

Committee:	Date:
Planning and Transportation	26 July 2016
Subject: 191 Fleet Street London EC4A 2NJ Retention of shopfront.	Public
Ward: Farringdon Without	For Decision
Registered No: 15/01319/FULL	Registered on: 29 January 2016
Conservation Area: Fleet Street	Listed Building: No

Summary

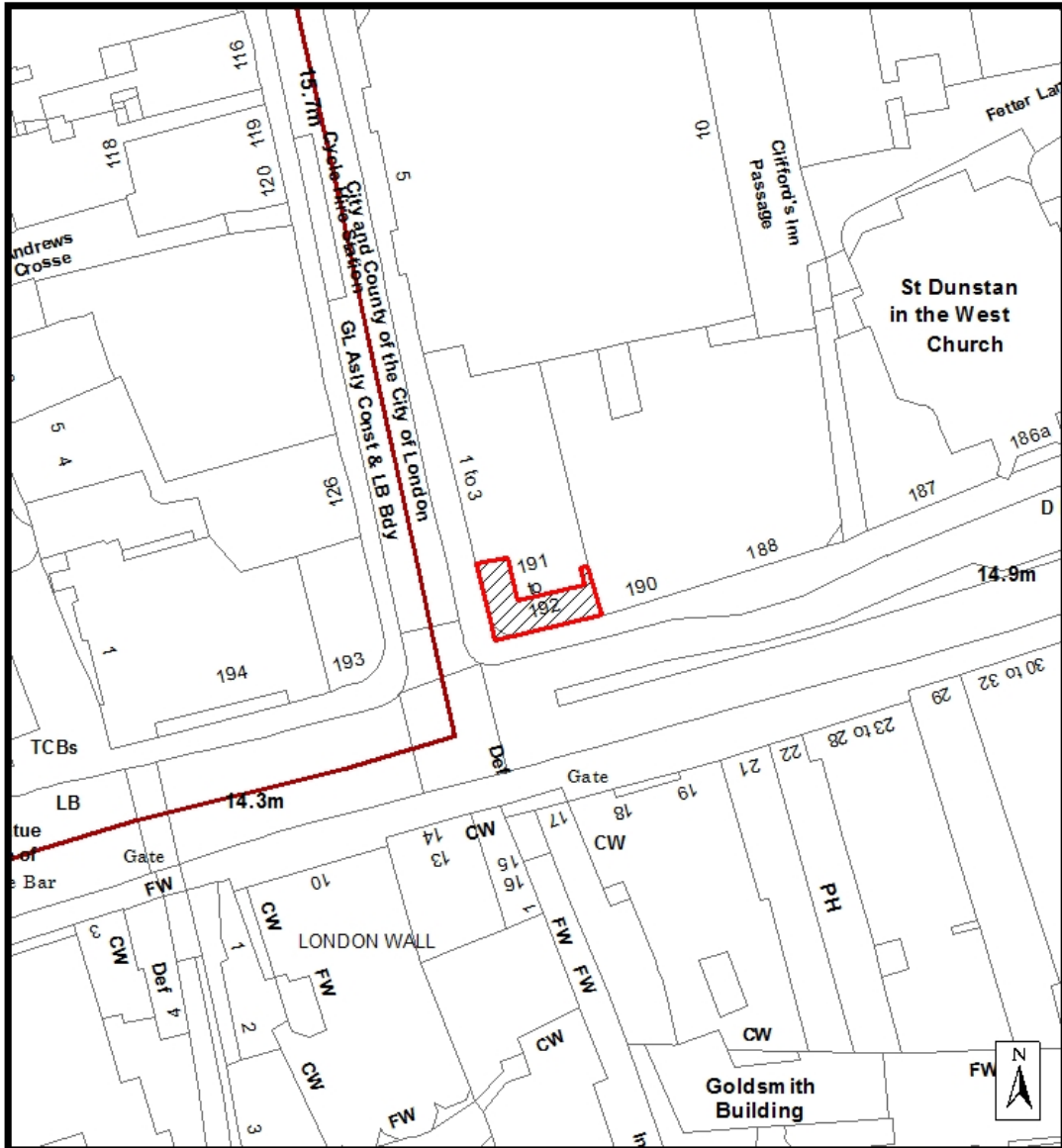
Planning permission is sought to retain the existing shopfront, which was installed without planning permission. The original granite cladding has been replaced with glass, back painted white (RAL 9016); a grey tiled stallriser has been added; and the windows have been increased in size.

