

Delegated Report		Analysis sheet		Expiry Date:	12/01/2023
		N/A		Consultation Expiry Date:	19/02/2023
Officer			Application Number(s)		
Ewan Campbell			i) 2022/5041/P ii) 2023/0243/L		
Application Address			Drawing Numbers		
Flat 3 34 Museum Street London WC1A 1LH			Please refer to draft decision notices		
PO 3/4	Area Team Signature	C&UD	Authorised Officer Signature		
Proposal(s)					
i) Demolish existing roof-top structure and erect a new roof extension ii) Demolish existing roof-top structure and erect a new roof extension, adding secondary glazing to existing windows, lead flashing on roof and internal works on the third and fourth floors.					
Recommendation(s):		i) Refuse Planning Permission ii) Refuse Listed Building Consent			
Application Type:		i) Full Planning Permission ii) Listed Building Consent			
Conditions or Reasons for Refusal:		Refer to Draft Decision Notices			
Informatives:					
Consultations					
		No. of responses	01	No. of objections	01
Neighbour Consultation		Site notices were displayed on 20/01/2023 and expired on the 13/02/2023 and Press Adverts were issued on 26/01/2023 and expired on the 19/02/2023 One objection from a neighbour. Concerns include: <ul style="list-style-type: none"> - Extension will be visible from the British Museum - Set a precedent in area - Should keep consistency <i>Officer comments: These issues are covered within section 3.</i>			

Bloomsbury CAAC

Bloomsbury CAAC were consulted and confirmed they had no comments regarding the proposals

Site Description

34 Museum Street is Grade II listed building within the Bloomsbury Conservation Area. The listing entry details the heritage value and townscape character as follows:

Public house and 7 terraced houses with shops. 1855-64. By William Finch Hill. Stucco with rusticated pilaster strips separating each house and at angles. Modified French Renaissance style. 4 storeys. 3 windows each. No.27 with 2 storey extension and 5 window return to Little Russell Street. No.27, The Plough, with wooden C19 public house ground floor. Pilasters support a mutule cornice. Segmental headed openings with panelled dados. Left hand entrance in Little Russell Street in early C19 shopfront with console bracketed cornice. Nos.29-34 with C19/early C20 shopfronts. 1st floor round-arched, architraved, recessed 2-pane sashes, above which architraved oculi enriched with swags. 2nd floor console bracketed sill bands to segmental-arched architraved sashes. Console bracketed cornice beneath 3rd floor architraved sashes with keys. No.27 with cornice surmounted by balustraded parapet; Nos 28-34 with plain parapet. INTERIORS: bar in two parts. Front bar much renewed but retains some early C20 panelling. Rear bar has early C20 counter, arched screen with later infilling and more wall panelling to side and rear.

The property is a top-floor corner flat located at the junction between Great Russell Street and Museum Street and is within the Bloomsbury Conservation area (Fig. 9). Nos 43-48 Great Russell Street, is comprised of a row of six houses with shops at ground-floor level and Nos. 27-34 Museum Street is a row of 7 terraced houses and public house with shops build 1855-64 by William Finch Hill. Both groups of buildings are Grade II listed. Currently the ground floor contains a retail use and the first, second and third floors are occupied as residential flats.

Relevant History

Planning history on site

2017/1984/P and 2017/1784/L Flat 3, 34 Museum Street London WC1A 1LH

Replacement of single glazed timber sash window and brick apron at third-floor rear and minor internal alterations including removal of partition walls. **Granted**

Relevant planning history on nearby sites:

2018/3801/P. Museum House 23-26 Museum Street London WC1A 1JT

Variation of condition 2 (development in accordance with approved plans) granted under reference 2014/4117/P dated 11/03/2014 for 'Erection of a 5th floor roof extension for use as a self-contained flat (Class C3) with roof terrace and cycle storage at lower ground floor', namely for the erection of external duct work, air intake and fans and a new guard rail at rear roof level and a louvre screen to conceal the ductwork. **Granted with warning of Enforcement**

2017/1405/L. 29 Museum Street London WC1A 1LH

Installation of 3 No. external heat pump units to flat roof at top of building, and internal units with associated internal and external alterations. Refurbishment of first, second and third floors including various internal alterations. **Granted**

2017/0461/P. Museum House 25 Museum Street London WC1A 1JT

Amendments to the height and width of the lift shaft and repositioning of the rooflight within the flat roof area granted under reference 2014/4117/P dated 11/03/15 for "Erection of a 5th floor roof extension for use as a self-contained flat (Class C3) with roof terrace and cycle storage at lower ground floor." **Granted**

