and residential environments (paragraph 70).
- 4.14 Planning policies and decisions should encourage the effective use of land by re-using land that has been previously developed, provided that it is not of high environmental value (paragraph 111).
- 4.15 Planning decisions should also aim to avoid noise from giving rise to significant adverse impacts on health and quality of life as a result of new development and should aim to mitigate and reduce to a minimum other adverse impacts on health and quality of life arising from noise from new development, including through the use of conditions (paragraph 123). In this case, it is clearly

apparent that there is no significant adverse impact from the development and that any perceived impact could be controlled through the use of appropriate conditions. In practice, noise generated from the application site is no higher than, and is probably lower than, the background noise levels in the vicinity, therefore the presumption in favour of the development remains.

- 4.16 In relation to Heritage Assets, only where a proposed development will lead to substantial harm to/or total loss of significance of a designated Heritage Asset should local planning authorities refuse consent, unless it can be demonstrated that the substantial harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss (paragraph 133). This gives a presumption in favour of development that does not cause substantial harm, or if any substantial harm can be justified.
- 4.17 Where a development proposal will lead to a less than substantial harm to the significance of a designated Heritage Asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use (paragraph 134).
- 4.18 Local Planning Authorities should work with public health leads and health organisations to understand and take account of the health status and needs of the local population and any information about relevant barriers to improving health and well-being (paragraph 171).
- 4.19 Local Planning Authorities should approach decision-making in a positive way (paragraph 186) and should look for solutions rather than problems and decision-takers at every level should seek to approve applications for sustainable development where possible (paragraph 187).
- 4.20 Local Planning Authorities should consider whether otherwise unacceptable development could be made acceptable through the use of conditions (paragraph 203).
- 4.21 As the proposed development comprises sustainable development that would contribute significantly to economic vitality and viability of this urban centre, there is clearly a presumption in favour of the grant of planning permission. In these circumstances, there is no conflict with any of the aims, objectives and policies set out in the NPPF. In the absence of any significant adverse impact, there is a presumption in favour of the development.

Planning Policy Guidance

- 4.22 The Planning Policy Guidance (PPG) (March 2014) 'Ensuring the Vitality of Town Centres' also states that local planning authorities should plan positively to support town centres to generate local employment, promote beneficial competition within and between town centres and create attractive diverse places where people want to live, visit and work. The PPG advises that any strategy for a town centre should be based on evidence of its current state and opportunities to meet development needs and support their viability and vitality.

Development Plan Policies

- 4.23 The Camden Local Plan was adopted by the LPA on 03/07/2017.
- 4.24 Chapter 2 of the Local Plan addresses growth and the spatial strategy. Paragraph 2.2 states that the Council's objective is to create the conditions for growth to provide the homes, jobs and other facilities needed to support it, while ensuring that growth delivers opportunities and benefits for the borough's residents and businesses. The Local Plan aims to deliver sustainable growth while continuing to preserve and enhance the features that make Camden such an attractive place to live, work and visit. Policy G1 concerns the delivery and location of growth and states that the Council will create the conditions for growth to deliver the homes, jobs, infrastructure and facilities to meet Camden's identified needs and harness the benefits for those who live and work in the borough. The Policy adds that the Council will deliver growth by securing high quality development and promoting the most efficient use of land and buildings in Camden by supporting development that makes best use of its site, taking into account quality of design, its surroundings, sustainability, amenity, heritage, transport accessibility and any other considerations relevant to the site; expecting the provision of a mix of uses where appropriate, in particular in the most accessible parts of the borough.
- 4.25 Chapter 5 of the Local Plan concerns the economy and jobs. Paragraph 5.1 states that Camden has a large number of jobs in the restaurant sector, amongst others. The Council want to maintain and build on this success by encouraging investment that supports business growth creating further job opportunities for Camden residents and developing the infrastructure that will help existing businesses to thrive. Policy E1 addresses economic development and states that the Council will secure a successful and inclusive economy in Camden by creating the conditions for economic growth and harnessing the benefits for local residents and businesses. The Council will support businesses of all sizes, in particular start-ups, small and medium-sized enterprises and recognise the importance of other employment generating uses, including retail, education, health, markets, leisure and tourism. Supporting paragraph 5.33 adds that the Council recognises that jobs are provided by many types of uses within the borough, not just those based in offices or industrial premises. These include restaurants and leisure and tourism uses.
- 4.26 Chapter 6 of the Local Plan addresses protecting amenity. Policy A1 concerns managing the impacts of development and states that the Council will seek to protect the quality of life of occupiers and neighbours and will grant permission for development unless this causes unacceptable harm to amenity. The Council will seek to ensure that the amenity of communities, occupiers and neighbours is protected and seek to ensure development contributes towards strong and successful communities by balancing the needs of development with the needs and characteristics of local areas and communities; whilst resisting development that fails to adequately assess and address transport impacts affecting communities, occupiers, neighbours and the existing transport network and require mitigation measures where necessary. Supporting paragraph 6.3 adds that protecting amenity is a key part of successfully managing Camden's

growth and ensuring its benefits are properly harnessed. This paragraph adds that the Council will expect development to avoid harmful effects on the amenity of existing and future occupiers and nearby properties or, where this is not possible, to take appropriate measures to minimise potential negative impacts. Supporting paragraph 6.21 states that odours, fumes and dust can be generated from commercial cooking. Supporting paragraph 6.22 continues that the Council will require all development likely to generate nuisance odours to install appropriate extraction equipment and other mitigation measures. These should be incorporated within the building where possible. External extraction equipment and ducting should be sited sensitively, particularly on listed buildings and within conservation areas.

4.27 Policy A4 specifically addresses noise and vibration and states that the Council will seek to ensure that noise and vibration is controlled and managed. The Council will only grant permission for noise generating development, including any plant and machinery, if it can be operated without causing harm to amenity and the Council will also seek to minimise the impact on local amenity from deliveries. Supporting paragraph 6.99 adds that planning conditions will be imposed to require that plant and equipment which may be a source of noise is kept working efficiently and within the required noise limits and time restrictions. Air conditioning will only be permitted where it is demonstrated that there is a clear need for it after other measures have been considered (cross-referring to Policy CC2, which addresses adapting to climate change). Conditions may also be imposed to ensure that attenuation measures are kept in place and are effective throughout the life of the development. Supporting paragraph 6.102 adds that assessments for noise and vibration from entertainment and leisure premises must include consideration of amplified and unamplified music, human voices, footfall and vehicle movements and general activity. The impact of noise and vibration from food, drink and entertainment uses is outlined in Policy TC4 (town centre uses). Generally, these uses and noise from leisure uses alter the noise environment through audio devices, amplified and unamplified music, footfall, congregations of people, plant and equipment, deliveries and transport and can be particularly evident when the background noise level is quieter. Supporting paragraph 6.103 continues that where such uses are considered acceptable, planning conditions restricting opening hours will be imposed to ensure that they do not adversely impact nearby noise sensitive uses. Supporting paragraph 6.104 adds that deliveries, collections and the loading and unloading of goods and refuse can be a source of disruption and cause noise nuisance to nearby residential properties, particularly when undertaken at night. Therefore, to manage potential noise issues from deliveries, conditions will usually be applied to require deliveries, collections and the loading and unloading of goods and refuse take place between the hours of 08:00 to 20:00.

4.28 Chapter 7 of the Local Plan addresses design and heritage. Policy D1 concerns design and states that the Council will seek to secure high quality design in development, requiring that development: respects local context and character; preserves or enhances the historic environment and heritage assets in accordance with Policy D2 Heritage; is sustainable in design and construction, incorporating best practice in resource management and climate change mitigation and

adaptation; is of sustainable and durable construction and adaptable to different activities and land uses; comprises details and materials that are of high quality and complement the local character; integrates well with the surrounding streets and open spaces, improving movement through the site and wider area with direct, accessible and easily recognisable routes and contributes positively to the street frontage; is inclusive and accessible for all; is secure and designed to minimise crime and antisocial behaviour; and carefully integrates building services equipment. The policy adds that the Council will resist development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions.

