

Delegated Report		Analysis sheet		Expiry Date: 01/04/2023	
		N/A		Consultation Expiry Date: 06/02/2024	
Officer			Application Number(s)		
Ewan Campbell			2023/5141/P		
Application Address			Drawing Numbers		
13 Grafton Crescent London Camden NW1 8SL			Please refer to draft decision notice		
PO 3/4	Area Team Signature	C&UD	Authorised Officer Signature		
Proposal(s)					
Erection of a mansard roof extension with front and rear dormer windows					
Recommendation(s):		Refuse Planning Permission			
Application Type:		Householder Application			
Conditions or Reasons for Refusal:		Refer to Draft Decision Notice			
Informatives:					
Consultations					
		No. of responses	06	No. of objections	02
Neighbour Consultation		A site notice was displayed from 11/01/2024 and expired on 04/02/2024.			
		The two objections from neighbours' concerns include:			
		<ul style="list-style-type: none"> - Current unimpaired roof line will be lost - Application would set a precedent for locally listed Grafton Crescent - Crescent is locally listed and Healey Street is not – Healey Street has been spoilt by Mansard extensions - Precedents on Healey street not considered to be relevant - Previous planning history on site has refused mansards - Proposal will be seen from Castle Road - Fails to comply with Local Plan and Neighbourhood plan policy - Fails to comply with Camden Design guidance. - NPPF stipulates that this should be balanced against public benefit 			
		Comments in support (and of no objection) of the application include:			
		<ul style="list-style-type: none"> - Design is traditional 			

	<ul style="list-style-type: none"> - Very sensitive proposal - Not visible from street - Roof lacks architectural integrity - Support for the works - Pressure on housing - Works will enable family to stay in area <p><i>Officer comments: Issues of design, impact on heritage and impact on neighbouring amenity are discussed below in section 3. Keeping families within the area and pressure on housing were also mentioned in the comments and are important issues. This is discussed in section 3</i></p>
Kentish Town Neighbourhood Forum	The Kentish Town Neighbourhood Forum have been consulted and have not commented on the proposal

Site Description

The site contains a three storey single dwelling house and is a locally listed building within a locally listed group of buildings (in effect the majority of Grafton Crescent). The locally listed buildings entry details the heritage value and townscape character as follows:

Ref526:

Address: 7-13 (odd) and 16-26 (even) Grafton Crescent Significance: Architectural and Townscape Significance Asset Type: Building or Group of Buildings Ward: Kentish Town

Two terraces of mid 19th century houses with small paved front gardens on either side of Grafton Crescent (formerly known as Junction Street). Three storeys in stock brick with stucco to architraves and ground floor elevation. Comparable detailing on either terrace, for example the design of door and window architraves; and distinct differences for example the parapet cornice and first floor window balustrades on 7-13, and the central projecting three bays to the terrace of 16-26. Very attractive and well preserved group which forms a high quality piece of historic townscape.

Relevant History

Relevant planning history on the application site:

2021/2759/P - Erection of a single storey rear extension and alterations to external drainpipe at rear **Granted 11/08/2021**

N.B As per the informative a mansard roof extension was originally included in the proposal however, upon assessment this was agreed by both the Council and agent to be removed from the scheme in order to gain approval. The informative states:

The application originally included a large mansard roof extension with roof terrace. However this has now been omitted from the proposal as it was considered to be excessively bulky and inappropriate and would have harmed the character of the locally listed host property and roofscape of the Crescent.

