

Delegated Report		Analysis sheet		Expiry Date:		11/03/2013	
		N/A / attached		Consultation Expiry Date:		21/02/2013	
Officer				Application Number(s)			
Rob Tulloch				2012/6897/P			
Application Address				Drawing Numbers			
55 Grafton Road London NW5 3EL				See decision notice			
PO 3/4	Area Team Signature	C&UD	Authorised Officer Signature				
Proposal(s)							
Revision to planning permission granted on 25/09/2012 (ref 2012/1535/P for change of use from office use (Class B1) to residential use (Class C3) to provide 9 self-contained units and extension at roof level to create an additional second floor with roof terraces at front and side) for the erection of an additional storey at third floor level to provide two additional 2-bed flats with terracing.							
Recommendation(s):		Refuse Planning Permission					
Application Type:		Full Planning Application					
Conditions:		Refer to Draft Decision Notice					
Informatives:							
Consultations							
Adjoining Occupiers:		No. notified	02	No. of responses	07	No. of objections	06
Summary of consultation responses:		Site notice 22/01/2013-12/02/2013 Press advert 31/01/2013-21/02/2013					
		<u>78 Grafton Road</u>					
		<ul style="list-style-type: none"> • Harm to character and appearance of building • Loss of light • Noise pollution • No social housing 					
		<u>2 Wilkin Street</u>					
		<ul style="list-style-type: none"> • Loss of daylight/sunlight 					
		<u>37 Willes Road</u>					
<ul style="list-style-type: none"> • Harm to the appearance of the building 							
		<u>55 Willes Road</u>					
		<ul style="list-style-type: none"> • Harm to appearance of building • Will be visible from the street, and very visible from neighbouring upper floors 					
		<u>46 Willes Road</u>					
<ul style="list-style-type: none"> • Out of context with neighbouring buildings and character and appearance of the conservation area 							

	<ul style="list-style-type: none"> • Overlooking <p><u>No Address given</u></p> <ul style="list-style-type: none"> • Urban creep • Loss of sunlight/skyline/view • Impact on parking <p><u>34 Raglan Street</u> supports the application as private accommodation is needed in the area which is dominated by student and social housing, and the proposal would retain the historic building</p>
CAAC/Local group comments:	<u>Inkerman Area Residents' Association</u> intend to put building forward for local listing, and consider the proposal to harm the appearance of the building, and the proposal is for profit, not social housing.

Site Description

The building is a two storey former commercial property that lies within Inkerman Conservation Area on the corner of Grafton Road and Wilkin Street. The conservation area statement identifies it as making a positive contribution to the area and states that it was built in 1867 by the Primitive Methodists. It was originally constructed as a hall but has been converted to offices. The building abuts no. 57a Grafton Road and is part of a group of three storey buildings of the same height. The site lies to the east of an elevated section of the London Overground line and north east of Talacre Open Space. To the north east the French School and the Holmes Place Depot, but the immediate vicinity is predominantly residential.

Relevant History

2012/1535/P Change of use from office use (Class B1) to residential use (Class C3) to provide 9 self-contained units (2 x 1-bed, 6 x 2-bed, 1 x 3-bed), including extension at roof level to create an additional second floor with roof terraces at front and side, installation of two new windows on Wilkin Street elevation, and cycle storage at front. Granted 25/09/2012

Relevant policies

LDF Core Strategy and Development Policies

CS1 Distribution of growth

CS5 Managing the impact of growth and development

CS6 Providing quality homes

CS8 Promoting a successful and inclusive Camden economy

CS10 Supporting community facilities and services

CS11 Promoting sustainable and efficient travel

CS13 Tackling climate change and promoting higher environmental standards

CS14 Promoting high quality places and conserving our heritage

CS19 Delivering and monitoring the Core Strategy

DP2 Making full use of Camden's capacity for housing

DP5 Homes of different sizes

DP6 Lifetime homes and wheelchair homes

DP13 Employment sites and premises

DP15 Community and leisure uses

DP16 The transport implications of development

DP17 Walking, cycling and public transport

DP18 Parking standards and limiting the availability of car parking

DP19 Managing the impact of parking

DP21 Development connecting to the highway network

DP22 Promoting sustainable design and construction
DP24 Securing high quality design
DP25 Conserving Camden's heritage
DP26 Managing the impact of development on occupiers and neighbours
DP31 Provision of, and improvements to, open space and outdoor sport and recreation facilities
DP32 Air quality and Camden's clear zone