- 4.29 Policy D2 specifically address heritage and states that the Council will preserve and, where appropriate, enhance Camden's heritage assets and their settings, including conservation areas and listed buildings. In terms of designed heritage assets, including conservation areas and listed buildings, the Council will not permit the loss of or substantial harm to designated heritage assets, unless it can be demonstrated that the substantial harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss. The Council will not permit development that results in harm that is less than substantial to the significance of a designated heritage asset unless the public benefits of the proposal convincingly outweigh that harm. The Council will require that development within conservation areas preserves or, where possible, enhances the character or appearance of the area. To preserve or enhance the borough's listed buildings, the Council will resist proposals for a change of use or alterations and extensions to a listed building where this would cause harm to the special architectural and historic interest of the building.
- 4.30 Policy D4 specifically addresses advertisements and states that the Council will require advertisements to preserve or enhance the character of their setting and host building. Advertisements must respect the form, fabric, design and scale of their setting and host building and be of the highest standard of design, material and detail. The Council will support advertisements that: preserve the character and amenity of the area; and preserve or enhance heritage assets and conservation areas. The Council will resist advertisements that: contribute to an unsightly proliferation of signage in the area; contribute to street clutter in the public realm; cause light pollution to nearby residential properties or wildlife habitats; have flashing illuminated elements; or impact upon public safety. The Council will resist advertisements on shopfronts that are above fascia level or ground floor level, except in exceptional circumstances. Supporting paragraph 7.87 adds that generally shopfront advertisements will only be acceptable at the ground floor level, at fascia level or below. Fascia in this context refers to the signboard on the upper part of a shopfront showing the name of the shop. Advertisements above fascia level can appear visually obtrusive and unattractive and, where illuminated, they can cause light pollution to neighbouring residential properties.
- 4.31 Chapter 8 of the Local Plan concerns sustainability and climate change. Policy CC2 focusses upon adapting to climate change and states that the Council will require development to be resilient to climate change and require all development to adopt appropriate climate change adaptation

- measures. Supporting paragraph 8.39 adds that the Council will discourage the use of air conditioning and excessive mechanical plant. In addition to increasing the demand for energy, air conditioning and plant equipment expel heat from a building making the local micro-climate hotter. Where the use of this equipment is considered acceptable by the Council, the Council will expect developments to provide an appropriate level of mitigation towards cooling the local environment.
- 4.32 Policy CC5 specifically addresses waste and requires that developments include facilities for the storage and collection of waste and recycling. Supporting paragraph 8.97 adds that in order to make sure that businesses can properly store and sort their waste, the Council will require developments to provide adequate facilities for recycling and the storage and disposal of waste.
- 4.33 Chapter 9 of the Local Plan concerns town centres and shops. The application site is designated within a Neighbourhood Centre located within the Central London Area, as identified within Appendix 1 of the supplementary planning document Camden Planning Guidance on town centres and retail. Policy TC1 concerns the quantity and location of retail development and states that the Council will focus new shopping and related uses in Camden's designated growth areas and existing centres, including the Neighbourhood Centres, having regard to the level of capacity available in these locations. Supporting paragraph 9.12 states that the Council will ensure that development in its centres is appropriate to the character and role of the centre in which it is located and does not cause harm to neighbours, the local area, or other centres.
- 4.34 Policy TC2 addresses Camden's centres and other shopping areas and states that the Council will promote successful and vibrant centres throughout the borough to serve the needs of residents, workers and visitors. This policy states that the Council will: seek to protect and enhance the role and unique character of each of Camden's centres, ensuring that new development is of an appropriate scale and character for the centre in which it is located; provide for and maintain, a range of shops including independent shops, services, food, drink and entertainment and other suitable uses to provide variety, vibrancy and choice; make sure that food, drink, entertainment and other town centre uses do not have a harmful impact on residents and the local area; support and protect Camden's Neighbourhood Centres, markets and areas of specialist shopping, local shops; and pursue the individual planning objectives for each centre, as set out in supplementary planning document Camden Planning Guidance on town centres and retail, and through the delivery of environmental, design, transport and public safety measures. The Council's expectations for the mix and balance of uses within frontages for each designated centre are set out in Appendix 4. The Council will seek to retain convenience shopping for local residents in Camden's Neighbourhood Centres and will ensure that development in them does not harm the function, character or success of that centre.
- 4.35 Appendix 4 of the Local Plan states that Neighbourhood Centres will be considered suitable locations for food and drink uses of a small scale (generally less than 100sqm) that serve a local catchment, provided they do not harm the surrounding area. Specifically, with regard to the Brunswick Centre, Appendix 4 of the Local Plan states that the minimum proportion of Class A1

uses should be 50%, whilst the maximum proportion of Classes A3, A4 and A5 food, drink and entertainment uses should not exceed 25%. The other listed restrictions include setting a maximum floorspace figure of 100 square metres with no more than 2 consecutive Classes A3, A4 and A5 uses located together.

- 4.36 Supporting paragraph 9.21 to Policy TC2 states that Camden has 37 neighbourhood centres which cater for the day to day shopping and service needs of their local populations. The neighbourhood centres are spread across the borough and vary in size and in role. They contain a range of uses including shops, food and drink uses, doctor and dentist surgeries and financial and professional services and often have housing on upper floors. Supporting paragraph 9.23 adds that the Council will seek to retain a strong element of convenience shopping for local residents in Camden's neighbourhood centres and ensure that any development in them does not harm the function, character or success of that centre. The Council will take into account the individual character of the centre when assessing development proposals but, as a guide, the Council will resist schemes that would result in less than half of ground floor premises in a neighbourhood centre from being in retail use or in more than three consecutive premises being in non-retail use. The Council will also take into account any history of vacancy in shop units and the prospect of achieving an alternative occupier for vacant premises. Applications for food, drink and entertainment uses will be carefully assessed to minimise the impact on local residents and the local area.
- 4.37 Chapter 9 contains a specific section on food, drink and entertainment uses. Paragraph 9.29 states that Camden's image as a dynamic and attractive place is in part due to the number and quality of restaurants, bars and entertainment venues in the borough. These uses play an important part in the night time economy of Camden and of London, socially, economically and in terms of job provision. Paragraph 9.30 adds that conflicts can arise as, due to the borough's densely developed, mixed use nature, much night-time activity occurs close to places where people live. In addition, large numbers of such uses can change the character of the area in which they are located and reduce its range of shops or the quality of the shopping environment. Conflicts can be made worse where a particular location becomes a focus for late night activity. Paragraph 9.31 continues that eating, drinking and other leisure uses provide a key role in the attractiveness of Camden's centres. However, food, drink and entertainment uses can affect the overall viability and vitality of a centre by eroding the retail offer and can have an impact on amenity through noise and other impacts. In order to protect the primarily retail role of core frontages, the preferred location of food, drink and entertainment uses is secondary frontages. Paragraph 9.32 adds that town centre uses include cafes and restaurants (A3) and hot food takeaways (A5).
- 4.38 Policy TC4 of the Local Plan concerns town centre uses and states that the Council will ensure that the development of shopping, services, food, drink, entertainment and other town centre uses does not cause harm to the character, function, vitality and viability of a centre, the local area or the amenity of neighbours. The Council considers: a. the effect of development on shopping provision and the character of the centre in which it is located; b. the cumulative impact of food,

drink and entertainment uses, taking into account the number and distribution of existing uses and non-implemented planning permissions and any record of harm caused by such uses; c. the Council's expectations for the mix and balance of uses within frontages for each centre are set out in Appendix 4; d. the individual planning objectives for each centre, as set out in the supplementary planning document Camden Planning Guidance on town centres and retail; e. impacts on small and independent shops and impacts on markets; f. the health impacts of development; g. the impact of the development on nearby residential uses and amenity and any prejudice to future residential development; h. parking, stopping and servicing and the effect of the development on ease of movement on the footpath; i. noise and vibration generated either inside or outside of the site; j. fumes likely to be generated and the potential for effective and unobtrusive ventilation; and k. the potential for crime and antisocial behaviour, including littering. This policy adds that in order to manage potential harm to amenity or the local area, the Council will, in appropriate cases, use planning conditions and obligations to address the following issues: l. hours of operation; m. noise/vibration, fumes and the siting of plant and machinery; n. the storage and disposal of refuse and customer litter; o. tables and chairs outside of premises; p. community safety; q. the expansion of the customer area into ancillary areas such as basements; r. the ability to change the use of premises from one food and drink use or one entertainment use to another (within Use Classes A3, A4, A5 and D2); and s. the use of local management agreements to ensure that the vicinity of premises are managed responsibly to minimise impact on the surrounding area. Contributions to schemes to manage the off-site effects of a development, including for town centre management, will be sought in appropriate cases.

- 4.39 Supporting paragraph 9.35 states that new shops, services, food, drink and entertainment uses can add to the vitality and vibrancy of Camden's centres and local areas. However, they can also have other impacts such as diverting trade and displacing existing town centre functions. As a result, the Council will seek to guide such uses to locations where their impact can be minimised. When assessing proposals for these uses, the Council will seek to protect the character and function of these centres. The Council will prevent any reduction in vitality and viability of the centres by requiring sequential assessments and impact assessments where appropriate (in accordance with the National Planning Policy Framework) and through implementing this policy. Supporting paragraph 9.36 adds that the Council will not grant planning permission for development that it considers would cause harm to the character, amenity, function, vitality and viability of a centre or local area. The Council will consider that harm is caused when an impact is at an unacceptable level, in terms of: trade and turnover; vitality and viability; the character, quality and attractiveness of a centre; levels of vacancy; crime and antisocial behaviour; the range of services provided; and a centre's character and role in the social and economic life of the local community.
- 4.40 Supporting paragraph 9.38 states that the supplementary planning document Camden Planning Guidance on town centres and retail provides detailed guidance on how the Council will treat planning applications for shops, food, drink and entertainment uses in particular centres, taking

into account their specific circumstances. Camden Planning Guidance on town centres and retail also provides information on when the Council considers that concentrations of food, drink and entertainment uses, and reductions in the proportion of premises in retail use, would be likely to cause harm to the character, function, vitality and viability of a centre. The Council will take these and any other relevant supplementary guidance into account when the Council assesses applications in these locations. The Council will also take into account any history of vacancy in shop units and the prospect of achieving an alternative occupier for vacant premises when considering proposals that involve the loss of retail premises.