2021/5526/P - Erection of a part width single storey rear extension with roof terrace and balustrade above and alterations to ground floor fenestration and external drainpipe at rear **Granted 19/01/2022**

2022/4000/P - Erection of a mansard roof extension with front and rear dormer windows, extended chimney and, party walls and PV panels (**Refused 13/12/2022**)

2023/1580 - Erection of a mansard roof extension with new front and rear dormer windows and PV panels **Refused 26/07/2023**

Relevant planning history on nearby sites:

23 Healey Street

2020/0605/P-Erection of mansard roof extension with front and rear rooflights to provide additional residential floorspace-**Refused 2020**

2019/4054/P - Erection of a third floor mansard extension – **Refused 09/10/2019** on the grounds that:

The proposed roof extension, by reason of its design, bulk, height and location on a terrace of largely unimpaired rooflines, would be detrimental to the character and appearance of the host building, streetscene and surrounding area

2018/3464/P - Erection of mansard roof extension with front and rear rooflights to provide additional residential floorspace (Class C3) – **Refused 13/09/2018** on the grounds that:

The proposed roof extension, by reason of its design, bulk, height and location on a terrace of largely unimpaired rooflines, would be detrimental to the character and appearance of the host building, streetscene and surrounding area.

2016/4729/P - Erection of mansard third floor roof extension to create additional accommodation. **Refused 28/10/2016** on the grounds that:

The proposed roof extension, by reason of its design, bulk, height and location within a terrace of largely unimpaired rooflines, would be detrimental to the character and appearance of the host building, streetscene and surrounding area

Appeal Dismissed 02/02/2017

The Inspector commented that the development and the combined effect of the two adjacent roof extensions (no.21 and no.23) would be particularly prominent and would dominate the local roofscape to the detriment of the character and appearance of the area.

2016/1596/P - Erection of a third floor roof extension to create additional accommodation. **Refused 22/07/2016** on the grounds that:

The proposed roof extension, due to its bulk, height, detailed design and location within a terrace of unbroken rooflines, would have a detrimental impact on the character and appearance of the host building and streetscene

Appeal Dismissed on 09/09/2016

The Inspector commented that the proposed mansard roof extension is not an appropriate form of development for this location and the need to provide a larger family home is not sufficient to outweigh the harm identified. The Inspector drew attention to the pattern of valley roofs which are visually exposed within Grafton Crescent.

EAST SIDE OF HEALEY STREET

21 Healey Street

2015/6097/P - Erection of a mansard roof extension. Demolition of existing part single, part two storey rear extension and erection of ground floor rear extension with roof terrace above (at first floor) and erection of first floor part width rear extension. **Refused 04/02/2016** on the grounds that:

The design, bulk, scale, visibility and location, detrimental to the character and appearance of the host building and surrounding area, contrary to policy CS14 (Promoting high quality places and conserving our heritage) of the London Borough of Camden Local Development Framework Core Strategy; and policy DP24 (Securing high quality design) of the London Borough of Camden Local Development Framework Development Policies.

Appeal Allowed 19/07/2016

The Inspector considered that the proposal would not harm the character or appearance of the area and was of the opinion that the rear of Healey Street is not prominent in wider views and therefore the proposed development would appear “neither dominant nor incongruous”, but would form “one of a number of subordinate changes to the rear of the terrace”

25 Healey Street

2017/7058/P - Proposed erection of additional floor with mansard roof extension to dwellinghouse
Refused

27 Healey Street

2018/0445/P - Proposed erection of additional floor with mansard roof extension to dwellinghouse.
Refused

11 Healey Street

2017/4303/P - Erection of mansard roof extension with front rooflights and rear dormers. **Granted 22/09/2017**

13 Healey Street

2016/6350/P - Erection of mansard roof extension with dormer windows to front and rear elevations and creation of roof terrace (Class C3). **Refused 17/01/2017**

Appeal Allowed 14/08/2017

3 Healey Street

2011/3177/P - Erection of a mansard roof style extension to rear of top floor flat. **Refused 31/08/2011** on the grounds that:

The proposed roof extension, by reason of its design, bulk, scale and location, would be detrimental to the character and appearance of the host building and surrounding area, contrary to policy CS14 (Promoting high quality places and conserving our heritage) of the London Borough of Camden Local Development Framework Core Strategy; and policy DP24 (Securing high quality design) of the London Borough of Camden Local Development Framework Development Policies.