2006/3458/L. 33 Museum Street London WC1A 1LH

Internal and external works associated with the conversion of the first, second and third floors to a 3-bedroomed, 3-storey maisonette incorporating the installation of a rooflight at rear first floor roof level and a roof extension at fourth floor level to accommodate a shower room, solar panels and wind turbine. **Granted**

National Planning Policy Framework 2021

The London Plan 2021

Camden Local Plan 2017

Policy D1 Design

Policy D2 Heritage

Policy A1 Managing the impact of development

Policy CC1 Climate Change Mitigation

Policy CC2 Adapting to Climate Change

Camden Planning Guidance (CPG)

CPG Home Improvements (January 2021)

Bloomsbury Conservation Area appraisal and management strategy (2011)

Assessment

1. PROPOSAL

1.1. Planning permission is sought for the following:

- Demolish the existing roof top structure and erect a new roof extension with a hipped roof design measuring 5.7m in depth, 2.8m in maximum width, 2.3m in height to the eaves and 3.1m to the roof ridge.
- The extension will be timber framed, have a zinc roof and finished in coloured render
- New lead flashing between new and existing roof structures

1.2. Listed building consent is also sought for the following:

- Internal works which include removal unoriginal balustrading, stairs and floors
- Addition of secondary glazing on third floor
- New roof structure, ceiling lights, storage units on 4th floor
- New waterproof membrane between base of new structure and existing flat roof surface.

2. CONSIDERATIONS

2.1. The material considerations for this application are as follows:

- Design and Heritage
- Amenity

3. ASSESSMENT

Design and Heritage

3.1.1. The Local Plan policies D1 (Design) and D2 (Heritage) are aimed at achieving the highest standard of design in all developments. Policy D1 requires development to be of the highest architectural and urban design quality, which improves the function, appearance and character of the area; and Policy D2 states that the Council will preserve, and where appropriate, enhance Camden's rich and diverse heritage assets and their settings.

3.1.2. The supporting text for policy D1 (Design) states:

7.2 The Council will require all developments, including alterations and extensions to existing buildings, to be of the highest standard of design and will expect developments to consider: • character, setting, context and the form and scale of neighbouring buildings; • the character and proportions of the existing building, where alterations and extensions are proposed; • the prevailing pattern, density and scale of surrounding development; • the impact on existing rhythms, symmetries and uniformities in the townscape; • the composition of elevations; its contribution to public realm and its impact on views and vistas; and • the wider historic environment and buildings, spaces and features of local historic value

7.5 Design should respond creatively to its site and its context including the pattern of built form and urban grain, open spaces, gardens and streets in the surrounding area. Where townscape is particularly uniform attention should be paid to responding closely to the prevailing scale, form and proportions and materials.

3.1.3. Within policy D2 (Heritage) it states:

The Council will preserve and, where appropriate, enhance Camden's rich and diverse heritage assets and their settings, including conservation areas, listed buildings,

archaeological remains, scheduled ancient monuments and historic parks and gardens and locally listed heritage assets...

Other heritage assets and non-designated heritage assets The Council will seek to protect other heritage assets including non-designated heritage assets (including those on and off the local list), Registered Parks and Gardens and London Squares. The effect of a proposal on the significance of a non-designated heritage asset will be weighed against the public benefits of the proposal, balancing the scale of any harm or loss and the significance of the heritage asset.

3.1.4. The supporting text states:

7.58 The Council has a general presumption in favour of the preservation of listed buildings. Total demolition, substantial demolition and rebuilding behind the façade of a listed building will not normally be considered acceptable. The matters which will be taken into consideration in an application for the total or substantial demolition of a listed building are those set out in the National Planning Policy Framework

7.60 The setting of a listed building is of great importance and should not be harmed by unsympathetic neighbouring development. While the setting of a listed building may be limited to its immediate surroundings, it can often extend some distance from it. The value of a listed building can be greatly diminished if unsympathetic development elsewhere harms its appearance or its harmonious relationship with its surroundings. Applicants will be expected to provide sufficient information about the proposed development and its relationship with its immediate setting, in the form of a design statement.

3.1.5. In addition to the above, the Camden Design Guide contains the Council's guidance on roof extensions and the following parts are considered to be particularly relevant:

5.8 A roof alteration or addition is likely to be unacceptable in the following circumstances where there is likely to be an adverse effect on the skyline, the appearance of the building or the surrounding street scene: • There is an unbroken run of valley roofs; • Complete terraces or groups of buildings have a roof line that is largely unimpaired by alterations or extensions, even when a proposal involves adding to the whole terrace or group as a coordinated design;...•The building is designed as a complete composition where its architectural style would be undermined by any addition at roof level

3.1.6. The design of the extension appears to attempt to mimic what was approved on the neighbour at no. 33 in 2006. The removal of the existing shed-like structure is welcomed but replacing it with something far larger and dominating the roof room is not considered to be acceptable. The building contains sliding doors, a bay window and is seemingly used for kitchen, office and access purposes.