- 4.41 Supporting paragraph 9.39 adds that within each of Camden's centres, the Council will seek to prevent concentrations of uses that would harm an area's attractiveness to shoppers or its residential amenity. The Council wishes to see a wide range of entertainment uses within its centres, not just those that primarily involve drinking and will encourage suitable uses that contribute towards this. Supporting paragraph 9.40 adds that where food, drink and entertainment uses are permitted, they will need to be managed to protect the amenity of residents. To ensure such uses do not harm amenity or the character of an area, either individually or cumulatively, the Council will consider applying controls on: hours of operation; refuse and litter; noise/vibration; fumes; customer area; local management issues; and changes of use. Supporting paragraph 9.43 adds that the supplementary planning document Camden Planning Guidance on town centres and retail provides further advice on the impact of food, drink and entertainment uses and provides detailed guidance on how we will consider applications for such uses in each centre.
- 4.42 Supporting paragraph 9.46 addresses health impacts and states that, in line with the National Planning Policy Framework, the Council believes that the planning system can play an important role in facilitating healthy communities. One issue of particular importance in the borough is childhood obesity. The Council seeks to tackle this issue and encourage healthy eating habits. The Council is undertaking a range of programmes aimed at improving the food environment in the borough. While the causes of obesity are complex there is evidence to support that energy dense fast food is one of a number of contributing factors to obesity. The Council will therefore consider the health impacts of the development of new hot food take aways in the borough.

Supplementary Planning Documents

- 4.43 Camden Planning Guidance on Design (CPG1) is dated July 2015. Part 3 concerns Heritage. Its key messages include that Camden has a rich architectural heritage and the Council has a responsibility to preserve, and where possible, enhance these areas and buildings. The Council will only permit development within conservation areas that preserves and enhances the character and appearance of the area. Paragraph 3.20 adds that most works to alter a listed building are likely to require listed building consent and this is assessed on a case by case basis, taking into account the individual features of a building, its historic significance and the cumulative impact of small alterations. Paragraph 3.22 adds that in assessing applications for listed building consent, the Council has a statutory requirement to have special regard to the desirability of preserving the

building or its setting or any features of special architectural or historic interest which it possesses. The Council will consider the impact of proposals on the historic significance of the building, including its features, such as: original and historic materials and architectural features; original layout of rooms; structural integrity; and character and appearance. The guidance in CPG1 cross-refers to PPS5 and its material planning weight is accordingly affected by this.

- 4.44 Part 8 of CPG1 concerns advertisements, signs and hoardings. The key messages of this section of CPG1 include that, in general, the most satisfactory advertisements are those which take into account: the character and design of the property; the appearance of the surroundings; and the external fabric of the building. Paragraph 8.5 adds that good quality advertisements respect the architectural features of the host building and the character and appearance of the surrounding area. Paragraph 8.6 continues that advertisements and signs should respect the form, fabric, design and scale of the host building and setting. All signs should serve as an integral part of the immediate surroundings and be constructed of materials that are sympathetic to the host building and the surrounding area. Interesting and unique styles of advertisements and signs will be considered acceptable where they are compatible with the host buildings and surrounding environment. Paragraph 8.7 adds that, generally, advertisements will only be acceptable at fascia level or below. Paragraph 8.8 adds that advertisements will not be considered acceptable where they impact upon public safety, such as being hazardous to vehicular traffic or pedestrian traffic. Paragraph 8.9 adds that advertisements in conservation areas and on or near listed buildings require detailed consideration given the sensitivity and historic nature of these areas or buildings. Any advertisements on or near a listed building or in a conservation area must not harm their character and appearance and must not obscure or damage specific architectural features of buildings. Paragraph 8.12 adds that the type and appearance of illuminated signs should be sympathetic to the design of the building on which it is located. The method of illumination (internal, external, lettering, neon, etc) should be determined by the design of the building. Illuminated signs should not be flashing or intermittent, whether internal or external.
- 4.45 Part 10 of CPG1 concerns recycling and waste storage. Its key messages include that planning for waste recycling and storage should ensure that developments accommodate: adequate space (designed) for the storage of recyclables and waste; safe location - accessible for all users and collectors and minimise nuisance to occupiers and neighbours (and their amenity space) e.g. noise, obstruction, odours, pests, etc.; recycling and refuse collection for any waste contractor (and allow for reasonable changes to collection services in the future); containers should have designated storage areas; and be sensitively designed/located, especially in conservation areas/or listed buildings. Paragraph 10.1 adds that this part of CPG1 seeks to ensure that appropriate storage for recyclables and waste is provided in all developments in Camden. Its key aim is to assist those involved in the design and management of buildings to best provide for the storage of waste and maximise the amount that can be sent for recycling. Paragraph 10.7 adds that this section provides detailed guidance on the requirements for both internal and external recycling and waste facilities to ensure designs allow sufficient space for the storage of recyclable material

and waste in developments. To encourage occupants to recycle, internal storage areas should be designed into each unit of a new development. This will enable occupants to segregate their waste into refuse and recyclables, and store it temporarily, until it can be transferred to external bins. Paragraph 10.28 states that occupiers of commercial premises are legally obliged to make an arrangement with either the Council or a licensed waste carrier for the collection of the waste produced from the premises. Paragraph 10.29 adds that the volume of waste generated and thus the number and type of containers that a commercial development requires is ultimately dependent on the use of the building. Paragraph 10.30 specifically addresses restaurants and food waste and states that special consideration must be given to the location and nature of external storage areas. The volume of waste generated is generally high and has a high biodegradable content, therefore can potentially cause nuisance from odour, visual blight, and through attraction of vermin and scavengers. Storage of such waste should be in solid receptacles which ameliorate negative environmental impacts. Paragraph 10.32 requires applicants to provide details of storage for waste and recyclables in a proposed development as part of their application.

- 4.46 Part 11 of CPG1 concerns building services equipment. Its key messages include that building services equipment should: be incorporated into development; have a minimal impact on the environment; and should not harm occupant or neighbour amenity. Paragraph 11.1 states that building services equipment, whether it is used for heating and cooling, communications, power, plumbing, ventilation, access or security, if not considered appropriately, can cause significant visual blight and nuisance for neighbours. Paragraph 11.2 adds that the purpose of this guidance is to ensure that necessary building services equipment can be incorporated into development, while having minimal impacts on their environment. Impacts that are likely to require minimisation or mitigation include visual blight, light nuisance, noise nuisance and vibration, odour, and other environmental pollutants or nuisance. Paragraph 11.6 states that in refurbished development, plant and machinery should be accommodated within the building structure, or incorporated into the design of external modifications. Paragraph 11.7 adds that the other design considerations for building services equipment include: screening or other techniques to minimise the impacts of plant, machinery and ducting must, in themselves, not cause visual blight; plant and machinery on roofs should not be visible from the street, public vantage points or from immediately adjacent buildings; the design and materials used for plant, machinery and ducting, as well as for ancillary structures such as screening, where located on the exterior of the building, must be consistent with those of the building; and where possible, plant and machinery should be designed in such a way that does not lead to issues of safety and security. Paragraph 11.8 adds that where ducting, plant or machinery are required on the outside of a building they must not provide any nuisance for occupants of the development or adjacent buildings. Paragraph 11.12 states that special consideration should be given to the installation of plant, machinery and ducting on listed buildings and in conservation areas. Fewer external solutions are likely to be appropriate in these locations. Installations must be in keeping with the design and materials of the building. Listed building consent is likely to be required for works to a listed building.

- 4.47 Camden Planning Guidance on Town Centres, Retail and Employment (CPG5) is dated September 2013. Part 2 of CPG5 concerns retail uses and its key messages include that the Council will protect the retail function of the Camden town centres by ensuring there is a high proportion of premises in shopping use. The Council will also apply specific guidance to each town centre and to the Central London Area. Paragraph 2.7 adds that in order to provide for and retain the range of shops in the borough the Council aims to keep a certain proportion of premises in its centres in retail use. Paragraph 2.8 continues that the proportion of shops that the Council aim to retain will vary from centre to centre and area to area. Detailed guidance on the proportion of retail uses that the Council will maintain within the neighbourhood centres are set out in Sections 3 and 4 of CPG5. Paragraph 2.9 states that where a planning application proposes the loss of a shop in retail use, the Council will consider whether there is a realistic prospect of such use continuing. The Council may require the submission of evidence to show that there is no realistic prospect of demand to use a site for continued retail use.
- 4.48 Part 3 of CPG5 concerns town centres and its key messages include that the Council will protect the shopping function of the Camden town centres by ensuring there is a high proportion of premises in retail use. The Council will control food, drink and entertainment uses to ensure that the Camden town centres are balanced and vibrant as well as ensuring that these uses do not harm the amenity of local residents and businesses. The Council will seek a mixture of suitable uses within the Camden town centres as well as a variety of uses in each frontage. Paragraph 3.1 adds that the Council recognises that Camden's centres have different characters and experience differing development pressures. CPG5 provides additional area-based guidance on how the policies in the Local Development Framework will be interpreted and implemented in relation to applications for retail, food, drink and entertainment uses in the town centres, including the Neighbourhood Centres. Paragraph 3.2 clarifies that if the application site is in Camden's Central London Area, the relevant guidance is contained within Section 4 of CPG5.
- 4.49 Part 4 of CPG5 concerns food, drink and entertainment, specialist and retail uses within the Central London Area. Its key messages include that the Council will seek to maintain the mixed use character of the Central London Area, protect the retail function of shopping streets and maintain specialist uses. The Council will also seek to prevent concentrations of food drink and entertainment uses that cause harm to the character of the area and the amenity of local residents. Furthermore, guidance is given for individual frontages, taking into account their specific circumstances. Paragraph 4.1 adds that Camden's Central London Area plays an important part in providing the vibrancy, diversity and identity that makes the borough such a popular place to visit and live in. It also forms a key part of London's Central Activities Zone whose unique role, character and mix of uses provides much of the capital's distinctiveness. Map 7 illustrates that the Brunswick Centre is a designated Neighbourhood Centre within the Central London Area.
- 4.50 Part 4 contains a specific section on Neighbourhood Centres in the Central London Area. Paragraph 4.82 states that Camden's Neighbourhood Centres provide for the day-to-day needs of

