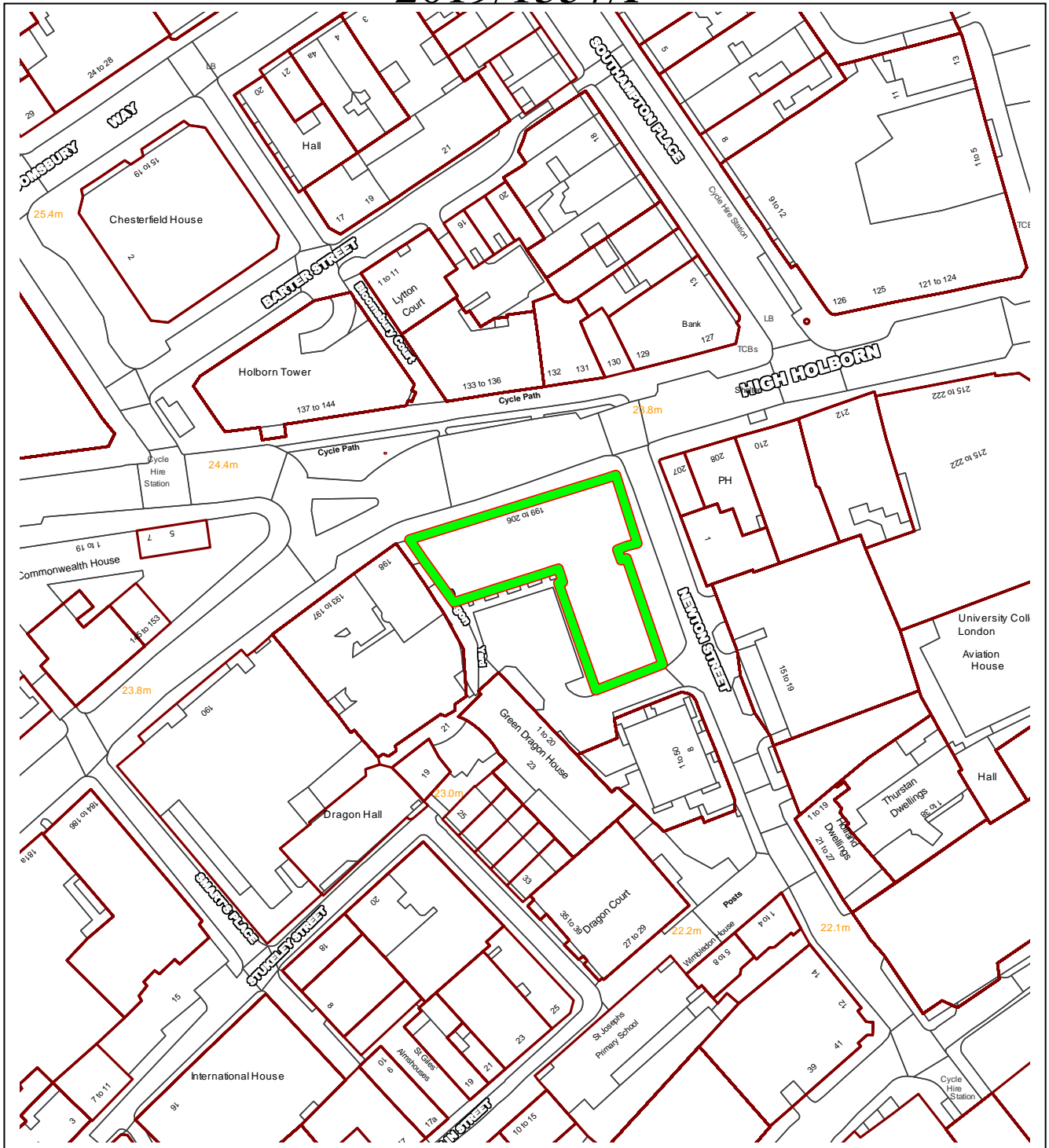


199-203 High Holborn WC1

2019/1357/P



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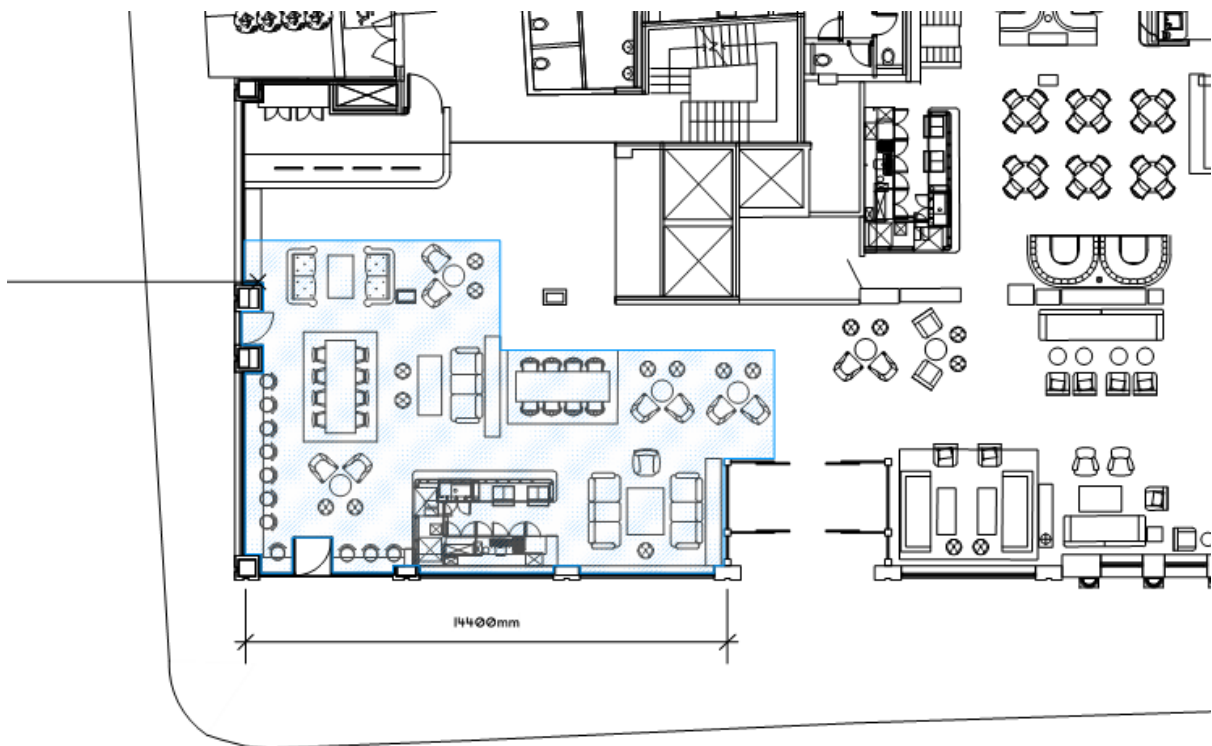
1. Nailbar unit (now vacant)



2. Coffeebar unit (now vacant), hotel lobby and entrance



3. Coffee bar frontage and side door on Newton St



HIGH HOLBORN

4. Proposed layout of new café in hotel lobby

Delegated Report		Analysis sheet	Expiry Date:	08/05/2019
(Members Briefing)		N/A / attached	Consultation Expiry Date:	05/05/2019
Officer			Application Number(s)	
Charles Thuaire			2019/1357/P	
Application Address			Drawing Numbers	
199-203 High Holborn London WC1V 7BD			See decision notice	
PO 3/4	Area Team Signature	C&UD	Authorised Officer Signature	
Proposal(s)				
Reconfiguration and amalgamation of existing 2 ground floor retail units (Class A1) and hotel entrance lobby (Class C1) to form a café ancillary to the hotel (Class C1).				
Recommendation(s):	Grant conditional planning permission			
Application Type:	Full Planning Permission			

Conditions or Reasons for Refusal:	Refer to Draft Decision Notice			
Informatives:				
Consultations				
Adjoining Occupiers:	No. of responses	02	No. of objections	02
Summary of consultation responses:	<p>Site notice displayed 10/04/2019 to 04/05/2019; Press advert published 11/04/2019 to 05/05/2019.