Inkerman Conservation Area Statement 2003
Kentish Town Area Action Plan 2012
Camden Planning Guidance 2011
NPPF 2012

Assessment

1 Proposal

1.1 Planning permission was granted for a roof level extension in association with the change of use of the building from office use (Class B1) to 9x flats (ClassC3). Consent is sought for a revision to the approved scheme for a two storey extension at roof level in association with the provision of an additional two flats. The loss of employment floorspace has already been accepted, as the applicant demonstrated that there was a surplus of office floorspace in the area and the site was not suitable for an alternative business use. The main issues are:

- Standard of proposed residential accommodation
- Design
- Amenity
- Transport
- Sustainability
- Other issues

2 Mix and standard of proposed residential accommodation

2.1 The previous mix (2 x 1-bed, 6 x 2-bed, 1 x 3-bed) and standard of accommodation was considered to be acceptable. The proposal would add 2x 2-bedroom flats leaving the approved 9x flats unchanged in terms of size and layout. Although the proposal would result in 8 out of 11 flats being 2-bed, as 2-bedroom market units are the highest priority the proposal is considered to provide an appropriate mix.

2.2 The proposed 2-bedroom flats would have floorspace of 77.6sqm and 78sqm which is compliant with Camden's and the London Plan's residential development standards. Most rooms would be regularly shaped and sized, with bedrooms meeting Camden's minimum standards. Both flats would enjoy more than adequate light and benefit from outdoor amenity space in the form of terraces. The applicant has submitted a Lifetime Homes Statement that indicates that the proposed additional flats would comply with all the relevant Lifetime Homes criteria. As such, the proposed additional dwellings are considered to provide a good standard of accommodation.

3 Design

3.1 The building lies within the Inkerman Conservation Area on the corner of Grafton Road and Wilkin Street. It occupies a prominent corner site and is identified in the conservation area statement as making a positive contribution to the character and appearance of the conservation area

3.2 The approved scheme was the result of a series of pre-application meetings and the proposal was amended to create a second floor with limited impact on the host building and street scene. The overall height of the building would not increase as the roof to the overly high mezzanine floor would be lowered to accommodate the additional storey.

- 3.3 Whilst the central section of the front parapet was to remain, other sections of the parapet were to be lowered to allow more light to the proposed second floor. This was considered acceptable as it appeared that the parapet had been altered in the past. Lowering the parapet was also considered to introduce a much better classical proportion to this part of the façade.
- 3.4 Importantly, the proposed second floor would only rise a maximum of 800mm above the new lowered parapet level, and below the retained parapet, as well as being well set back from the edge of the front and side elevations so it would be hardly visible in views from the street. Longer views would be possible from the south east along Grafton Road but this would be of the roof overhang which has been carefully designed to be thinner around the edges, thus all that that would be visible would be a slender profile which would be barely noticeable. In conclusion the approved design was considered to be a sensitive approach that maintained the architectural integrity of the building and would not harm the character or appearance of the street scene or conservation area.
- 3.5 The proposal seeks to retain the second floor addition in its approved location and add an extra storey on top of it. Both floors would be fully glazed with the proposed third floor set in from the edges of the second floor allowing for extensive terracing at third floor level.
- 3.6 The proposed two storey roof extension is considered to be harmful to the character and appearance of the building, and to the street scene and wider conservation area. The roof extension would give the building a top heavy appearance and not respect the design or proportions of the host building. The proposed additional floors would be 2.6m higher than the group of buildings its forms a part of, nos. 57a-c and 59 Grafton Road, which all share the same parapet height as the existing building.
- 3.7 The glass curtain walls, although attempting to be a lightweight solution, would appear solid as they would allow views into the flats rather than views through, and after dark would be illuminated giving the building the appearance of a beacon. This would be particularly noticeable in views from the houses and flats directly opposite on Grafton Road and Wilkin Street. The use of opaque glass balustrading, which is proposed around most of the third floor terracing, would further add to the perception of bulk at roof level.
- 3.8 Whereas the approved second floor was lower than the existing parapet, the proposed two storey extension would rise 2.6m above the retained parapet and 3.9m above the lowered parapet. Although the applicant's section drawings show that the set back of the third floor would prevent views from street level this is not considered to be the case. Section AA (drawing no. 325/PP05) shows that the top floor is not visible from two viewpoints in Grafton Road along the section line (standpoints 2 and 3). These viewpoints are 6.8m and 10.9m away and purported to be from street level and pavement level, however the pavement across the road from the site is 16.5m away so the top of the third floor would be visible in direct views, becoming increasingly more visible as the view becomes longer. The Proposed Grafton Road elevation (drawing no. 325/PP02) shows a view 10m to the south east on Wilkin Street (standpoint 4), however the pavement to the south east is at least 14m away from the building and the third floor would be visible in this view. Section CC (drawing no. 325/PP06) is considered to be even more inaccurate as it shows a view point from Wilkin Street 8m away from the site when the pavement on Wilkin Street is actually 14m from the site. Notwithstanding the accuracy of the submitted plans, the proposed roof addition would be prominent in longer views from Wilkin Street and from both the north and south of Grafton Road.
- 3.9 The building has a centrally located lantern rooflight (which is not shown on the existing plans). This rooflight extends 2.4m above the existing parapet and is just visible in long views due to its central location on the roof. The proposed additional floors would extend 3.5m above the height of the existing parapet. As this parapet would be reduced in height across part of the front and