people living, working or staying nearby. They generally consist of groupings of between five and fifty premises which focus on convenience shopping. Other listed uses that can make a positive contribution to the character, function, vitality and viability of these centres include food and drink uses. Paragraph 4.83 confirms that the Neighbourhood Centres in the Central London Area include the Brunswick Centre and this is also confirmed by its inclusion on Map 18. Paragraph 4.84 states that in order to maintain an acceptable level of convenience shopping, and to ensure that centres have an overall mix of uses, the Council will resist schemes that result in: less than 50% of ground floor premises being in A1 retail use; or more than 25% of premises being in food, drink and entertainment uses; and more than 2 consecutive food, drink and entertainment uses. Paragraph 4.85 adds that when the Council apply these guidelines, it will take into account any history of vacancy in the centre and the viability of retail use at that location. Paragraph 4.86 states that large-scale retail development (over 1,000m²) and late night licensed entertainment will generally be inappropriate in Neighbourhood Centres due to the impact of deliveries, noise and customers on residential amenity. Neighbourhood Centres will be considered suitable locations for food and drink uses of a small scale (generally less than 100m²) that serve a local catchment, provided they do not harm the surrounding area. The individual specific guidance for the Brunswick Centre, within the table on page 68, describes its character as 'purpose built centre, strong retail.' The Council's approach to retail uses is to maintain 50% of ground floor premises as A1 retail uses. The Council's approach to food, drink and entertainment uses is to ensure that there is no more than 25% such uses, with no premises larger than 100sqm and with no more than two consecutive such uses in the Brunswick Centre.

- 4.51 Part 6 of CPG5 addresses food, drink and entertainment uses. Its key messages include that food, drink and entertainment uses should be located in areas where their impact can be minimised. Planning conditions and legal agreements will be used to control the impact of food, drink and entertainment uses. Paragraph 6.1 states that the Council recognises that while food, drink and entertainment uses can contribute to the vibrancy and vitality of town centres, they can also have harmful effects, such as noise and disturbance to residents, litter, anti-social behaviour, parking and traffic impacts. The level of impact depends on the type of the use, its location, its size and the character and nature of its surroundings. As a result, the Council seeks to guide such uses to locations where their impact can be minimised, and to use planning conditions or obligations to ensure that any remaining impact is controlled. Planning permission will not be granted if proposals are likely to generate harmful impacts. Paragraph 6.4 adds that a suitable location is not in itself enough to secure planning permission for a new or expanded food, drink or entertainment use. For all applications for such uses the Council will assess the potential impacts of the proposal on local amenity, the character and function of the area and its overall mix of uses.
- 4.52 Part 6 continues, in paragraph 6.7, that the installation of air conditioning units can harm the visual appearance of an area as well as having the potential to disturb the amenity of residents and workers alike through noise. The Council recognises the likely disturbance that air conditioning units can cause. Paragraph 6.9 adds that when new air conditioning units are installed they should

be positioned sensitively so that they do not have an unacceptable visual impact, particularly within conservation areas and on listed buildings. New units should not cause undue noise especially where there are noise sensitive environments in close proximity, such as residential properties. Where planning permission is sought for new air conditioning units the existing background noise will also be taken into consideration and where such units are granted planning permission, conditions may be attached restricting the amount of noise (measured in decibels) being emitted from such units, especially in noise sensitive areas and areas where there are noise sensitive uses.

- 4.53 Part 6 continues, in paragraph 6.16, that amplified music can result in a considerable disturbance to the amenity of residents where it spills beyond the premises. The Council will impose conditions, where necessary, to control noise levels in new developments for food, drink and entertainment uses.
- 4.54 Part 6 continues, in paragraph 6.17, that ambient noise levels reduce around midnight, and consequently residential amenity can be badly harmed by amplified music, plant and machinery and on-street activity that continues late at night. Where appropriate, the Council will attach conditions to planning permission for food and drink and entertainment uses to control hours of operation. In some instances, depending on the location, character of the area, the nature of the proposed use and its likely impact on amenity, earlier closing times may be more appropriate. Generally, earlier closing times will be more appropriate in neighbourhood centres and residential areas than in town centres and other commercial areas. Closing time will be considered to be the time by which all customers should be off the premises and all noise-generating clearing up activities audible from outside of the premises should cease. Where appropriate, hours of operation may be set to prevent premises in close proximity to each other closing at the same time to avoid the cumulative potential for antisocial behaviour.
- 4.55 Part 6 continues, in paragraph 6.20, that the storage and disposal of refuse and packaging will need dedicated space in all establishments where food is prepared or alcohol is consumed on the premises. Refuse and packaging can sometimes be left on the highway where it is an obstruction and harms amenity. Control over the design of the premises, and legal agreements securing management arrangements, will be used to ensure that, as far as possible, refuse and packaging is disposed of from an area within the premises. Litter arises from the packaging of takeaway hot food and fliers for pubs and clubs. Legal agreements will be used to provide litter bins where appropriate, secure management arrangements controlling the use of packaging and provision of litter pickers, and/ or require a supplementary financial contribution to the Town Centre Management service.
- 4.56 Part 6 continues, in paragraph 6.21, that food preparation and the congregation of large numbers of customers generally create a need for extraction equipment to deal with fumes. Extraction, food storage and other machinery can be unsightly and cause noise / vibration. Noise / vibration can also be generated directly by the activity in establishments, such as amplification of music.

Pollution of this kind will be controlled through the design of the premises, conditions and legal agreements imposing management arrangements. Where appropriate, controls will seek sound-proofing (on the premises or to nearby premises), siting of machinery to minimise fumes, noise/vibration and visual intrusion, closure of doors and windows, limits on amplification and upper limits on the noise level generated.

5.0 Assessment of Planning Issues

Implications for vitality and viability of the area

- 5.1 Allowing for the use of the application premises as restaurant/café with ancillary take-away use would ensure a continuing and active use of this unit, with an active frontage, in an appropriate mix of town centre uses that are in keeping with the mixed character and economic vibrancy of the Brunswick Centre and this area of Camden as a whole. It would directly assist in maintaining and strengthening the role of the Brunswick Centre and this area of Camden by improving its attractiveness and helping to diversify its evening economy and leisure function; ensuring that this area remains vibrant, attractive and accessible.
- 5.2 A July 2014 study, entitled High Street Performance & Evolution, by the University of Southampton produced evidence to suggest that the “leisure aspect” of shopping trips, including restaurants, is a significant driver of footfall in high streets (see Appendix 1). Additionally, the leisure offer increases not only dwelling time within the high streets, but also the average amounts spent by people. The report states that there is evidence that: *“Local businesses are increasingly seeing the benefits of the leisure offer on their high streets to their individual trading. Additionally people more and more see the value of leisure spaces - spaces for casual dining, like cafes, pubs etc – as community meeting hubs and spaces for mobile working and networking”*.
- 5.3 The Economic and Social Research Council (ESRC) funded the co-authors of the 2014 High Street Performance and Evolution report (Professor Neil Wrigley and Dr Dionysia Lambiri) to undertake a comprehensive evidence review of this report and this was published in March 2015 and titled “Britain's High Streets: From Crisis to Recovery”. This evidence review is clear that town centres and high streets will not revert to pre-crisis forms and the structural shift away from retail *per se* to services, especially leisure (such as bars and cafés) and retail services (such as health and beauty) will continue. High streets will continue a shift away from being shopping destinations to being spaces for service provision, leisure and social interaction. As the UK slowly moves out of recession, it is reasonable to forecast that consumer spending on leisure will increase further, with restaurants, cafés, bars and gyms continuing their growth. The evidence review concludes:

“Overall, what becomes clear from the evidence reviewed is that the “experiential” side of the town centre journey – that is to say, social interaction, visits to cafés and cultural activities, together with the overall town centre atmosphere – heighten enjoyment, increase dwell time and spend in centres, and deter consumers from resorting to on-line alternatives. As such, town centre management and policy initiatives are increasingly focusing their efforts on emphasising the distinctive nature of city centre leisure, especially as out of town leisure (such as casual dining in out of town retail parks) constitutes a major alternative to the city centre, in particular for night time leisure. Early evidence suggests that the expansion of the evening economy of town centres and

high streets can offer employment opportunities, possibilities for new ventures and can contribute to high street vitality after hours..." (see attached extract at Appendix 2).