Due to the use of unsympathetic glass cladding and the loss of original building fabric the retention of the installed shopfront would detract from the character and appearance of the Fleet Street Conservation Area and the setting of nearby listed buildings contrary to London Plan Policy 7.8, Local Plan Policies CS 10, CS 12, DM 10.1, DM 12.1, DM 12.2 and DM 12.3 and policies contained in the National Planning Policy Framework.

Recommendation

That the application be refused for the reasons set out in the attached schedule and that I be authorised to commence enforcement action in order to remove the ground floor cladding and reinstate the granite.





City of London Site Location Plan



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ADDRESS:
191-192 Fleet Street

CASE No.
15/01319/FULL

-  SITE LOCATION
-  LISTED BUILDINGS
-  CONSERVATION AREA BOUNDARY
-  CITY OF LONDON BOUNDARY



DEPARTMENT OF THE BUILT ENVIRONMENT

Main Report

Site

1. The site is on Fleet Street, an important processional route running between The Strand and Ludgate Circus. It is a commercial and institutional centre in predominantly office use with a mixture of retail, restaurant and leisure uses at street level. Buildings generally range from between four and six storeys in height.
2. The building is a prominent six-storey corner plot at the junction between Fleet Street and Chancery Lane. It is a commercial block built in the 1960s and refaced in the 1980s with part retail at ground floor and offices above.
3. The building is in the Fleet Street Conservation Area. On the opposite side of Chancery Lane is The Strand Conservation Area (City of Westminster).
4. It is nearby numerous building of special architectural or historic interest. On the opposite side of Chancery Lane, 123-126 Chancery Lane and 193 Fleet Street (all grade II listed). On the opposite side of Fleet Street is the Inner Temple Gatehouse (grade II* listed), 18-19 Fleet Street (grade II listed) and 15-16 Fleet Street (grade II listed), amongst others.

Relevant Planning History

5. Planning permission was granted in 2015 for the installation of new shopfronts to the Fleet Street and Chancery Lane elevations and relocation of entrance to Fleet Street (14/01135/FULL). This scheme was a negotiated scheme, where the applicant was given clear advice as to what would and would not be acceptable and that the granite cladding should be retained.
6. An application for planning permission for the installation of shopfronts to the Fleet Street and Chancery Lane elevations was withdrawn (15/00143/FULL). The application would have been recommended for refusal.

Proposals

7. Planning permission is sought to retain the existing shopfront, which was installed without the benefit of planning permission following the earlier decision. The original granite cladding has been replaced with glass, back painted white (RAL 9016); a grey tiled stallriser has been added; and the windows have been increased in size.

Consultations

8. The application has been publicised on site and in the press.
9. The views of other City of London departments have been taken into account in consideration of this scheme.

Policy Context

10. The Development Plan consists of the London Plan and the City of London Local Plan. The London Plan and Local Plan policies that are most relevant to the consideration of this case are set out in Appendix A to this report.
11. Government Guidance is contained in the National Planning Policy Framework (NPPF).

Considerations

12. The Corporation, in determining the planning application has the following main statutory duties to perform:-
 - to have regard to the provisions of the Development Plan, so far as material to the application and to any other material considerations. (Section 70 Town & Country Planning Act 1990);
 - to determine the application in accordance with the development plan unless other material considerations indicate otherwise. (Section 38(6) of the Planning and Compulsory Purchase Act 2004).
 - In considering whether to grant planning permission for development which affects a conservation area, to apply considerable weight and importance to the need to pay special attention to the desirability of preserving or enhancing the character or appearance of the conservation area. (S71 (1) Planning (Listed Buildings and Conservation Areas) Act 1990). In this case the duty is to the desirability of preserving the character or appearance of that area.
 - In considering whether to grant planning permission for development which affects a listed building or its setting, to apply considerable weight and importance to the need to have special regard for the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses. (S66 (1) Planning (Listed Buildings and Conservation Areas) Act 1990). In this case the duty is to the desirability of preserving the setting of listed buildings;
13. The principal issues in considering this application are:
 - Design and Conservation: The impact on the building; the impact on the character and appearance and heritage significance of the Fleet Street Conservation Area; and the setting of nearby listed buildings.

