Energy & Sustainability Technical Note

St James House, 10 Rosebery Avenue, London

Prepared for DTZ Investors Limited 30th March 2021









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1 INTRODUCTION

- 1.1 Envision has been appointed by DTZ Investors Ltd (The Applicant) to prepare an Energy & Sustainability Technical Note to support a planning application seeking consent for the retention of the existing dual use of site for office (Class E(g)) and educational (Class F1(a)) uses at St James House, 10 Rosebery Avenue, Camden, EC1R 4TF.
- 1.2 The building was previously granted consent for a dual educational and office use for a period of up to 10 years under planning permissions 2011/1587/P¹ and 2012/2472/P². The 2011 consent included a condition which related to sustainability measures (condition 2). This was subsequently discharged on 11th August 2011 (ref 2011/4033/P).
- 1.3 This new application is made to extend the life of existing consents in relation to a dual use of the building for a further 10-year period. No physical changes are proposed to the building and the sustainability measures previously established by the application continue to be in place. The primary purpose of this note is to demonstrate how the extended dual use of the site, which proposes no physical works to the building, will continue to be in accordance with the policy objectives for sustainability.

Location and Existing Situation

1.4 The application site comprises a five to six storey building at 10 Rosebery Avenue in the London Borough of Camden. The site is location within the Hatton Garden Conservation Area and is located on a strategic viewing corridor from Parliament Hill to St Paul's Cathedral and the Central London Area. The property is not listed. The location of the site is given in Figure 1.1.



Figure 1.1 Site Location

¹ Retrospective application for change of use from office use (Class B1a) on the 2nd and 3rd floors to an alternative use, of non-residential institution/provision of educational use (Class D1) or office use (Class B1a) and the provision of 8 cycle stands.

² Change of use at lower ground, mezzanine, upper ground and first floor levels from an educational facility (Class D1) to dual office (Class B1a) and educational (Class D1) uses.



- 1.5 Following a successful appeal in August 1989 the property was substantially rebuilt in the early 1990's for B1 office use. The original façade was retained and the size of the property behind was increased to maximise available office/employment floorspace. The property has been occupied by various occupiers that offer training and education, including by QA Learning services that operates a business, education, and training facility at the property.
- 1.6 The operation of QA Learning Services within the building was not in accordance with the original consent, therefore in 2011 a certificate of lawfulness was granted for continued use of the lower ground, mezzanine, upper ground and first floors for education and training purposes (Class D1) through planning approval (2011/1304/P). A retrospective application was also made for change of use from office use (Class B1a) on the 2nd and 3rd floors to an alternative use, of non-residential institution/provision of educational use (Class D1) or office use (Class B1a) and the provision of 8 cycle stands (2011/1587/P). The dual use application allowed the D1 use to continue operating, however an alternative use would allow for the second and third floors to be occupied in B1a use within 10 years of the date of any permission granted. A similar application was later granted for the remainder of the building in 2012 (2012/2472/P), meaning that the whole building could lawfully switch between uses.
- 1.7 The property is still in operation as a F1a use throughout, however the owner wishes to maintain the flexibility of the dual use in order to make the property more marketable and to ensure the occupancy of a Class E (g) tenant in the future, should this be necessary. The proposed dual use is not considered controversial, and the principle is considered to already be supported by LPA officers by virtue of the previous planning permissions.
- 1.8 The retention of existing dual use of site for office (Class E(g)) and educational (Class F1(a)) would be accommodated with no physical works to the building, and thus there is no impact on the existing operational performance of the building should the operation switch back to an office use.

Previous details submitted for sustainability

- 1.9 The London Borough of Camden has maintained policies for energy and sustainability before the currently adopted development plan was put in place in 2017. At the time of the original consents granting dual use, the LDF Core Strategy and Development Policies and associated Camden Planning Guidance (CPG) required all developments for change of use over 500 sqm to reach BREEAM Very Good standard. The CPG also specified that development involving change of use over 500sqm of floor space would be expected to achieve 60% of the un-weighted credits in the Energy category in their BREEAM assessment.
- 1.10 Officers at the time recognised that the change of uses between education and offices are similar in their requirements, and therefore no alterations to the building would be necessary and required as part of the application. On this basis, it was recognised that it would be hard for the scheme to achieve A Very Good rating against the BREEAM standards, with no standards secured for energy performance.
- 1.11 A BREEAM pre assessment was prepared by Metropolis Green which demonstrated that the building was capable of attaining a BREEAM 'pass' rating against the relevant standards of the time. Whilst the BREEAM assessment fell short of the policy expectations of the Core Strategy,