- 5.4 Understanding Your High Street – a 2013 report by The Association of Town and City Management concurs with the University of Southampton's study that shopping is only an *"element of leisure outings"*, resulting in city centres needing to adapt in order to meet this new demand; *"towns need to provide and measure much more than retail"* (see attached Appendix 3).
- 5.5 The rising competition created by the internet and out of town shopping centres is highlighted in Labour's Policy Review circa 2013. The report identifies that *"People want to spend their time shopping in attractive places with a good mix of retail and leisure."* There needs to be a mix of leisure, retail and entertainment, otherwise the high street will become stagnant. The report further advises that *"Where there is a vibrant mix of retail, entertainment, leisure and other uses in an attractive environment the high street can thrive"*. Furthermore, evidence within the report details that *"The increasing importance of entertainment, service and leisure outlets is reflected by the relatively strong performance of these uses which have markedly lower vacancy rates than traditional retail units"* (see attached Appendix 4).
- 5.6 The Office for National Statistics' summary of internet statistics, June 2016, illustrates the need for diversification with online retail accounting for 14.2% of all sales; internet sales have grown by 14.1% since June 2015 (see attached Appendix 5).
- 5.7 A background note to governmental policy: Supporting High Streets and Town Centres (December 2013) encourages changes of use within the high street and that *"there is considerable scope for local authorities"* to be involved in this process. The note describes a development that would result in a space where *"communities can come together and enjoy a much wider range of activities"*. As well as a more varied visiting opportunity, more flexible opening times are suggested, taking into account *"people's busy lifestyles"* through *"later opening cafes and more restaurants."* (see attached Appendix 6). Additionally, the report intimates, *"Diversification is one way local areas can help maximise the potential of their high streets and city centres"*, which is fully supported and encouraged by the fact that the, *"Government wants to see vibrant town centres which move beyond the traditional retail offer."*
- 5.8 Historic England published *"The Changing Face of the High Street: Decline and Revival"* in 2013 and concludes as follows:

"Building a strong leisure offer: Emerging market trends are showing that visitors to town centres are increasingly seeking an "experience", as well as the opportunity to shop. As such, footfall is drawn by eating and drinking establishments and leisure opportunities, and town centres must seek to establish a competitive offer. Historic centres will often have the benefit of an attractive environment and tourist attractions, alongside any potential for commercial leisure. This could give them a strong competitive advantage" (page 63).

- 5.9 As outlined above, there are therefore numerous research reports, conducted by independent and highly qualified institutions and organisations advising of various high street strategies in the face of a changing retail climate. This changing climate has come about for various reasons but none so apparent as the rapid domination of internet shopping. Subsequently, the overwhelming conclusion drawn by all, advise of the need to diversify the uses located within the high street so as to broaden the offering to people and secure higher footfall. The University of Southampton report, 'High Street Performance & Evolution', makes quite clear the fact that a key driver to increasing footfall within high streets is through the incorporation of leisure uses. This is supported by the 2013 report, 'Understanding Your High Street', which reads, *"towns need to provide and measure much more than retail"*. Even the policy review commissioned by Labour, identified that *"people want to spend their time shopping in attractive places with a good mix of retail and leisure"*. This form of diversification is supported by Government guidance. The 'Supporting High Streets and Town Centres' report makes clear that the *"Government wants to see vibrant town centres which move beyond the traditional retail offer"*.
- 5.10 The prime measure of the vitality of a town centre is the number of people attracted to it at different times of the day and evening. The proposed use of this unit would attract high levels of pedestrian footfall that would support the retail and service functions of the Brunswick Centre and the wider area of this part of Camden. The proposed use would help meet the local food needs of residents, shoppers, workers and visitors to this part of Camden. The proposed use would also increase the time spent at the site by a large number of customers, above and beyond that associated with a Class A1 retail use of this unit. It is highly likely that many customers would combine their visit to the proposed use with other trips and reasons to be in and around the Brunswick Centre; whether for work, leisure or shopping purposes. The character and function of the wider area of this part of Camden is driven by a lively mix of uses, which include retail and more leisure-orientated uses. It is considered that the proposed use of the application site would complement the role and function of the Brunswick Centre and the wider area of this part of Camden as a whole. The proposed use would attract a significant number of customers throughout the daytime and into the early evening, at times when a Class A1 retail use would generally be quieter. The proposed use of this unit would therefore not be harmful to the character and function of the area and would provide a use that would attract the public into the area.
- 5.11 The proposed use would have a positive effect on the shopping environment of the area and would encourage combined trips which would attract pedestrian activity into the Brunswick Centre and wider area. As rehearsed in more detail below, the proposed use would not detrimental to the amenities of occupiers of nearby properties or the general character of the area, given its complementary nature, its modest trading hours and the proposed management of the unit. The increased number of customers who are likely to combine visits to these premises with shopping, leisure and work trips would add to the vitality of the Brunswick Centre. Subsequently, the viability of the Brunswick Centre and the wider area of this part of Camden in general would be enhanced by the presence of the proposed use at this site.

- 5.12 The proposed use would also increase levels of activity in the wider area, as customers would compare the various food-led offers available locally. The increased footfall between the various competing food-led offers would encourage additional visits to the various shopping and leisure facilities available locally. The proposed use would clearly enhance the vitality and viability of this part of the shopping centre and the nature of the proposed use would not result in any detrimental impacts on the function and character of the area. In addition to increased customer footfall, the proposed use would also generate higher levels of average customer spend. The financial turnover at the site would be greater than would occur with a Class A1 retail use of the site, which would therefore significantly contribute to the vitality and viability of the Brunswick Centre and wider area of this part of Camden. As a consequence of this, the aims and objectives of both local and national planning policy would be met.
- 5.13 The application unit was previously occupied by 'LK Bennett', who vacated the unit on 25 August 2017. The unit was marketed by JLL and Bruce Gillingham Pollard on behalf of the landlord from 25 May 2017, as 'LK Bennett' had provided a 3-month notice of termination of the lease. The landlord has since replaced the agents and the unit is now being marketed by CWM and Savills. To date, the only serious interest in occupying the unit has been from the applicant. It is also important to note that within the Brunswick centre, there are other vacant Class A1 retail units (units 8 and 22) and a further unit (unit 10) which is currently occupied by a temporary trader. Securing full occupation of the current Class A1 retail units within the Brunswick Centre is therefore not possible at present and alternative, suitable town centre uses, which will add to the pedestrian footfall, vitality and viability of the Brunswick Centre need to be considered.
- 5.14 Chapter 9 of the adopted Camden Local Plan, together with Part 4 of CPG5, rehearsed above in section 4.0, are considered to contain the key criteria for assessing the principle of the proposed change of use in this Neighbourhood Centre.
- 5.15 As part of the LPA's assessment of the proposed change of use of Unit 2, Brunswick Centre from Class A1 use to a *sui generis* mix of Classes A1/A3/A5 (LPA reference: 2017/0202/P) the LPA's report to planning committee on 14/09/2017 included as Appendix One the Brunswick Centre Retail Survey of March 2017. This survey has been updated with current occupancy uses, as follows: K1 - formerly 'Apostrophe' is now 'Simple Health Kitchen', which is also Class A1; K2 - 'Fragrance Shop' is now 'Revital', which is again Class A1; Unit 18 is the application premises, which was 'LK Bennett' and is now vacant Class A1; Unit 22 - was 'Joy' and is now vacant Class A1; Unit 38b - formerly 'Petit café' is now 'Ben's Cookies', which is also Class A1; and Unit 52 - formerly vacant Halifax Class A2 is now 'The Fitness Space' gym, which is Class D2. Furthermore, the LPA listed the 'Three' unit as K3, but it is actually K4. The proposed use would result in the change of use of one Class A1 unit to Class A3/A5 use. Following the implementation of the mixed A1/A3/A5 use of Unit 2, the LPA calculated that the proportion of Class A1 units was 67% and the proportion of food, drink and entertainment uses was 20.5% (paragraphs 6.10 and 6.12 respectively of the LPA's planning committee report). The proposed change of use of the

application site unit would result in the proportion of Class A1 units being 64%; whilst the proportion of food, drink and entertainment uses would be 25.6%, taking into account both the proposed use and the existing gym use. However, the reasonableness of considering a gym use to genuinely fall within the food, drink and entertainment restrictions is questionable given the nature of such uses and, without the inclusion of this gym unit, the proportion of food, drink and entertainment uses would be 23%. Nevertheless, the LPA's adopted policy guideline for the Brunswick Centre Neighbourhood Centre of maintaining at least 50% of units as Class A1 uses (Policy TC2 and Appendix 4 of the Camden Local Plan and Part 4 of CPG5) is met. Whilst the policy guideline for ensuring that the proportion of food, drink and entertainment uses does not exceed 25% is only marginally breached by 0.6%, if the existing gym use is included in this calculation, and is met if the existing gym use is excluded. In addition, the proposed use of the application unit would not result in more than 2 consecutive non-Class A1 units located together (also a requirement of Policy TC2 and Appendix 4 of the Camden Local Plan and Part 4 of CPG5). Indeed, the whole of the southern frontage from units 4 to 30 are currently all in Class A1 use.