across the full extent of the Wilkin Street side and across the rear, the additional floors would extend 4.9m above the lowered parapet and, being closer to the edge than the existing rooflight, be more visible from the street.

- 3.10 There are also further inadequacies with the proposed plans. In the approved scheme the floor slab of the second floor was partly set back from the front elevation so that it would not run across the large central first floor window, and therefore not be visible from the street. Although there is no proposed second floor plan (other than the originally approved plan), the proposed section shows no setback, indicating that the floor slab would be immediately behind the first floor window. This is considered to be particularly harmful to the appearance of the building as this window is one of the most prominent architectural features of the building.
- 3.11 As such the proposal, due to its height, bulk, mass and detailed design, is considered harmful to the character and appearance of the host building, street scene and conservation area and would not comply with policies CS14, DP24 and DP25 of the LDF and Camden Planning Guidance.

4 Amenity

- 4.1 The building abuts no. 57a Grafton Road to the north and part of 2 Wilkin Street to the east. On the other side of Grafton Road to the west, is a residential terrace, and on the other side of Wilkin Street to the south is Ryland House with flats on its upper floors.
- 4.2 The proposal would increase the height of the building by 2m when compared to the approved scheme. Whilst there would be no impact on daylight or sunlight to 57a-c Grafton Road to the north or Ryland House to the south, the increase in height may affect sunlight to properties to the north on Athlone Street and on the other side of Grafton Road. The applicant has not submitted a sunlight/daylight report to demonstrate that the proposal would not harm the amenity of adjoining occupiers in terms of loss of sunlight.
- 4.3 The proposal would provide addition terraces at third floor level. As with the previous scheme, overlooking from the terraces would only be to properties on the other side of the surrounding roads, and due to the residential nature of the area, overlooking from interfacing properties is expected, and any increase is not considered to be significant.
- 4.4 As such in the absence of a sunlight/daylight report, the applicant has not adequately demonstrated that the proposal would not harm the amenity of adjoining occupiers contrary to policies CS5 and DP26 of the LDF and Camden Planning Guidance.

5 Transport

- 5.1 The site is located within Controlled Parking Zone CA-L, which operates between 9am and 11am Monday to Friday. No off-street parking is currently provided and none is proposed.

Car-free housing

- 5.2 The site has a PTAL score of 5, which indicates that it has a good level of accessibility by public transport. The nearest station is Kentish Town West, located to the south of the site, whilst Kentish Town station is located to the northeast. The nearest bus stops are located on Prince of Wales Road, to the south of the site, and Kentish Town Road, to the east. In line with Development Policy DP18 and CPG7, the additional residential units would need to be designated as car free, as the approved dwellings were. If the application were acceptable, this would be secured by means of a Section 106 Agreement.