</p> <p><u>Objection from 2 neighbours at 8 Newton St-</u> Strongly object to entrance/exit onto Newton Street, a highly residential area already suffering from noise disturbance by Hoxton clients, often very drunk in the evening and late at night. Direct access onto Newton Street would greatly worsen this. No need for late night access on Newton St side when another door is around corner on High Holborn. Can side door be closed altogether or be made emergency exit?</p> <p><u>Officer comment-</u> <i>See section 3 on amenity below</i></p>			
CAAC/Local groups* comments: *Please Specify	<p><u>Covent Garden Community Association (CGCA) object-</u></p> <p>No objection to incorporation of two small retail areas into the hotel. However, they object to the door on Newton Street being used for general hotel access which is not needed. Newton Street is a relatively quiet backwater, and it is highly residential with blocks of flats opposite and nearby. The hotel has already been asked to rectify protracted problems with disturbance to these dwellings and to others further down Newton Street. If planning consent be given for these plans, then the door on Newton Street should be rendered unusable except as an emergency exit to avoid further disturbance to neighbours. Although CGCA had considered asking that the hours of use of the door on Newton Street should be restricted to 8am to 8pm Monday to Saturday and 10am to 8pm on Sundays, residents have said they do not feel that this sort of condition will be adhered to. The management of the hotel has completely lost their trust after years of failed commitments, and they feel that only a blanket requirement to fix the door closed will protect them.</p> <p><u>Officer comment-</u> <i>See section 3 on amenity below.</i></p>			