WEST SIDE OF HEALEY STREET

14 Healey Street

2011/1557/P – Erection of a mansard extension and installation of solar panels to roof of dwelling, **Refused 20/06/2011** on the grounds that:

The proposed roof extension, by reason of the detrimental visual effect that this would have on the unaltered roof line of the host terrace and the wider street scene, and the proposed materials which are considered to be at odds with the appearance and character of the host building and the wider terrace and street scene, contrary to policy CS14 (Promoting high quality places and conserving our heritage) of the London Borough of Camden Local Development Framework Core Strategy; and policy DP24 (Securing high quality design) of the London Borough of Camden Local Development Framework Development Policies.

2011/5193/P - Erection of a mansard extension to dwelling house. **Refused 02/12/2011** on the grounds that:

The proposed roof extension, by reason of its scale, location and design, would be detrimental to the character and appearance of the host building and the wider terrace contrary to policy CS14 (Promoting high quality places and conserving our heritage) of the London Borough of Camden Local Development Framework Core Strategy; and policy DP24 (Securing high quality design) of the London Borough of Camden Local Development Framework Development Policies.

Allowed on Appeal on 13/03/2011

16 Healey Street

2014/4400/P - Erection of a mansard roof and rear extension at ground floor level, installation of glazed balustrade and glazed screening, and replacement of existing window with door for the provision of a roof terrace at first floor level. **Granted 16/09/2014**

2016/4604/P - Erection of a mansard roof and extension at ground floor and first floor level to the rear of the existing dwelling house. Installation of a glazed balustrade and glazed screening to create a terrace at first floor level to the rear of the existing dwelling house (Class C3). **Granted 07/10/2016**

National Planning Policy Framework 2023

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

Policy H7 Large and small homes

Kentish Town Neighbourhood Plan 2016

Policy D3: Design Principles

Policy CC1: Pre-application Consultation

Camden Planning Guidance (CPG)

CPG Home Improvements (January 2021)

Assessment

1. PROPOSAL

1.1. The applicant seeks the following:

- Erection of a mansard roof extension, to the single dwelling house measuring 5.6m in maximum depth, 5.1m in width and a height of 2.9m. The mansard extension would accommodate a bedroom and ensuite. The extension will not alter the height of the chimney stack. The mansard extension would include four (two rear two front) dormer windows.
- PV cells on the roof.

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. Neighbourhood Plan policy D3 requires proposals to be well integrated into their surroundings and reinforce and enhance local character, and draw upon key aspects of character from the surrounding area.

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:

7.69 The borough also has many attractive, historic, locally significant buildings and features which contribute to the distinctiveness of local areas, but which are not formally designated. The National Planning Policy Framework identifies these features as non-designated heritage assets. Non-designated heritage assets may either be identified as part of the planning process or on Camden's Local List. Camden's Local List identifies historic buildings and features that are valued by the local community and that help give Camden its distinctive identity but are not already designated in another way (for example a listed building). When planning permission is required for any proposal that directly or indirectly affects the significance of a non-designated heritage asset (either on the Local List or not) then the Council will treat the significance of that asset as a material consideration when determining the application.

3.1.5. In addition to the above, Policy D3 (Design principles) within the Kentish Town Neighbourhood Plan also provide guidance about the suitability of development. Points a, b, and c are particularly relevant here stating:

- a) Proposals must be based on a comprehensive understanding of the site and its context*
- b) Proposals must be well integrated into their surroundings and reinforce and enhance local character, in line with paragraph 64 of the NPPF*
- c) Proposals must identify and draw upon key aspects of character, or design cues from the surrounding area. Appropriate design cues include grain, building form (shape), scale, height and massing, alignment, modulation, architectural detailing, materials, public realm and boundary treatments*

3.1.6. the Camden Design Guide contains the Council's guidance on roof extensions and the following parts are considered to be particularly relevant:

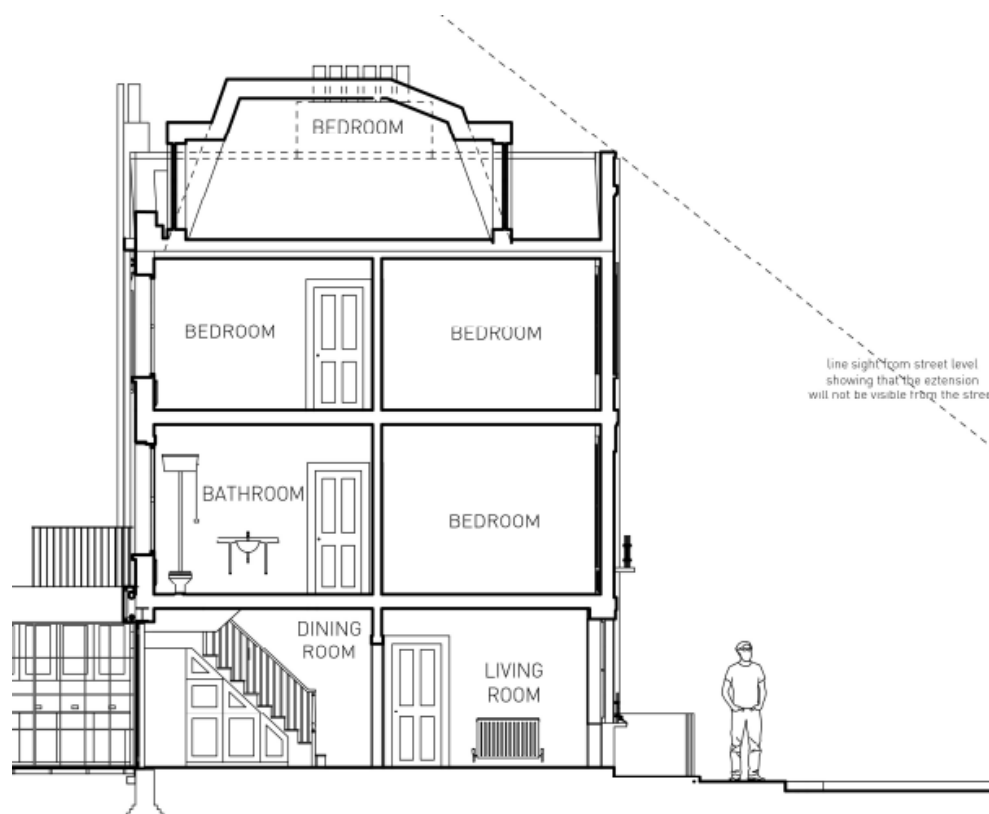
5.8 A roof alteration or addition is likely to be unacceptable in the following circumstances where there is likely to be an adverse effect on the skyline, the appearance of the building or the surrounding street scene:

- 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*

3.1.7. Due to the unbroken roof line on the locally listed buildings, the extension will be visible from the street and from private views in this location. As per the description from the local listing above, the site contributes to a *Very attractive and well preserved group which forms a high quality piece of historic townscape* which this proposal would seek to adversely impact upon. As per the Home Improvements CPG referenced above, roof alterations are unlikely to be supported if there is an unbroken valley of roofs or there is a roof line which is largely unimpaired. This position is fundamentally relevant here as the locally listed properties on Grafton Crescent have all been largely preserved. Therefore there is an inprinciple objection to this form of development in this location as it would break the uniformity and uninterrupted roofline of the locally listed terrace and Borough's non-designated heritage asset. Points a, b, and c of policy D3 of the Kentish Town

Neighbourhood plan also mentions development drawing upon key aspects of the surrounding area's character and design and being well integrated into the surroundings. The proposal clearly does not comply with these points, as the mansard is particularly incongruous feature on the unbroken roof line of Grafton Crescent.