3.1.7. The structure on the building next door is already overly substantial, taking up a quarter of the roof, and this proposal would be even larger, creating a large singular mass across the two sites on the rooftops. Because the structure sits awkwardly on the roof and does not appear to be related to the building itself, the proposal would create piecemeal and incongruous development in a highly visible roof top location on a listed building and therefore would not be acceptable. The existing roof terrace, with additional clutter, already interrupts, to an extent, the form of the building and how it is read from the roof top. Coupled with a larger extension would mean the building's character would be unduly harmed.

- 3.1.8. The plan form of the building and historical integrity is also impacted as a building of this nature would not normally have an additional habitable room in the form of a pavilion on its roof and this therefore undermines the historical significance of this building. The proposed roof extension would also require further demolition of the listed building which further undermines this aspect.
- 3.1.9. In terms of the neighbouring structure, the use of this as a precedent should be discounted as this gained consent in 2006 under a different planning policy context and before the NPPF, with its requirement for public benefits. This proposal would not gain Listed building consent today because this proposal, with its demonstrable 'less than substantial' harm, has to be assessed against any public benefits in line with the NPPF, which, as a residential extension, this does not have.
- 3.1.10. There is also demonstration that the roof extension would not be visible from the street. However being visible from the ground is only one consideration; visibility from surrounding buildings and the host building itself need to be considered. The site can be seen along Great Russell Street, along Museum Street and from the rear of Coptic Street.
- 3.1.11. In relation to the secondary glazing aspect on the 3rd floor, if the application was otherwise acceptable, this could be supported and would not impact on the character and appearance of the building.
- 3.1.12. The internal works for the 4th floor revolve around removing the unoriginal fabric and replace with new staircases, removal of plasterboard and other smaller interventions are considered acceptable and would not impact the building. The works on the terrace which require listed building consent including the replacement of decking and applying lead flashing are also considered acceptable in terms of the impact on the significance of the listed building.
- 3.1.13. Special attention has been paid to the desirability of preserving the listed building, its setting and its features of special architectural or historic interest, and of preserving or enhancing the character or appearance of the conservation area, under s.16, 66 and 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 as amended by the Enterprise and Regulatory Reform Act 2013.
- 3.1.14. The NPPF in Section 16 provides guidance on the weight that should be accorded to harm to a heritage asset and in what circumstances such harm might be justified. Para 202 states that 'Where a development proposal will lead to 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, where appropriate, securing its optimum viable use'. Local Plan policy D2 states that 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.
- 3.1.15. The proposal for a new roof extension is considered to lead to 'less than substantial' harm to the significance of the listed building and conservation area as designated heritage assets and would not create any public benefit. In accordance with the NPPF balancing exercise outlined above, it is considered that this harm is not outweighed by any benefit and thus the scheme should be refused permission and consent.

Amenity

- 3.1.16. Policy A1 seeks to protect the amenity of Camden's residents by ensuring the impact of development is fully considered. It seeks to ensure that development protects

the quality of life of occupiers and neighbours by only granting permission for development that would not harm the amenity of neighbouring residents. This includes privacy, outlook and implications on daylight and sunlight. This is supported by the CPG Amenity. Policy A4 relates to noise.

3.1.17. In terms of amenity, to the front the extension would not impact any amenities as this continues the existing arrangement. Because the building follows a similar scale of the building at no. 33 there would be no impact on this side and because of the end of terrace nature and lack of visibility there would be no impact to the other side either. It is not considered that neighbouring properties would be unduly affected due to noise.

3.1.18. Therefore the proposal complies with policy A1 of the 2017 Camden Local Plan and the Amenity CPG.

4. RECOMMENDATION

4.1. Refuse Planning Permission for the following reason:

4.1.1. The proposed roof extension by virtue of its siting, scale and detailed design, would appear as an incongruous addition to the host building and would thereby cause harm to the character and appearance of the Bloomsbury Conservation Area and to the special architectural and historic interest of the host building, contrary to policies D1 (Design) and D2 (Heritage) of the London Borough of Camden Local Plan 2017.

4.2. Refuse Listed Building Consent for the following reason:

4.2.1. The proposed roof extension by virtue of its siting, scale and detailed design, would appear as an incongruous addition to the host building and would thereby cause harm to the special architectural and historic interest of the host building, contrary to policy D2 (Heritage) of the London Borough of Camden Local Plan 2017.