on balance, and considering that no alterations were necessary to facilitate the dual uses, officers concluded that the sustainable measures that were put forward and embedded in the building were considered acceptable. Accordingly, rather than securing measures via a S106, Planning officers attached a sustainability condition to the consent (Condition 2 of planning approval 2011/1587/P), which required the applicant to have fully implemented all the measures as stated in the BREEAM Education 2008 Pre-Assessment Estimator within 3 months from the date of the permission and such measures should be permanently retained and maintained thereafter. This was subsequently discharged under planning reference 2011/4033/P.

1.12 It is material to note that whilst sustainability policies have been updated through the adoption of the Local Plan, the principles behind the policy objectives and the constraints for alignment against these standards remain the same for this application. The following section includes a review of the local policy targets and describes the alignment between the 2011 applications and this current application.

2 SUSTAINABILITY AND ENERGY POLICY CONTEXT

National Policy

- 2.1 The revised National Planning Policy Framework (NPPF) was published on 19th February 2019. It sets out the framework for all planning policy in England and how these are expected to be applied. The NPPF sets out a presumption in favour of sustainable development, and the need to support economic growth through the planning system.
- 2.2 Achieving sustainable development means that the planning system has three overarching objectives, which are interdependent and need to be pursued in mutually supportive ways (so that opportunities can be taken to secure net gains across each of the different objectives:
 - an economic objective to help build a strong, responsive, and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure;
 - a social objective to support strong, vibrant, and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering a well-designed and safe built environment, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being; and
 - an environmental objective to contribute to protecting and enhancing our natural, built, and historic environment; including making effective use of land, helping to improve biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy.
- 2.3 Planning plays a key role in helping shape places to radical reductions in greenhouse gas emissions, minimising vulnerability and providing resilience to the impacts of climate change, and supporting the delivery of renewable and low carbon energy and associated infrastructure. This is central to the economic, social, and environmental dimensions of sustainable development. The NPPF does not include detailed measures on sustainable design codes and standards to apply, although expects that when setting any local requirement for a building's sustainability, local planning authorities should do so in a way consistent with the national technical standards.

London Plan Policy

- 2.4 The Publication London Plan (2021) contains various policies related to standards for energy and sustainability, including:
 - Policy G1 Green Infrastructure;
 - Policy G5 Urban Greening;
 - Policy G 6 Biodiversity and Access to Nature;
 - Policy SI 1 Improving Air Quality;
 - Policy SI 2 Minimising greenhouse gas emissions;



- Policy SI 3 Energy Infrastructure;
- Policy SI 4 Managing heat risk;
- Policy SI 7 Reducing Waste and supporting the circular economy;
- Policy SI 12 Flood Risk Management;
- Policy SI 13 Sustainable Drainage; and
- Policy T 5 Cycling.
- 2.5 These policies direct new development towards sustainable design and construction, however also set out to ensure that refurbishment projects align with objectives, where appropriate. Whilst this is the case, the scheme proposals are facilitated with no material changes to the building and are therefore the application of policies is generally limited for a scheme of this nature.

London Borough of Camden Policies

2.6 The most relevant policies which need to be considered when assessing the scheme's compliance to sustainability policy are those provided within local development documents. The London Borough of Camden's Development Plan consists of the Camden Local Plan (2017) as well as various Camden Planning Guidance (CPG) documents, including Energy Efficiency and Adaptation (January 2021).

Camden Local Plan (2017)

- 2.7 Specific policies that are potentially relevant to the energy and sustainability for the application, include Policies CC1 Climate Change Mitigation and Policy CC2 Adapting to Climate Change.
- 2.8 Regarding CC1, the Council will require all development to minimise the effects of climate change and encourage all developments to meet the highest feasible environmental standards that are financially viable during construction and occupation.
- 2.9 The Council will:
 - "a. promote zero carbon development and require all development to reduce carbon dioxide emissions through following the steps in the energy hierarchy;
 - b. require all major development to demonstrate how London Plan targets for carbon dioxide emissions have been met;
 - c. ensure that the location of development and mix of land uses minimise the need to travel by car and help to support decentralised energy networks;
 - d. support and encourage sensitive energy efficiency improvements to existing buildings;
 - e. require all proposals that involve substantial demolition to demonstrate that it is not possible to retain and improve the existing building; and
 - f. expect all developments to optimise resource efficiency".
- 2.10 For decentralised energy networks, the council will promote decentralised energy by:



- "i. requiring all major developments to assess the feasibility of connecting to an existing decentralised energy network, or where this is not possible establishing a new network. To ensure that the Council can monitor the effectiveness of renewable and low carbon technologies, major developments will be required to install appropriate monitoring equipment".
- 2.11 Supporting text to Policy CC1 recognises that <u>new</u> developments in Camden will be expected to be designed to minimise energy use and CO₂ emissions in operation through the application of the energy hierarchy, however, clarifies that all developments involving more than 500 sqm of (gross internal) any floorspace will be required to submit an energy statement demonstrating how the energy hierarchy has been applied to make the fullest contribution to CO₂ reduction.
- 2.12 Whilst the planning application qualifies as a major application for the purposes of determination due to the development floor area, there is no new development proposed. Indeed, the application is to extend the life of the previously agreed dual use of the site, which does not require any alterations to the building, either internally or externally, to facilitate the changes. On this basis the scheme presents no opportunity for energy standards to be met. This conclusion is supported by the previous officers' conclusions, where no details were submitted in relation to energy performance when discharging condition 2 of planning application 2011/1587/P.
- 2.13 Policy CC2 relates to climate adaptation and establishes the requirements for BREEAM standards. The Council will require development to be resilient to climate change.

"All development should adopt appropriate climate change adaptation measures such as:

- a. the protection of existing green spaces and promoting new appropriate green infrastructure;
- b. not increasing, and wherever possible reducing, surface water runoff through increasing permeable surfaces and use of Sustainable Drainage Systems;
- c. incorporating bio-diverse roofs, combination green and blue roofs, and green walls where appropriate; and
- d. measures to reduce the impact of urban and dwelling overheating, including application of the cooling hierarchy.

Any development involving 5 or more residential units or 500 sqm or more of any additional floorspace is required to demonstrate the above in a Sustainability Statement. The Council will promote and measure sustainable design and construction by:

- e. ensuring development schemes demonstrate how adaptation measures and sustainable development principles have been incorporated into the design and proposed implementation;
- f. encourage new build residential development to use the Home Quality Mark and Passivhaus design standards;
- g. encouraging conversions and extensions of 500 sqm of residential floorspace or above or five or more dwellings to achieve "excellent" in BREEAM domestic refurbishment; and



- h. expecting non-domestic developments of 500 sqm of floorspace or above to achieve "excellent" in BREEAM assessments and encouraging zero carbon in new development from 2019.
- 2.14 Supporting text to the policy clarifies that the Council will expect the application of a BREEAM assessment to non-residential developments (including conversions, extensions, and changes of use) of 500 sqm or more. The council will expect these to achieve a BREEAM rating of 'Excellent' and will encourage zero carbon from 2019.
- 2.15 Whilst the policy thresholds for BREEAM have increased to Excellent under the 2017 Local Plan, the constraints for attaining a BREEAM rating remain the same. Furthermore, since the original consent was granted, the BREEAM assessment regime applicable for existing buildings has changed, with clarifications on the scoping criteria. As can be seen in the following section, the development proposals do not align with the qualifying criteria of BREEAM refurbishment and fit out, thus the application for BREEAM for such schemes is considered more problematic than under the previous 2008 BREEAM standards, which did not apply such clear thresholds.
- 2.16 Furthermore, a number of the other policy requirements establishes by CC2, relating to climate adaptation are not related to the scheme proposals. For example, green spaces will not be affected by the ongoing dual use, and no increased in surface water runoff will occur.

Camden Planning Guidance - Energy Efficiency and Adaptation (January 2021)

2.17 This guidance provides information on key energy and resource issues within the borough and supports Local Plan Policies CC1 Climate change mitigation and CC2 Adapting to climate change. This clarifies that BREEAM Excellent should be required for all non-residential development of 500sqm or more floorspace and that the Council expects proportionate measures to be taken to improve the energy performance and sustainability of existing buildings. All buildings being refurbished are expected to reduce their carbon emissions by making improvements to the existing building. This includes work involving a change of use or an extension to an existing property.