Cycle storage

- 5.3 The applicant has not revised the proposed cycle storage provision in line with the additional units. Were the application acceptable a condition would be required to secure details of cycle storage.

Construction management

- 5.4 As the proposals do not include demolition and relate mainly to the internal refit of the building, it is considered that a Construction Management Plan is unnecessary.

Highways

- 5.5 If the application were acceptable, the applicant would be required to make a financial contribution in respect of highways works in line with policy DP21. This includes the cost of repaving the footway on Grafton Road and Wilkin Street adjacent to the site. The works extend further west on Wilkin Street beyond the site to include the removal of a redundant crossover and the replacement of some damaged paving. The Highways estimate for this is £20,211.

6 Sustainability

- 6.1 From 2013, policies DP22 and CS13 encourage conversions of five or more dwellings to achieve an overall EcoHomes rating of “excellent”. The approved scheme was required to achieve a “very good” as it this was the requirement up to 2012. As the “excellent” rating is only encouraged rather than expected, the applicant would need to show that the revised scheme would still be able to achieve a “very good” rating. The applicant has not provided any sustainability information and the proposed roof plan indicates that there would be a reduction in the number of solar panels. In the absence of any sustainability information the proposal does not demonstrate that it would be able to achieve the required EcoHomes rating, contrary to policies DP22 and CS13.

7 Other matters

Open space

- 7.1 In line with policy DP31, All developments of 5 residential units or more will be expected to make an appropriate contribution to meeting the additional demand public open space facilities. CPG6 indicates that there is a requirement of 9sqm per person and calculates the required contribution to be £1,304 for 2-bedroom dwellings. As such an additional contribution of £2,608 would be required, which would be secured by a section 106 agreement if the application were acceptable.

Education

- 7.2 Policies CS10 and DP15 require new residential developments of 5 units or more to provide a contribution to the provision of education in the borough as new homes put pressure on the education system. The current rate is £2,213 for a 2-bedroom unit, therefore an additional contribution of £4,426 would be required, which would be secured by a section 106 agreement if the application were acceptable.

Affordable Housing

- 7.3 Where an application provides, or has the potential to provide, 10 or more addition residential units an affordable housing contribution will be sought in line with Policy DP3, and Camden Planning Guidance CPG1 and CPG8. The LDF describes sites with the potential to provide 10 or more units as having 1,000sqm or more of floorspace. The approved scheme was for 9 new

units with a floorspace of 910sqm. As such an affordable housing contribution was not considered to be required, but a clawback clause was added to the associated Section 106 Agreement stating:

4.1.1 If at any time after the date of this agreement:-

(i) Any planning permission is granted for the further development of the Property which gives consent for the development of additional residential units or additional floorspace for residential purposes;

(ii) Any additional floorspace is created on the Property for residential purposes; and/or

(iii) Any additional residential units are created within the Property

the Owner shall enter into a s106 agreement with the Council to secure the following:-

4.1.2 That an appropriate percentage of the residential units created under clause 4.1.1 are provided as Affordable Housing (either as on-site contribution, off-site contribution or financial contribution), such percentage to be applied to the aggregate total of the residential units permitted by the Planning Permission and the additional floorspace created under clause 4.1.1

7.4 The proposal would provide a total of 11 flats with a total floorspace of 1,065sqm (not 792sqm as the applicant suggests), therefore an affordable housing contribution is required. This should normally be made on site, but where this cannot be practically achieved on-site, the Council may accept off-site affordable housing, or exceptionally a payment in lieu. The contribution for 11 dwellings would be 1x unit or 11% of the total floorspace. 11% of 1,065sqm would be 117.15sqm, or if a payment in lieu were acceptable, a payment of £330,626 would be required (117.15 x £2,650 per sqm).

7.5 The applicant has been informed of Section 106 Agreement and the requirement for an affordable housing contribution, but has not addressed the issue and neither offered a contribution nor attempted to justify the lack of a contribution. As such the proposal is contrary to policy DP3, and CPG1 and CPG8.

8 Recommendation: Refuse Planning Permission

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