- 5.16 Furthermore, there are also a number of units within the Brunswick Centre which are not included in the LPA's Retail Survey of March 2017. 'Waitrose' and the 'Curzon' cinema are not part of the survey and the three Class A1 retail units on the Handel Street frontage, which are occupied by 'The Flash Centre' selling photographic equipment, 'Drury Porter' (opticians) and 'SKOOB' (bookshop) are all not included. This is relevant in terms of the reality of the actual proportion of units deemed to be within Class A1 or non-A1 use. It is therefore considered that the LPA's Retail Survey of March 2017 understates the true proportion of Class A1 units by ignoring these units.
- 5.17 The only criteria of Policy TC2 and Appendix 4 of the Camden Local Plan and Part 4 of CPG5 that would not be materially met is the requirement for food and drink uses to be small scale, generally less than 100 square metres, in order to ensure that residential amenity is protected. The overall unit floorspace is 325 square metres, but nearly half of this floorspace is formed from the upper and lower basement accommodation, which is only to be used for the back-of-house operations. The ground floor area comprises 175 square metres of accommodation and around half of this floorspace would also be back-of-house accommodation. Whilst the application unit exceeds the 100 square metre policy threshold figure, it is certainly well below the large scale licensed entertainment threshold of 1,000 square metres deemed generally inappropriate within Neighbourhood Centres (Part 4 of CPG5). The pragmatism of the LPA in its assessment of the change of use proposal at Unit 2 Brunswick Centre, which also exceeded the 100 square metre guidance threshold, is also noted (paragraphs 6.13 and 6.23 of the LPA's planning committee report). Provided that suitable measures are in place in order to ensure that residential amenity is adequately protected, then the LPA should exercise similar pragmatism with regard to the 100 square metre policy threshold figure in this case.
- 5.18 It is therefore considered that the key criteria of Chapter 9 and specifically Policies TC1, TC2 and TC4 of the adopted Camden Local Plan, together with the guidance contained within CPG5 Parts

2, 3, 4 and 6, as rehearsed above in Section 4.0, are not materially breached by the proposed use. Furthermore, it is considered that the proposed use would assist in the LPA's stated growth and spatial strategy, as well as the LPA's economic development aspirations, as contained within Policies G1 and E1 of the Camden Local Plan, rehearsed above in Section 4.0. Given all of this context, it cannot be reasonably concluded that the proposed use would warrant a refusal of planning permission on vitality and viability grounds.

Transport and Sustainable Location

- 5.19 The application site is within an urban area which is a highly accessible location where there is an excellent choice of transport modes as an alternative to the private car, thereby helping to reduce CO2 emissions. The site is located within an area that has a PTAL rating of 6b, which comprise the most accessible areas. The proposed use of this unit as a food-led facility serving the local resident, shopping, working and visiting populations in such a highly accessible location clearly constitutes sustainable economic development for which the NPPF establishes the presumption in favour of (paragraphs 14 and 197). The proposed use of the application site in this highly accessible and sustainable location is therefore in compliance with the aspirations for sustainable transport.

Visual and heritage impacts

- 5.20 Alterations are proposed to the ground floor accommodation, to allow for it to be laid out with the main entrance and customer seating area to the front of the premises. A service counter, drinks counter, display refrigerators and a customer toilet is proposed to be located within the central area. To the rear would be kitchen and preparation areas. Cold rooms, a staff office and staff changing facilities would be provided at upper basement level, whilst the lower basement level would be used for deliveries. On the ground floor the associated internal alterations propose the installation of fixed customer seating, the relocation of one toilet and the reconfiguration of another toilet, the removal of some existing modern partition walling, the relocation of a partition wall, the installation of new doors to the rear emergency exit, the installation of counters and kitchen equipment and the installation of the associated plant. On the upper basement level the proposed internal alterations comprise the installation of partition walling to create a staff office, a staff changing area and two cold rooms. It is also proposed to install wall shelving. No internal alterations are proposed on the lower basement level. The external alterations would be limited to the installation of one plant grill on the rear elevation and two hidden plant grilles on the front elevation; together with the installation of one internal fascia sign set behind the glazing of the existing shopfront above the main entrance doors and two external projecting signs at either end of the existing shopfront.
- 5.21 The implications of the proposed internal and alterations and signage on the historic and architectural fabric and character of this listed building and upon the character and appearance of the designated conservation area are fully assessed below in the accompanying Heritage

Statement. It is considered that no material detriment results to any of the historic fabric of this listed building as a consequence of the proposed internal and external alterations and signage. The proposed internal and external alterations and signage are not considered to result in any significant, material or detrimental implications for historic or architectural interest, character and fabric of this listed building or for the character and appearance of the designated Bloomsbury Conservation Area. The generation of significant pedestrian footfall and activity at and around the application site would result in the enhancement of the vitality of this part of the Bloomsbury Conservation Area. The proposed internal and alterations and signage are therefore considered to be sympathetic to the historic and architectural character of this listed building and the character and appearance of the designated conservation area and are not considered to genuinely conflict with any of the wider aspirations of the local planning policy context for this site. The proposed works are therefore considered to be compliant with the aims and aspirations of the NPPF and Policies D1, D2 and D4 of the Camden Local Plan and the guidance contained within CPG1 parts 3 and 8, as rehearsed above in Section 4.0.

Amenity impacts

- 5.22 The proposed use would provide wholesome and healthy food to local residents, shoppers, workers and visitors to the area. The unit would trade from early morning to late evening and would not serve alcohol. It is therefore not a late-night restaurant/café and its trading hours are to serve the breakfast, lunch and evening meal times of local residents, shoppers, workers and visitors to the area. Music is only played at background levels during the customer trading times and is inaudible outside of the unit.
- 5.23 The proposed use would only use electric pizza ovens. Further details are provided within the applicant's Operational Management Plan and technical specifications of the proposed plant and equipment accompany this planning application. There would be no associated noises or smells created as a result of the preparation and sale of food on site.
- 5.24 The combination of the proposed trading times, the nature of the proposed use and the careful management of this unit will ensure that the proposed use does not cause demonstrable harm to the amenities of the local resident population or the local area in general. The local area is also a typically busy and active urban area at all times of the day and into the night, with the consequential higher levels of ambient noise. During the proposed trading hours of the proposed use, ambient noise levels would be such that the proposed use itself would have no material impact on local noise levels.
- 5.25 Being food-led, the proposed use would mostly involve seated customers; together with associated ancillary sales of food taken away. Due to the nature of the proposed use, its proposed modest trading hours and the proposed site management regime of the premises, the amenities of local residents and the local area in general would not detrimentally affected.

- 5.26 The proposed nature of the applicant's food business is outlined in more detail in the accompanying Operational Management Plan. The proposed provision of a healthy alternative to other fast-food style outlets in the wider vicinity accords with the aspirations for health and well-being set out in the NPPF and the local planning policy aspirations of paragraph 9.46 to Policy TC4 of the Camden Local Plan.
- 5.27 As a consequence of all of the above, the proposed use of the application site is therefore considered to comply with the requirements of the NPPF and the requirements of Policies A1, A4 and TC4 of the Camden Local Plan and the guidance contained within CPG5 Part 6, as rehearsed above in Section 4.0.

Employment Generation

- 5.28 The proposed use of the application site would result in the bringing back into beneficial use this existing vacant unit and would generate the direct employment of staff, as well as indirect employment generation for suppliers and contractors. The employment generated is likely to be considerably greater than that generated by a Class A1 retail use of this unit size. The additional employment generated is likely to be significantly greater and would be a material benefit for the local area.
- 5.29 In addition to the direct economic benefit from the employment generated by the proposed use, there would also be an increase in local vitality and viability, as rehearsed above, through the increased footfall to and from the application premises, together with the likely increased customer spend and the probable increase in linked trips with work, shopping and leisure activities and indirect jobs for suppliers, maintenance workers etc. This would be to the benefit of other operators in the immediate and surrounding area and the local economy as a whole. The proposed use is therefore considered to generally benefit the whole economy, in accordance with the aspirations of the NPPF and Policies G1 and E1 of the Camden Local Plan, rehearsed above in Section 4.0.

Servicing and Waste Management

- 5.30 The proposed use would include appropriate management measures for servicing and waste management, together with the storage and sorting of recyclable materials. Fuller details of these proposed arrangements are included in the accompanying Servicing and Waste Management and Operational Management Plan documents. Technical specifications of the proposed plant and details of the intended installation of plant at the application site are detailed within the accompanying plans, documents and technical specifications.
- 5.31 The proposed use would therefore accord with the aims and aspirations of Policies CC5, TC4, CC2 of the Camden Local Plan and the guidance of CPG1 parts 10 and 11 and CPG5 part 6, rehearsed above in Section 4.0.

Conclusions

- 5.32 The proposed use would therefore, in reality, enhance the character, function, vitality and viability of the Brunswick Centre neighbourhood centre as part of the wider vibrant, mixed-use nature of this part of Camden; and would provide for the day-to-day food needs of local residents, shoppers, workers and visitors. The proposed use would also provide local employment and would represent an attractive food-led service use, which would add significantly to footfall and customer spend within the local area. Residential amenity would also be respected, and this would be a well-managed business that would operate in a respectful manner to its neighbours (and which would be subject to the on-going regulation of Camden Council as both Licensing Authority and Environmental Protection Authority). As already rehearsed above, the application site benefits from excellent public transport infrastructure and is within a highly accessible and sustainably located area which has a 6b PTAL rating. Furthermore, the fabric and special interest of this listed building and the character and appearance of the Bloomsbury Conservation Area would be respected and preserved by the associated proposed internal and external alterations and signage and would be enhanced by the increased pedestrian footfall and activity within and around the application site.