Site Description

1. The site is the 5 storey Hoxton Hotel located between Dragon Yard alley and Newton Street. It has a large hotel lobby with ancillary restaurant and bar plus 2 small separate retail units on either side of the hotel entrance.

2. The site is in Bloomsbury conservation area and is at the extreme western end of the designated primary retail frontage of the Holborn Central London frontage.

Relevant History

23.12.11- 2011/4914/P- Planning permission granted for Change of use from existing office (Class B1) to a hotel (Class C1).

14.8.13- 2013/2899/P- Planning permission granted for Part change of use from retail (Class A1) plus extension of the ground floor into part of the existing rear service yard to provide for a hotel entrance, lobby and reception area, ancillary bar, restaurant and meeting rooms at ground floor level for hotel use (Class C2); and change of use from office (Class B1a) to a restaurant (Class A3) at basement level to be accessed off High Holborn.

Relevant policies

National Planning Policy Framework 2019

London Plan 2016

Draft London Plan 2018

Camden Local Plan 2017

A1 Managing the impact of development

TC1 Quantity and location of retail development

TC2 Camden's centres and other shopping areas

Camden Planning Guidance

CPG Town Centres and Retail (March 2018)

CPG Amenity (March 2018)

Assessment

1. Proposal-

1.1 The proposal is to amalgamate 2 separate and vacant Class A1 retail units (previously a nailbar on the right hand side of the hotel entrance and a coffeeshop on the left hand side) into one enlarged cafe unit on the left side with an equivalent amount of floorspace. Essentially the existing selfcontained coffee bar at the corner with Newton Street will be enlarged into a new more prominent ancillary café integrally combined with the hotel lobby, with the same frontage along Newton St and a longer frontage along High Holborn. The other nailbar unit will be incorporated into the hotel bar area. It should be noted that the lawful use of this latter unit is still Class A1 retail; it was originally occupied by a hairdressers but then subsequent replaced by a nailbar which is normally regarded as a Sui Generis use.

1.2 The applicants have described the proposal as amalgamation of existing 2 ground floor retail units and hotel entrance lobby to form a combined hotel and retail use (Class C1/A1). However, the proposed plan appears to show considerably more seating than existing so it seems more akin to a Class A3 café with about 60 seats on chairs and settees rather than a Class A1 takeaway bar with about 25 chairs and stools; nevertheless it will still not have any kitchen or cooking facilities. Moreover it will appear to be integral to the hotel use in the same way as the bar and restaurant currently are, although the cafe will be run by a separate tenant with its own demise. Thus officers consider the application's description should refer to a café ancillary to the main Class C1 hotel use rather than a selfcontained Class A1 retail use.

1.3 The café will become a seamless addition to the existing hotel lobby to create more space for the existing waiting area which is now proving popular as an area for socialising, working or for hosting informal meetings by both hotel guests and the general public. According to the agents, the existing configuration of the site performs poorly- the more accessibly located coffee shop unit suffers from a lack of frontage along High Holborn, and the other retail unit suffers from a peripheral location, lack of visibility and indirect means of access. Feedback from the previous 'Hoxton Grind' café tenant was that the business would benefit from a larger unit with greater street frontage, which is why they moved. Also it is understood that the other 'Cheeky Nails' tenant was struggling to survive, so was closed down. The application seeks to improve the situation by rationalising the existing primary frontage of the site, amalgamating the existing retail units to provide a larger, more prominent and accessible hotel and café frontage. The removal of internal partitions and opening up the retail unit into the hotel lobby would enable any future tenant to serve both the footfall along High Holborn and any individuals already in the lobby of the neighbouring hotel. The space of the existing nail bar unit will be incorporated within the hotel lobby as part of its bar area.