- 3.1.8. An AVR Report document also supports the application in attempting to demonstrate that the proposed design will not be seen from any public views. The document outlines several views where the extension will not be seen however fails to fully demonstrate this will be the case. The photos are taken from only particular locations and do not reflect the true nature of visibility on Grafton Crescent, Castle Road and Castlehaven Road. While public visibility is not the only criterion for acceptability of alterations to locally listed buildings, it is unclear how parts of the proposed extension would not be publicly visible in longer views when the height of the proposed extension is compared to the extant visibility of the roofline of the building at chimney and party wall level.



Section D-D drawing



PROPOSED SECTION C-C 1:100

Section C-C Drawing



Photo from Eastern (Castlehaven Road) side



Photo from Eastern (Castlehaven Road) side



Photo from Southern (Castle Road) side

- 3.1.9. The plans above clearly show that the extension will nearly reach the top of the chimney pots which can be seen from both sides of the Crescent as demonstrated in the photos above. Drawings *Section C-C* and *Section D-D* aim to demonstrate that the roof extension has been reduced significantly since the previous iteration (in blue) and therefore the impact and visibility from the streetscene is mitigated however the photos above demonstrate visibility from multiple viewpoints.
- 3.1.10. The current proposal has the mansard set back from the front building line compared with previous design iterations. The setback does reduce the extension's visibility, but does not completely remove it from sight lines along Grafton Crescent. As per the photos above in actual reality, the roofline of the western crescent is entirely visible in longer views from the northern junction of the street and therefore a roof extension on any of the properties in the western crescent is likely to be visible as viewed from Grafton Crescent.
- 3.1.11. Since completing the site visit, it is clear that the extension would be seen marginally and whilst in only oblique views it would still give the appearance of a roof extension in this location and therefore impact the terrace as a whole.
- 3.1.12. The application points to several roof extensions on the adjacent Healey Street, noting that such extensions "overwhelm" the "early Victorian streetscape." This is certainly true of the extension at 21 Healey Street, which is very visible from Grafton Crescent. It is worth noting that Healey Street, unlike the subject site, is not part of a locally listed terrace. In addition to this, while the extension at 21 Healey Street was granted permission following an Appeal, the following year an extension at Number 23 was refused planning permission (2016/1596/P) and dismissed at appeal with the inspector commenting that:

the proposed mansard roof extension is not an appropriate form of development for this location and the need to provide a larger family home is not sufficient to outweigh the harm identified. The Inspector drew attention to the pattern of valley roofs which are visually exposed within Grafton Crescent

- 3.1.13. Therefore following this, 21 Healey Street, in addition to not being locally listed, is also an anomaly in terms of recent permissions. It is important to note that there are also no relevant permissions within Grafton Crescent as a whole.
- 3.1.14. Due to the design of the roof extension, it would appear overly prominent in this location and would cause detrimental harm to the character of the appearance of the site as well as the wider terrace of locally listed buildings.
- 3.1.15. In terms of the fenestration details the dormer windows are very large in comparison to the mansard elevation and appear overly dominant, especially to the rear where there is no parapet wall. Fenestration details, especially windows, should follow a level of subordination as they go up the building. However this appears not to be respected here as the windows are much the same size as the windows on the lower floors.
- 3.1.16. In relation to materials the dark grey membrane roof and sash timber windows are acceptable. The incorporation of PV cells is acceptable and would not contribute to the overall bulk and prominence which are the significant issues for this proposal.
- 3.1.17. Overall the proposal fails to comply with policy D1 and D2 of the 2017 Local Plan, Policy D3 of the Kentish Town Neighbourhood Plan and Camden's Home Improvements CPG.