Design and Conservation

14. The site occupies a prominent corner on Fleet Street and Chancery Lane, two of the City's most historic streets.
15. Planning permission was granted on 12 January 2015 for the installation of a new shopfront to accommodate the 'Itsu' brand (ref: 14/01135/FULL). The applicant had initially proposed to over-clad the existing granite columns in 'white glass' and the stallriser in grey tile. However, the scheme was amended on the advice of officers that it would be inappropriate in the context of the Conservation Area. The

planning permission allowed for more shopfront glazing and a long fascia to both Chancery Lane and Fleet Street, but preserved some of the granite columns, the stallriser and granite cladding above the approved fascia.

16. The applicant is seeking retrospective permission for the shopfront which was subsequently installed contrary to the advice of the City. The fundamental differences between the permitted shopfront and that installed are:
 - The polished salmon pink Brazilian granite columns, stallriser and area above the fascia have been replaced by white back painted glass and additional glazing; and
 - The glazing profile has changed.
17. Officers are of the opinion that the loss of the salmon granite shopfront elements has undermined the architectural unity and cohesion of the building, removes architectural detail and detracts from the character and appearance of the Conservation Area and the setting of nearby listed buildings.
18. The Fleet Street Conservation Area Character Summary and Management Strategy Supplementary Planning Document (SPD) was adopted on 23 February 2016 and replaced the Fleet Street Conservation Area Character Summary published in 1996. It identifies the special interest of the Conservation Area as deriving in part from its ceremonial grandeur and the exceptional richness of architectural styles and ages. The subject building is acknowledged to contribute to the Conservation Area in being well detailed and of an appropriate scale.
19. The building is a commercial block clad in salmon granite with aluminium dressings. Its scale is broken up by borrowing traditional architectural features: canted bay windows, implied string courses and a 'base' of columns with channelled rustication, referencing the classical tradition and vocabulary defining much of Fleet Street. The granite finishes match the quality of traditional materials seen in Fleet Street, and are used with a strong conviction with complementary contrasting flamed and polished finishes.
20. Fleet Street has an array of historic shopfronts designed to complement the style, materials and form of the buildings and are an integral part of an overall architectural composition. The white glass fails to respect the materials, detail and architectural composition of the building. The dark tile over the stallriser, whilst a better quality finish, detracts from the wider use of granite.
21. Another Itsu store, 130 Fleet Street, has a shopfront in the tradition of Fleet Street. Here the Itsu brand is reserved for fascias and a projecting sign. The fascias sit between existing Portland stone columns and behind their reveals so as to remain subservient to that building. This followed advice from officers and an objection from the City of London Conservation Area Advisory Committee that over-cladding the columns was inappropriate.

22. Similarly, the Itsu store at 18 King William Street was significantly amended on the advice of officers so that the fascia would sit in between the columns which formed a significant feature of that building (13/01173/ADVT).
23. The monochrome, glossy and stark hue of the white back painted glass and sheet plastic returns applied to the columns contrasts abruptly with the texture and richness of the flamed and polished granite which defines the building. This removed the rustication detail on the columns which makes reference to some of the exceptionally high quality Neo-Classical and Italianate buildings in the immediate vicinity, including 125-126 Chancery Lane and 193 Fleet Street (opposite, west, all grade II listed) and 18-19, 13-14 and 10 Fleet Street (opposite, south, all grade II listed). Whilst less inappropriate, the replacement of the granite stallriser further undermines the unity of the building.
24. Overall, it is considered that the current shopfront is crude, out of character and detracts from the character and appearance of the Fleet Street Conservation Area and the setting of nearby listed buildings. If the application is refused enforcement action will be taken under delegated powers.

Conclusions

25. Due to the use of unsympathetic glass cladding and the loss of original building fabric the retention of the installed shopfront would detract from the appearance of the building and thereby the character and appearance of the Fleet Street Conservation Area and the setting of nearby listed buildings contrary to London Plan Policy 7.8, Local Plan Policies CS 10, CS 12, DM 10.1, DM 12.1, DM 12.2 and DM 12.3 and policies contained in the National Planning Policy Framework.