1.4 No external alterations are proposed. The existing 2 access doors into the café on High Holborn and Newton St will be retained, but the proposed new cafe will also be fully accessible from inside the hotel lobby and its double main entrance doors.

2. Landuse

2.1 The frontage lengths and the floorspaces of the existing 2 separate units and the proposed new amalgamated unit are approximately the same. Both retail units were vacated in early 2018 and have remained vacant since. No objection is raised to the loss of the former nailbar unit in itself (56sqm in size) which apparently has proved to be unattractive as a retail unit due to its location at the extreme end of the retail parade and its poor visibility and accessibility to the public. The proposed café will effectively combine the existing A1 coffee bar (57sqm) and part of the hotel lobby lounge (65sqm) to provide an enlarged ancillary informal area for seating with café facilities, totalling 122sqm, ancillary to the overall hotel. The principle of relocating Class A retail/cafe use into one corner will not harm the overall retail function of the frontage which is concentrated towards the east. Although the cafe 'unit' will have 2 separate entrance doors from the street to allow it to be run independently, it will also be connected seamlessly with the hotel lounge/lobby area so will visually and functionally be related to the hotel as an ancillary element.

2.2 Policy TC2 'Camden's centres and other shopping areas' states that 'The Council will promote successful and vibrant centres throughout the borough to serve the needs of residents, workers and visitors'. It further states in para 9.18 that the Council will protect and enhance the role and character of each of Camden's centres by assessing proposals against this policy and the centre specific guidance set out in Appendix 4 and the Camden Planning Guidance. The CPG on Town Centres for the Holborn centre states that 'the area has a concentration of office development and the centre principally services a weekday office workforce. The entrances to offices often break up the continuity of shop premises'. It further states that the primary frontages should retain a minimum of 50% retail use, and a maximum of 25% food and drink uses for each individual frontage. The proposed unit would result in reduction of retail down to 25% of this parade of 8 units between Dragon Yard and Kingsway, which would be below the 50% threshold. Even if the unit was deemed as a separate Class A3 use, this would equate to about 12% of this parade where no A3 units currently exist.

2.3 However the key aim of policies is not to harm the character and function of Central London's commercial area. Although the proposal results in a further complete erosion of retail space here, it is considered that a more qualitative consideration of the particular character and function of this frontage and the contribution it makes to the whole centre is merited. The frontage of the hotel with its 2 small retail units forms a western extension of the Central London Frontage, which runs from Holborn Circus to the Kingsway junction, before the area's character changes to being dominated more exclusively by large scale office uses until again changing back to predominantly retail beyond Centre Point. The core retail area to High Holborn is markedly to the east of the Kingsway junction. To the west of Kingsway, there are no true Class A1 retail uses on either side of High Holborn except for

the Sainsburys store and a small card shop opposite the proposed corner unit, so the retail presence is already sporadic. All other uses are banks, restaurants and café/sandwich bar chains. The vacancy of the 2 units on this site is further evidence that retail uses have not been successful at this end of the centre.

2.4 Furthermore, the proposed reconfigured use would continue to contribute to the character and vitality of the centre. Both the existing hotel lobby with bar and free wifi and the new enlarged lounge area with café would be open to the public via a number of entrance doors. This would continue to generate interest and activity in itself, thus sustaining some degree of vitality to the area. It would provide a part retail function with takeaway drinks; in fact, the new café/lobby would be little different in use or character from other well-known chain cafés such as Starbucks and Costa, which have a high proportion of seating. This will attract further footfall to this peripheral part of the Holborn Central London Frontage. It is thus considered that the total loss of A1 and creation of new quasi-A3 use ancillary to the main hotel use would not have any harmful impact on the overall character, viability and vitality of the centre, it would serve the needs of workers and visitors, and would not harm residents.

2.5 There are no external alterations proposed. The change in disposition and character of the active frontage within this centre will not harm the character or appearance of the conservation area.

3. Amenity

3.1 The change in use and location of the retail units will not materially change the type and intensity of activities and pedestrian flows along the street frontages. There will be no additional plant or cooking equipment which could give rise to noise and fumes. The side door in Newton St originally served the Hoxton Grind coffee shop and would be retained as part of the development. Some residents are concerned about the potential for this door to be used late at night and that its use may disturb the amenity of neighbouring residents. It has been noted by the applicants that these concerns were raised as part of a recent application to alter the premises licence.