Part L of Building Regulations

2.18 Part L of the Building Regulations (England and Wales) contains requirements relating to the conservation of fuel and power in buildings. As detailed in Section 1 of this statement, there are no new build aspects proposed as part of the application. Given that the scheme was required to maintain features within the building which could facilitate office uses, there are also no material changes to the internal works required to facilitate the dual use. Therefore, the development would therefore not trigger any aspects of Part L of Building Regulations.



3 SUSTAINABILITY & ENERGY REVIEW

Measures previously presented in support of the scheme

3.1 The following measures have been summarised from the material submitted to discharge Condition 2 of planning approval 2011/1587/P. These present general good practices which align with principles of BREEAM.

Table 3.1 – Previously Adopted Sustainability Measures

Measure	Observations from the earlier BREEAM investigations
Daylighting	The building and its windows are existing and there is no scope or opportunity to change the amount or configuration of the windows. The site inspection undertaken by Metropolis Green and preliminary manual calculations undertaken at the time, demonstrated that enough windows are provided to produce high levels of daylight within the classrooms/meeting rooms.
Glare Control	An occupant-controlled shading system, in the form of blinds, has been provided on all windows in the classrooms.
Lighting	The lamps within the existing building are fluorescent and have been fitted with high frequency ballasts.
Natural Ventilation	Calculations undertaken by Metropolis Green show that all the openable window areas of the existing classrooms/meeting rooms exceed 5% of the internal floor areas. The windows are manually openable and can be made accessible to users to provide adequate user-control over air flow rates to avoid draughts.
Thermal Zoning	Heating/cooling system of the existing building can be controlled by occupants using one or more thermostats located within the classroom/meeting rooms.
Water Quality	Evidence was submitted to the council to discharge condition 2 which demonstrates that a legionella study was conducted of the building's water system and a programme of testing was put in place to monitor quality.
Drinking Water	The building is equipped with chilled, mains-fed point of use water coolers in locations across the floors.
Transport	Good levels of public transport accessibility with a PTAL rating of 6B and within a short distance to amenities.
Cycling	There is existing cycle parking provision for 18 cycles, with 8 cycle spaces added under planning permission 2011/1587/P. The applicant is willing to accept a cycle parking condition to meet with relevant office standards if a change of use occurs.
Water	The building benefits from a single water meter to the site. All other aspects of water conservation were not applicable to the change of use application as determined in the 2011 application.
Material reuse	No internal or external works are being undertaken to the building itself. Under BREEAM 2008, external walls, windows, roof, upper floor slabs, internal walls or floor finishes/coverings being re-used in situ would be allocated an 'A+' Green Guide rating. Similar credits were identified for reuse of the façade, the structure, and the external hard landscaping. Under BREEAM 2014 this would also be recognised, although as described in the next section, buildings which retain these elements would generally not include materials within the assessment.
Waste and	The building operates a waste recycling scheme. The recyclable waste is collected
Ecology	and stored in a storage area within the building, on the lower ground floor. No internal or external works are being undertaken to the building itself and there is no construction zone, i.e., land on the site which is being developed (and therefore disturbed) for buildings. The change of use application applied to an existing building with no ecology being displaced. 100% of the footprint of the assessed building is located on an area of land which has previously been developed for use



commercial purposes.

Practicality of a new BREEAM assessment

- Policy CC2 requires non domestic development over 500 m² to achieve a BREEAM Excellent rating.
 This includes for development's subject to a change of use.
- 3.3 As identified in the last section, a similar policy, albeit for BREEAM Very Good was in place at the time the original planning consent was obtained. At that point Metropolis Green provided a BREEAM pre assessment against the BREEAM Education standards (2008) to demonstrate the alignment. It was concluded that the development would reach a BREEAM pass rating, and details were subsequently submitted to the council and approved in relation to these standards which was accepted by the council.
- 3.4 This application seeks to extend the life of the existing dual use. The application does not seek permission for changes to the internal layout, nor any significant physical alterations.
- 3.5 This is a fundamental point, which will lead to significant challenges in the application of BREEAM.
- 3.6 BREEAM 2008 has now expired and been withdrawn by the BRE. The BREEAM standards that are theoretically applicable to this type of proposal is the BREEAM UK Non-domestic Refurbishment and Fit Out (RFO) assessment standard (2014), which consider existing buildings. The BREEAM RFO 2014 scheme provides a modular set of criteria that are applied depending upon the scope of works for a particular project. The assessment is split into four different parts to allow the assessment of a building undergoing refurbishment. The definition of 'refurbishment' encompasses a wide range of works to improve the performance, function, and overall condition of an existing building.
- 3.7 The following assessment scoping table (Table 3.1) provides details of when it is appropriate to conduct an assessment against each part, depending on the nature of the refurbishment or fitout works that are being carried out. A screening exercise has been undertaken against each.