Background Papers

Internal

Nil.

External

Cover letter, 10th December 2015, Oliver Coleman, Rolfe Judd Planning Ltd

Appendix A

London Plan Policies

The London Plan policies which are most relevant to this application are set out below:

Policy 7.8 Development should identify, value, conserve, restore, re-use and incorporate heritage assets, conserve the significance of heritage assets and their settings and make provision for the protection of archaeological resources, landscapes and significant memorials.

Relevant Local Plan Policies

CS10 Promote high quality environment

To promote a high standard and sustainable design of buildings, streets and spaces, having regard to their surroundings and the character of the City and creating an inclusive and attractive environment.

CS12 Conserve or enhance heritage assets

To conserve or enhance the significance of the City's heritage assets and their settings, and provide an attractive environment for the City's communities and visitors.

DM10.1 New development

To require all developments, including alterations and extensions to existing buildings, to be of a high standard of design and to avoid harm to the townscape and public realm, by ensuring that:

- a) the bulk and massing of schemes are appropriate in relation to their surroundings and have due regard to the general scale, height, building lines, character, historic interest and significance, urban grain and materials of the locality and relate well to the character of streets, squares, lanes, alleys and passageways;
- b) all development is of a high standard of design and architectural detail with elevations that have an appropriate depth and quality of modelling;
- c) appropriate, high quality and durable materials are used;
- d) the design and materials avoid unacceptable wind impacts at street level or intrusive solar glare impacts on the surrounding townscape and public realm;
- e) development has attractive and visually interesting street level elevations, providing active frontages wherever possible to maintain or enhance the vitality of the City's streets;
- f) the design of the roof is visually integrated into the overall design of the building when seen from both street level views and higher level viewpoints;

- g) plant and building services equipment are fully screened from view and integrated in to the design of the building. Installations that would adversely affect the character, appearance or amenities of the buildings or area will be resisted;
- h) servicing entrances are designed to minimise their effects on the appearance of the building and street scene and are fully integrated into the building's design;
- i) there is provision of appropriate hard and soft landscaping, including appropriate boundary treatments;
- j) the external illumination of buildings is carefully designed to ensure visual sensitivity, minimal energy use and light pollution, and the discreet integration of light fittings into the building design;
- k) there is provision of amenity space, where appropriate;
- l) there is the highest standard of accessible and inclusive design.

DM12.1 Change affecting heritage assets

1. To sustain and enhance heritage assets, their settings and significance.
2. Development proposals, including proposals for telecommunications infrastructure, that have an effect upon heritage assets, including their settings, should be accompanied by supporting information to assess and evaluate the significance of heritage assets and the degree of impact caused by the development.
3. The loss of routes and spaces that contribute to the character and historic interest of the City will be resisted.
4. Development will be required to respect the significance, character, scale and amenities of surrounding heritage assets and spaces and their settings.
5. Proposals for sustainable development, including the incorporation of climate change adaptation measures, must be sensitive to heritage assets.

DM12.2 Development in conservation areas

1. Development in conservation areas will only be permitted if it preserves and enhances the character or appearance of the conservation area.
2. The loss of heritage assets that make a positive contribution to the character or appearance of a conservation area will be resisted.
3. Where permission is granted for the demolition of a building in a conservation area, conditions will be imposed preventing demolition commencing prior to the approval of detailed plans of any replacement

building, and ensuring that the developer has secured the implementation of the construction of the replacement building.

DM12.3 Listed buildings

1. To resist the demolition of listed buildings.
2. To grant consent for the alteration or change of use of a listed building only where this would not detract from its special architectural or historic interest, character and significance or its setting.

SCHEDULE

APPLICATION: 15/01319/FULL

191 Fleet Street London EC4A 2NJ

Retention of shopfront.

REASONS FOR REFUSAL

- 1 Due to the use of unsympathetic glass cladding and the loss of original building fabric the retention of the installed shopfront would detract from the appearance of the building and thereby the character and appearance of the Fleet Street Conservation Area and the setting of nearby listed buildings contrary to London Plan Policy 7.8, Local Plan Policies CS 10, CS 12, DM 10.1, DM 12.1, DM 12.2 and DM 12.3 and policies contained in the National Planning Policy Framework.