6.0 Summary

- 6.1 Allowing for the use of the application premises as restaurant/café with ancillary take-away use would ensure a continuing and active use of this unit, with an active frontage, in an appropriate mix of town centre uses that are in keeping with the mixed character and economic vibrancy of the Brunswick Centre and this area of Camden as a whole. It would directly assist in maintaining and strengthening the role of the Brunswick Centre and this area of Camden by improving its attractiveness and helping to diversify its evening economy and leisure function; ensuring that this area remains vibrant, attractive and accessible.
- 6.2 The report entitled 'High Street Performance and Evolution' shows that the leisure aspects of shopping trips, including restaurants, is a significant driver of footfall in shopping streets and increases their vitality and viability, in line with advice in the NPPF and Planning Policy Guidance 'Ensuring the Vitality of Town Centres'. The 'Britain's High Streets: From Crisis to Recovery' report is clear that town centres and high streets will not revert to pre-crisis forms and the structural shift away from retail *per se* to services, especially leisure (including leisure uses incorporating bars and cafés) and retail services (such as health and beauty) will continue. High streets will continue a shift away from being shopping destinations to being spaces for service provision, leisure and social interaction.
- 6.3 The prime measure of the vitality of a town centre is the number of people attracted to it at different times of the day and evening. The proposed use of this unit would attract high levels of pedestrian footfall that would support the retail and service functions of the Brunswick Centre and the wider area of this part of Camden. The proposed use would help meet the local food needs of residents, shoppers, workers and visitors to this part of Camden. The proposed use would also increase the time spent at the site by a large number of customers, above and beyond that associated with a Class A1 retail use of this unit. It is highly likely that many customers would combine their visit to the proposed use with other trips and reasons to be in and around the Brunswick Centre; whether for work, leisure or shopping purposes.
- 6.4 The proposed change of use of the application site unit would result in the proportion of Class A1 units being 64%; whilst the proportion of food, drink and entertainment uses would be 25.6%, taking into account both the proposed use and the existing gym use. However, the reasonableness of considering a gym use to genuinely fall within the food, drink and entertainment restrictions is questionable given the nature of such uses and, without the inclusion of this gym unit, the proportion of food, drink and entertainment uses would be 23%. Nevertheless, the LPA's adopted policy guideline for the Brunswick Centre Neighbourhood Centre of maintaining at least 50% of units as Class A1 uses (Policy TC2 and Appendix 4 of the Camden Local Plan and Part 4 of CPG5) is met. Whilst the policy guideline for ensuring that the proportion of food, drink and entertainment uses does not exceed 25% is only marginally breached by 0.6%, if the existing gym

use is included in this calculation, and is met if the existing gym use is excluded. In addition, the proposed use of the application unit would not result in more than 2 consecutive non-Class A1 units located together. It is considered that the key criteria of Chapter 9 and specifically Policies TC1, TC2 and TC4 of the adopted Camden Local Plan, together with the guidance contained within CPG5 Parts 2, 3, 4 and 6, as rehearsed above in Section 4.0, are not materially breached by the proposed use.

- 6.5 The proposed internal and external alterations and signage are not considered to result in any significant, material or detrimental implications for historic or architectural interest, character and fabric of this listed building or for the character and appearance of the designated Bloomsbury Conservation Area. The generation of significant pedestrian footfall and activity at and around the application site would result in the enhancement of the vitality of this part of the Bloomsbury Conservation Area.
- 6.6 The combination of the proposed trading times, the nature of the proposed use and the careful management of this unit will ensure that the proposed use does not cause demonstrable harm to the amenities of the local resident population or the local area in general.
- 6.7 The proposed use of the application site would result in the bringing back into beneficial use this existing vacant unit and would generate the direct employment of staff, as well as indirect employment generation for suppliers and contractors. The employment generated is likely to be considerably greater than that generated by a Class A1 retail use of this unit size. The additional employment generated is likely to be significantly greater and would be a material benefit for the local area.
- 6.8 The proposed use would include appropriate management measures for servicing and waste management, together with the storage and sorting of recyclable materials. Fuller details of these proposed arrangements are included in the accompanying Servicing and Waste Management and Operational Management Plan documents.
- 6.9 The application site is within an urban area which is a highly accessible location where there is an excellent choice of transport modes as an alternative to the private car, thereby helping to reduce CO2 emissions.
- 6.10 It is hoped that these planning, listed building consent and advertisement consent applications for the proposed use of this unit and the associated internal and external alterations and signage will be met with the full support of the LPA.

7.0 Design and Access Statement

- 7.1 The proposed change of use element of the planning application and the advertisement consent application for the display of signage do not require a Design and Access Statement. Alterations are proposed to the ground floor accommodation, to allow for it to be laid out with the main entrance and customer seating area to the front of the premises. A service counter, drinks counter, display refrigerators and a customer toilet is proposed to be located within the central area. To the rear would be kitchen and preparation areas. Cold rooms, a staff office and staff changing facilities would be provided at upper basement level, whilst the lower basement level would be used for deliveries. On the ground floor the associated internal alterations propose the installation of fixed customer seating, the relocation of one toilet and the reconfiguration of another toilet, the removal of some existing modern partition walling, the relocation of a partition wall, the installation of new doors to the rear emergency exit, the installation of counters and kitchen equipment and the installation of the associated plant. On the upper basement level the proposed internal alterations comprise the installation of partition walling to create a staff office, a staff changing area and two cold rooms. It is also proposed to install wall shelving. No internal alterations are proposed on the lower basement level. The external alterations would be limited to the installation of one plant grill on the rear elevation and two hidden plant grilles on the front elevation; together with the installation of one internal fascia sign set behind the glazing of the existing shopfront above the main entrance doors and two external projecting signs at either end of the existing shopfront. All of these proposed works are detailed in the accompanying plans and documents.
- 7.2 Article 4 (4) (d) of The Town & Country Planning (Development Management Procedure) (England) (Amendment) Order 2013 requires a Design & Access Statement for the internal and external alterations, including the installation of signage element of the listed building consent application. Government advice is clear that the level of detail in a Design and Access Statement should be proportionate to the complexity of the application, but should not be long.

Amount

- 7.3 The proposal is for a modest scheme involving proposed internal and external alterations and the installation of external signage at the application site. The proposals are summarised in paragraph 7.1 above and are fully detailed in the accompanying plans and documents.

Layout

- 7.4 The existing layout of the building remains principally unchanged as a consequence of the proposed internal alterations and there are no significant alterations to the existing plan form of the premises. Modest alterations are proposed to the ground floor accommodation, in order to allow for it to be laid out with the main entrance and customer seating area to the front of the

premises; together with a service counter, drinks counter, display refrigerators and a customer toilet located within the central area and kitchen and preparation areas to the rear. Cold rooms, a staff office and staff changing facilities would be provided at upper basement level, whilst the lower basement level would be used for deliveries.

Scale

- 7.5 The proposed internal and external alterations works are all contained within the existing 'building envelope' and it is not proposed to enlarge the premises beyond its current scale.

Landscaping

- 7.6 No hard or soft landscaping works are involved in the proposed scheme.

Appearance

- 7.7 The external appearance of the building is not materially affected by the proposed works. The external signage would be visible on the front elevation and would be visually contained within the existing shopfront proportions. One additional plant grill would be installed on the rear elevation. The two plant grilles on the front elevation would not be visible. These proposals are therefore not considered to give rise to any material, detrimental changes to the external appearance of the host building. These alterations to the appearance of these premises are considered to be sympathetic and appropriate in nature.

Use

- 7.8 The use of the application premises would change from Class A1 retail use to Class A3 restaurant use, with ancillary takeaway use. However, the proposed change of use element of the proposals does not require a Design and Access Statement. The proposed use of this site would comprise a beneficial and appropriate use of this listed building and would allow for continued public access into this listed building. Public access into this listed building would therefore continue.

Access

- 7.9 Access arrangements into and past the premises would not be altered as a result of these proposals. Level access into the ground floor of the building would be retained and access to a replacement ground floor fully DDA compliant toilet would also be retained.

8.0 Heritage Statement

8.1 The application premises comprise a ground floor commercial unit, with upper and lower level basement accommodation, located within the mixed-use complex of the Brunswick Centre. The Brunswick Centre is a grade II listed complex and lies within the designated Bloomsbury Conservation Area.

8.2 The Brunswick Centre was built between 1967 and 1972 to the design of Patrick Hodgkinson and is recognised as the pioneering example of a megastructure in England and an example of low-rise, high-density living. The Brunswick Centre comprises two linked blocks of 560 flats that incorporate two rows of shops at raised ground level over basement car parking on two levels and a cinema. The complex is principally formed from concrete walls and metal framed glazing. Historic England's listing description states that the interior finished of the flats, shops and cinema have been inspected and are not of special interest. The Brunswick Centre was listed on 14/09/2000, whilst the Bloomsbury Conservation Area was designated on 01/03/1984. The Historic England entry for this building is as follows:

TQ 3082SW BRUNSWICK SQUARE 798-1/95/10155 (West side) 14-SEP-00 1-187a O'Donnell Court, 1-212a Foundling Court, Renoir Cinema, shops (The Brunswick Centre), basement car park, and attached ramps, steps and studios

GV II

Two linked blocks of 560 flats, incorporating rows of shops at raised ground level over basement car -parking on two levels, with attached workshops, ramps and steps. 1967-72 by Patrick Hodgkinson for Marchmont Properties and LB Camden, completed by L Brian Ingram and T P Bennett and Partners. The first scheme prepared 1960-3 with Sir Leslie Martin, subsequent scheme developed 1963-5 by Hodgkinson, and modified 1966-8, assisted by F D A Levitt, A Richardson, D Campbell and P Myers. Engineers McAlpine Design Group, and Robert McAlpine and Sons were the builders. Reinforced concrete, some now painted as was always intended, glazed roofs to part of each flat, otherwise roofs are flat. Flat roofs over shops form terraces serving the flats, on which are placed small 'professional studios'.