Section	Comment	Applicable
Part 1 – Fabric & Structure	This part applies where major alterations to the building façade, roof or windows are being undertaken and where the area to be renovated is greater than 50% of the surface of the individual element or 25% of the total building envelope. The planning application does not propose any external alterations to the building.	No

Table 3.2 – BREEAM Non-Domestic Refurbishment Assessment Scope



Section	Comment	Applicable
Part 2 – Core Services	 A Part 2 assessment may be appropriate where at least two types of core services being installed or upgraded to a level that requires compliance with the Building Regulations Compliance Guide. This includes Central air handling unit Heating boiler More than 50% of heat distribution Chiller plant More than 50% of chiller distribution Water services (sanitary fittings in core) Building management system Community heating system (e.g. CCHP) Low and zero carbon technologies. No alterations are required to facilitate the ongoing use of the building or to facilitate the dual use. This section is not applicable. 	No
Part 3 – Local Services	 Part 3 applies where two of the listed fixed building services are to be installed or upgraded. This includes: Replacement of more than 50% of light fittings, system, and controls Upgrade of zone controls Local ventilation Local heating units (including sources not connected to core services) Local cooling units (including sources not connected to core services) Point of use water heaters. No alterations are required to facilitate the ongoing use of the building or to facilitate the dual use. This section is not applicable.	No
Part 4 – Interiors Design	Part 4 applies where the refurbishment or fit-out works involve changes to the layout and/or redecoration of the refurbishment or fit-out area. The scheme is designed so that the features were originally retained to easily accommodate a move between use classes. No alterations are required to facilitate the ongoing use of the building or to facilitate the dual use. This section is not applicable.	No

3.8 As can be seen from the screening exercise, none of the 4 parts of BREEAM are technically applicable to a scheme of this nature which simply proposes an extension in time for the dual use of the building, with no physical changes to the building.

Application of Energy Policy

3.9 As detailed in Section 1, no alterations are proposed to the building. The proposal to re-use an existing building and operate flexible use classes is a fundamentally important principle of the application, which will save cradle to grave emissions that would otherwise be associated with the refurbishment of the building. The operations can be brought forward with no amendments to the building envelope, structure of substructure of the building, where significant embodied emissions would otherwise occur. Furthermore, the proposal to retain existing features to



accommodate office uses, enable the building to accommodate a dual use with no significant alterations to the internal space. The building's existing energy systems would also be appropriate between uses.

3.10 The officers previously accepted that no standards for energy would be applicable to the scheme, and this same principle applies with this new application.

Other considerations - Circular Economy

3.11 Policy SI 7 of the London Plan (2021) relates to reducing waste and supporting the circular economy. A central principle of a circular economy is to keep materials in use as long for as long possible. The proposal to reuse an existing building to accommodate the operation of the site in dual use, with no modifications is at the heart of this. The dual operation can be brought forward with no fundamental alterations to the building, enabling the building to remain flexible and viable in the future.

4 CONCLUSION

- 4.1 Envision has been appointed by DTZ Investors Ltd (The Applicant) to prepare an Energy & Sustainability Technical Note to support a planning application seeking consent for the retention of the existing dual use of site for office (Class E(g)) and educational (Class F1(a)) uses at St James House, 10 Rosebery Avenue, Camden, EC1R 4TF.
- 4.2 This new application is made to extend the life of existing consents in relation to a dual use of the building for a further 10-year period. No physical changes are proposed to the building and the sustainability measures previously established by the application continue to be in place. The dual use will create flexibility for the freeholder to market the property for separate uses in the future, helping to protect the vitality of the area and reduce the prospects of an underutilised building.
- 4.3 The report identifies the sustainability measures originally embedded in the scheme and identified through previous studies should be considered to still align with the policy objectives for sustainability. Furthermore, the constraints previously identified for complying with policy remain in place and therefore it should be considered reasonable to not place any further conditions around sustainability.