3.2 This door will be retained as a side entrance only, as the main entrances to this new café/lounge will be the existing ones on High Holborn, either direct from the street or via the hotel lobby. As the cafe will form part of the hotel lobby, it will have the same opening hours as the hotel. The applicant has agreed that use of the side door will be controlled by condition, so that it will be closed and not used by customers after 20:00 each evening, except in case of an emergency. This would prevent late night access and egress by customers. However its daytime use would be essentially the same as existing, as the cafe replaces the existing coffeebar. It is very unlikely that hotel visitors would use the side door as a general access to and from the hotel instead of the more conveniently placed and wider entrance doors on High Holborn.

3.3 It is thus considered that there will be no harmful impact on neighbouring amenity in terms of noise, pedestrian movement, servicing or anti-social activity.

4. Recommendation

Grant planning permission subject to conditions on use of side door and no primary cooking.

The decision to refer an application to Planning Committee lies with the Director of Regeneration and Planning. Following the Members Briefing panel on Monday 15th July 2019, nominated members will advise whether they consider this application should be reported to the Planning Committee. For further information, please go to www.camden.gov.uk and search for 'Members Briefing'.

Application ref: 2019/1357/P
Contact: Charles Thuairé
Tel: 020 7974 5867
Date: 8 July 2019

Development Management
Regeneration and Planning
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London
WC1H 9JE

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Indigo Planning
Aldermary House
10-15 Queen Street
London
EC4N 1TX

DRAFT

Dear Sir/Madam

DECISION

Town and Country Planning Act 1990 (as amended)

Full Planning Permission Granted

Address:

199-203 High Holborn
London
WC1V 7BD

Proposal:

Reconfiguration and amalgamation of existing 2 ground floor retail units (Class A1) and hotel entrance lobby (Class C1) to form a café ancillary to the hotel (Class C1).

Drawing Nos: Planning Statement by Indigo dated March 2019; 262.EX.01, 02, 03, 04;
262.PL.01, 02, 03

The Council has considered your application and decided to grant permission subject to the following condition(s):

Condition(s) and Reason(s):

- 1 The development hereby permitted must be begun not later than the end of three years from the date of this permission.

Reason: In order to comply with the provisions of Section 91 of the Town and Country Planning Act 1990 (as amended).

- 2 The development hereby permitted shall be carried out in accordance with the following approved plans- Planning Statement by Indigo dated March 2019; 262.EX.01, 02, 03, 04; 262.PL.01, 02, 03

Reason: For the avoidance of doubt and in the interest of proper planning.

- 3 The side door on Newton Street to the unit hereby approved shall be closed to customers or hotel guests after 20.00 hrs daily except in case of an emergency.

Reason: To safeguard the amenities of the adjoining premises and the area generally in accordance with the requirements of policies G1, A1, A4 and TC2 of the London Borough of Camden Local Plan 2017.

- 4 The combined hotel café/lobby area hereby permitted shall not have any primary cooking facilities.

Reason: To ensure that the future occupation of the building does not adversely affect the adjoining premises/immediate area by reason of noise, fumes, congestion etc, in accordance with policies G1, A1, A4 and TC2 of the London Borough of Camden Local Plan 2017.

DRAFT

Informative(s):

- 1 Your proposals may be subject to control under the Building Regulations and/or the London Buildings Acts that cover aspects including fire and emergency escape, access and facilities for people with disabilities and sound insulation between dwellings. You are advised to consult the Council's Building Control Service, Camden Town Hall, Judd St, Kings Cross, London NW1 2QS (tel: 020-7974 6941).
- 2 Noise from demolition and construction works is subject to control under the Control of Pollution Act 1974. You must carry out any building works that can be heard at the boundary of the site only between 08.00 and 18.00 hours Monday to Friday and 08.00 to 13.00 on Saturday and not at all on Sundays and Public Holidays. You are advised to consult the Council's Noise and Licensing Enforcement Team, Camden Town Hall, Judd St, Kings Cross, London NW1 2QS (Tel. No. 020 7974 4444 or search for 'environmental health' on the Camden website or seek prior approval under Section 61 of the Act if you anticipate any difficulty in carrying out construction other than within the hours stated above.

In dealing with the application, the Council has sought to work with the applicant in a positive and proactive way in accordance with paragraph 38 of the National Planning Policy Framework 2019.

You can find advice about your rights of appeal at:

<http://www.planningportal.gov.uk/planning/appeals/guidance/guidancecontent>

Yours faithfully

Director of Regeneration and Planning