Complex megastructure of two 'A-framed' blocks, O'Donnell Court and Foundling Court, linked by a raised podium containing shops and a cinema and set over a basement car park on two levels. The outer or perimeter range of five storeys, the inner or main range of eight storeys. Most of the flats on the upper floors have one or two bedrooms, with some studios at the ends, all with glazed living room extending on to balcony, which form a stepped profile down the side of the building. One larger flat and further small flats on the lower floors of the perimeter blocks. The raised ground floor is occupied by a shopping mall, whose projecting form forms two terraces above, linked by a bridge in the early 1990s when steps from the mall were blocked. The

professional chambers, intended for functions such as doctor's surgeries, are now leased as offices and workshops. Cinema facing Brunswick Square descends two levels into basement; was originally one screen, but has been subsequently simply subdivided. Basement on two levels has car parking.

The elevations are determined by the plan, with metal windows, and metal balustrading to concrete balconies. Mullions to concealed basement ventilation. Regularly spaced lift-shafts, staircases and ventilator towers reminiscent of Antonio Sant'Elia's scheme of 1914 for Milan Railway Station; there are comparisons too in the formal entrance to the shopping mall opposite Brunswick Square, where the framework of the structure is left open save for the cinema, largely glazed and with glazed doors, sentinel at its entrance. The flats are now entered via modern security doors and the internal 'A'-frame structure is exposed and makes an extremely powerful composition along the landings serving the flats. The internal finishes of the flats, shops and cinema have been inspected, and are not of special interest.

The Brunswick Centre is the pioneering example of a megastructure in England: of a scheme which combines several functions of equal importance within a single framework. It is also the pioneering example of low-rise, high-density housing, a field in which Britain was extremely influential on this scale. The scheme grew out of a theoretical project by Hodgkinson with Sir Leslie Martin for West Kentish Town (St Pancras MB), and his own student work of 1953. This, however, was for a mat of largely four-storied maisonettes using a cross-over or scissor plan, while in section the Brunswick Centre more closely resembled Harvey Court, designed for Gonville and Caius College, Cambridge, in 1957, a design largely developed by Hodgkinson working with Martin and Colin St John Wilson. Brunswick developed the concept of the stepped section on a large scale and for a range of facilities, whose formality was pioneering. It forms an interesting group of reference with Sir Denys Lasdun and Partners' University of East Anglia (designed 1962-3) and Darbourne and Darke's Lillington Gardens, Westminster (designed 1961). More directly, the housing part of the scheme was taken over in 1965 by LB Camden, and Hodgkinson liaised with the Chief Architect, S A G Cook. His influence on the young architects working for Cook was profound, and can be seen in schemes by Neave Brown, Benson and Forsyth and others built across the borough in the 1970s - and which in their turn were celebrated and imitated on a smaller scale elsewhere. The most celebrated of these schemes is Alexandra Road by Neave Brown, of 1972-8 and listed grade II, which repeats the use of concrete and the stepped building profile, but achieves greater formality by concentrating solely on the provision of housing, set in a crescent.*

- 8.3 Alterations are proposed to the ground floor accommodation, to allow for it to be laid out with the main entrance and customer seating area to the front of the premises. A service counter, drinks counter, display refrigerators and a customer toilet is proposed to be located within the central area. To the rear would be kitchen and preparation areas. Cold rooms, a staff office and staff changing facilities would be provided at upper basement level, whilst the lower basement level

would be used for deliveries. On the ground floor the associated internal alterations propose the installation of fixed customer seating, the relocation of one toilet and the reconfiguration of another toilet, the removal of some existing modern partition walling, the relocation of a partition wall, the installation of new doors to the rear emergency exit, the installation of counters and kitchen equipment and the installation of the associated plant. On the upper basement level the proposed internal alterations comprise the installation of partition walling to create a staff office, a staff changing area and two cold rooms. It is also proposed to install wall shelving. No internal alterations are proposed on the lower basement level. The external alterations would be limited to the installation of one plant grill on the rear elevation and two hidden plant grilles on the front elevation; together with the installation of one internal fascia sign set behind the glazing of the existing shopfront above the main entrance doors and two external projecting signs at either end of the existing shopfront.

- 8.4 All of the modest alterations and signage proposals would be fully reversible when no longer required, in accordance with conservation best practice. No historic fabric would be significantly affected by the proposed works. The implications of the proposed internal and alterations and signage on the historic and architectural fabric and character of this listed building and upon the character and appearance of the designated conservation area are considered to be acceptable.
- 8.5 It is considered that no material detriment results to any of the historic fabric of this listed building as a consequence of the proposed internal and external alterations and signage. The proposed internal and external alterations and signage are not considered to result in any significant, material or detrimental implications for historic or architectural interest, character and fabric of this listed building or for the character and appearance of the designated Bloomsbury Conservation Area. The generation of significant pedestrian footfall and activity at and around the application site would result in the enhancement of the vitality of this part of the Bloomsbury Conservation Area. The proposed internal and external alterations and signage are therefore considered to be sympathetic to the historic and architectural character of this listed building and the character and appearance of the designated conservation area and are not considered to genuinely conflict with any of the wider aspirations of the local planning policy context for this site.
- 8.6 The proposed works would have no significant nor detrimental impact upon the internal architectural and historic character of the premises and would have no significant, direct impact upon historic fabric. The installation of fixed customer seating, the relocation of one toilet and the reconfiguration of another toilet, the removal of some existing modern partition walling, the relocation of a partition wall, the installation of new doors to the rear emergency exit, the installation of counters and kitchen equipment and the installation of the associated plant on the ground floor; together with the proposed installation of partition walling to create a staff office, a staff changing area and two cold rooms upper basement level, together with the installation of wall shelving can all be removed, without any impact upon historic fabric or character, when no

longer required and are therefore fully reversible. The plan form of the premises is not materially altered. The Historic England listing description for the Brunswick Centre is also clear that the interior finishes of the shop units are not of special interest. The proposed internal alterations are therefore considered to be sympathetic to the historic and architectural character and fabric of this listed building. It is considered that no detriment results to any of the historic fabric of this listed building as a consequence of these proposed internal works.

- 8.7 The external alterations would be limited to the installation of one plant grill on the rear elevation and two hidden plant grilles on the front elevation, such that front elevation would only be materially altered by the proposed signage, which is considered to be appropriate and sympathetic in design, whilst the appearance of the rear elevation would only be modestly altered, with a plant grille adjoining existing plant. The proposed external alterations are therefore considered to be sympathetic to the historic and architectural character and fabric of this listed building. It is considered that no detriment results to any of the historic fabric of this listed building as a consequence of these proposed external works.
- 8.8 The proposed internal and external alterations and signage would not result in any significant or material impacts upon the historic fabric and character and appearance of both this listed building and the Bloomsbury Conservation Area or upon the setting of neighbouring listed buildings. The proposed works are not considered to result in any significant, material or detrimental implications for the historic or architectural interest, character and fabric of this listed building; the settings of neighbouring listed buildings; or upon the character and appearance of the designated conservation area.
- 8.9 The net implications of the proposed works for the architectural and historic character of this listed building are therefore considered to be neutral and no demonstrable harm is considered to occur for this heritage asset itself or the setting of neighbouring listed buildings and the wider Bloomsbury Conservation Area. The character and appearance of this listed building, its setting, the setting of neighbouring listed buildings and the character and appearance of the designated conservation area are therefore considered to be preserved. The proposed works are therefore considered to be sympathetic and appropriate in nature. The historic and architectural fabric, character and appearance of this listed building are therefore considered to be preserved. The proposed works are therefore considered to be sympathetic and appropriate in nature.
- 8.10 The proposed internal and external alterations and signage would also help facilitate an alternative beneficial and sympathetic use of this building, which would add to and enhance the vitality and pedestrian footfall within the local street scene and wider conservation area.
- 8.11 The NPPF is clear that only where a proposed development will lead to substantial harm to/or total loss of significance of a designated Heritage Asset should local planning authorities refuse consent (paragraph 133). This gives a presumption in favour of development that does not cause substantial harm, or if any substantial harm can be justified. Where a development

proposal will lead to a less than substantial harm to the significance of a designated Heritage Asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use (paragraph 134). In the case of the application proposals, it is considered that less than substantial harm would be caused to the character and appearance and the historic fabric of this listed building. It is also considered that the applicant has genuine and reasonable requirements to refresh and refurbish the application premises as part of their alternative use proposal, in order to safeguard the economic well-being of this beneficial re-use of this listed building for a use that would allow for continued public access into this listed building and which would ensure its on-going maintenance and upkeep.

- 8.12 Taking all of the above into account, it is considered that the designated heritage assets are respected by the proposed works and no material harm would result for the character and appearance of this building itself, the setting of neighbouring listed buildings, nor the designated conservation area. In addition, the proposals would help facilitate a beneficial use of this building, for a use that would continue to allow public access into this listed building. For the reasons rehearsed above it is therefore considered that the proposals accord with the requirements of national and local adopted planning policy with regard to their heritage impacts. The proposed works are therefore considered to be compliant with the aims and aspirations of the NPPF and Policies D1, D2 and D4 of the Camden Local Plan and the guidance contained within CPG1 parts 3 and 8, as rehearsed above in Section 4.0.

LIST OF APPENDICES

1. High Street Performance & Evolution (July 2014) Report
2. Extract from Britain's High Streets: From Crisis to Recovery Report
3. Understanding Your High Street (2013) Report
4. Labour's Policy Review Report (c2013)
5. Office for National Statistics summary of internet statistics (June 2016)
6. Supporting High Streets and Town Centres Report (Dec 2013)