Other Matters

- 3.1.18. The applicant's heritage consultant has queried the validity of the local listing criteria for this terrace. The local listing of 7-13 (odd) as opposed to the entire run of houses clearly arose from an error and the fact that terraces of consecutive numbers are less common than odd or even runs. The words used in description of the site makes it clear that the entirety of the Victorian building stock on the street is locally listed- "two terraces...on either side...well preserved group...townscape." The local list in this area largely arose from sites brought forward by public recommendation (with Historic England playing a role in assessment of the recommendations) so the fact that Grafton Crescent is locally listed and Healey Street is not will have been due to the greater public appetite to have Grafton Crescent recognised as possessing heritage and townscape significance. As the applicant's heritage consultant correctly points out, Healey Street is of comparable quality to Grafton Crescent, and should also be entirely locally listed when the opportunity to revise the list arises.
- 3.1.19. A further point is made in the Heritage Statement:
- It is therefore curious as to why Camden Council have locally listed the terrace at Grafton Crescent as it appears they have all been substantially rebuilt and altered in the mid-20th century following damage incurred from WWII. Surrounding terraces such as the groups along Healey Street and Hadley Street were largely untouched by bombs in WWII and would have been much better examples of 'well preserved' groups.*
- 3.1.20. Very limited weight can be given to bomb damage maps as there are several examples in the Borough where the bomb damage maps have indicated severe destruction but where all physical and contemporary photographic evidence shows that the damage was actually much, much, more limited than what might be inferred from the colouring on the map.
- 3.1.21. Furthermore, the 1949 post-war photographic survey of Grafton Crescent shows all of the existing housing at Numbers 7-15 Grafton Crescent as intact, so any damage incurred in the war cannot have been structural to the point of them requiring demolition

and rebuilding. Even if the properties in Grafton Crescent had been rebuilt or substantially repaired after war damage there would be nothing particularly unusual about them being considered to still possess townscape value, given that even Grade I and Grade II* listed terraces in London are often substantially or entirely post-War replicas (Park Crescent West, the south side of Fitzroy Square, virtually every “Nash” terrace on the east side of Regents’ Park).

- 3.1.22. A letter of support was received which highlighted the need to keep families in the area. The principle of extending a home in order to provide suitable accommodation for larger and growing families, to ensure such residents can stay within the borough, is supported by the Council. In this instance, the proposal would provide an additional bedroom to what is already a three bedroom family sized house, which has already benefitted from previous extensions at ground floor level. The supporting text to Policy H7 of the Local Plan (referencing the Council’s Strategic Housing Market Assessment (SHMA)) indicates that the highest demand is for two and three bedroom properties, and that there is lower demand for four-bedroom properties. Therefore, it is considered that the harm caused by the proposed development on the locally listed buildings (including the host building itself) outweighs the public benefits of the provision of an additional bedroom in this case.

Amenity

- 3.1.23. 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.
- 3.1.24. In terms of amenity, to the front the extension would not impact any offsite amenities as this continues the existing arrangement of fenestration at the lower floors, and overlooks the street. Due to the nature and location of the development, amenities on Grafton Crescent will not be impacted.
- 3.1.25. To the rear the mansard will be set behind the rear building line but still contains large windows measured approximately 12m/13m away from the rear on Healey Street. Whilst this is up an additional level, issues of overlooking or loss of privacy will not significantly change compared to the existing arrangement. The distance of views to adjacent properties will remain the same and due to the proposal only providing for one additional bedroom, the intensity of any overlooking would remain similar to the existing situation, therefore these issues are not considered to be significant.
- 3.1.26. 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:

The proposed mansard roof extension, by reason of its principle, design, height and location on a terrace of largely unimpaired rooflines, would be detrimental to the character and appearance of the host building, streetscene and surrounding area. There would be a harmful impact on the integrity of a group of locally listed buildings. The proposal is therefore contrary to policies D1 (Design) and D2 (Heritage) of the London Borough of Camden Local Plan 2017 and Policy D3 of the Kentish Town Neighbourhood Plan 2016. The proposal would also be contrary to Camden’s Home Improvements CPG guidance document.

