

Address:	2 Queens Crescent London NW5 4EP	
Application Number:	2010/6281/P	Officer: Elizabeth Beaumont
Ward:	Haverstock	
Date Received:	19/11/2010	
Proposal: Change of use of existing public house (A4) to provide 8 self contained residential dwellings (5 x 2 bedroom flats, 3 x 1 bedroom flats) and 168m² of Office (B1) floorspace, erection of mansard roof extension and two storey rear extension with associated fenestration and external alterations.		
Drawing Numbers: GAL120 (PC) 002, GAL120 (PC)003 D, GAL120(PC) 004, GAL120 (PC) 005 C, Pre-assessment report (SF42A Rev 4) dated November 2010.		
RECOMMENDATION SUMMARY: Grant Planning Permission subject to a S106 Agreement		
Applicant:	Agent:	
Bellmoore Estates 99 Bell Lane London NW4 2AR	Genesis Architects Ltd 7 St Margarets Road Stanstead Abbots Ware, Herts, SG12 8EP	

ANALYSIS INFORMATION

Land Use Details:			
	Use Class	Use Description	Floorspace
Existing	A4	Drinking Establishments	326m ²
Proposed	B1 Office C3 Dwelling House		168m ² 433m ²

Residential Use Details:										
	Residential Type	No. of Bedrooms per Unit								
		1	2	3	4	5	6	7	8	9+
Existing	Flat/Maisonette									
Proposed	Flat/Maisonette	3	5							

OFFICERS' REPORT

Reason for Referral to Committee: The Director of Culture and Environment has referred the application for consideration as it involves the creation of five residential flats [Clause 3 (iii)] and requires a S106 legal agreement (Clause 3vi).

1. SITE

- 1.1 The site is located on the east side of Queen's Crescent on the corner with Marsden Street positioned in between Malden Road and Prince of Wales Road.

The site is bounded to the north by nos. 11-19 a three storey residential block, which forms part of the Lenham Estate with a playground to the east. The site is located within a predominantly residential area

- 1.2 The site comprises a mid 19th Century three storey building with later single storey addition to the rear. The building was previously in use as a public house with ancillary accommodation on the upper floors. The building is currently unoccupied.
- 1.3 The building is not listed or located within a Conservation Area but is considered to be an attractive building with a distinct character.

2. THE PROPOSAL

- 2.1 This application seeks planning permission for the conversion of the public house to create 8 residential units and 2 office units (Class B1), the erection of a roof extension and a two storey extension above the existing ground floor rear addition. The residential units will comprise 5 x 2 bedroom units and 3 x 1 bedroom units. One of the 2 x bedroom units would have access to amenity space in the form of a roof terrace.
- 2.2 The roof extension is in the form of a flat roofed-mansard roof with dormer windows. The additional storeys above the rear addition will be constructed from materials to match existing, a painted render façade and with fenestration design and positioning to match the host building. The proposal includes the creation of a roof terrace on the flat roof of the second floor extension with a metal balustrade set back from the parapet.
- 2.3 The proposal involves the creation of a lightwell along the side of the rear extension in order to allow the basement floor to be suitable for habitable accommodation. The lightwell will be surrounded by metal railings. The proposed façade alterations to the host building include the installation of new access doors and the creation of a ramp.
- 2.4 The 2 x office units (Class B1) will be located on the ground and basement level of the main building with separate access to each unit from street level.

Revisions

- 2.1 The proposal was revised during the course of the application to insert an additional window in one of the basement bedrooms to ensure sufficient access to natural light and ventilation in accordance with Camden Planning Guidance 2006.

3. RELEVANT HISTORY

- 3.1 **25/11/2009** – p.p. granted (2009/4670/P) for the erection of a rear escape staircase at second floor level and associated alterations to Public House (Class A4).

4. CONSULTATIONS

Statutory Consultees

4.1 None

Conservation Area Advisory Committee

4.2 None

Local Groups

4.3 None

Adjoining Occupiers

	Original
<i>Number of letters sent</i>	164
<i>Total number of responses received</i>	1
<i>Number of electronic responses</i>	0
<i>Number in support</i>	0
<i>Number of objections</i>	0

A letter of comment was received from Flat 3 and 4, 65 Queens Crescent – comment as follows;

- We have no objections to the proposal but would like the following to be considered.
- There is an open space adjoining the building in question and would like to suggest its renovation could include this space.
- Under S106 regulation that developers can be required to enrich any public space in the environs of their plans.
- The loss of a public house involves the loss of a facility for community use and so funding a new gated or green space might offset this.
- I draw your attention to the similar space on the corner of Queens Crescent and Malden Road which was converted to a green space some years back. Something similar would be a great improvement.

5. POLICIES

5.1 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)
- CS14 (Promoting high quality places and conserving our heritage)
- DP2 (Making full use of Camden’s capacity for housing)
- DP3 (Contributions to the supply of affordable housing)
- DP5 (Housing size mix)
- DP6 (Lifetime homes and wheelchair homes)

DP15 (Community and leisure uses)
DP17 (Walking, cycling and public transport)
DP19 (Managing the impact of parking)
DP24 (Securing high quality design)
DP26 (Managing the impact of development on occupiers and neighbours)

5.2 **Supplementary Planning Policies**

Camden Planning Guidance 2006

6. **ASSESSMENT**

Principle of development

- 6.1 Policy DP15 (Community and leisure uses) expresses concern with the loss of public houses (Class A4) uses across Camden, particularly those that serve a community function. This includes providing rooms or acting as meeting places for local community groups. The policy states that the Council will resist the loss of local pubs that provide facilities used by the community unless it can be demonstrated that alternative provision can be made elsewhere or that the premises are no longer economically viable.
- 6.2 The applicants have indicated that the building has been vacant for some time. It therefore appears that no community function operates from this site. The applicants submitted supporting information to illustrate that the continued function of the building as a public house is not viable due to the position of the building in a predominantly residential area. Furthermore there are a number of other community provisions within close proximity to the site which include the Queens Crescent Community Centre Hall and the Hilldrop Community Centre. It is therefore considered that the loss of the public house is acceptable in this case.
- 6.3 In terms of the provision of new housing, the Council's policy CS6 seeks to maximise the supply of additional homes within the borough. The conversion and redevelopment of this site for residential use provided that the accommodation reaches acceptable standards accords with the aims of this policy.
- 6.4 The retention of a commercial element with office accommodation (Class B1) in the building is considered acceptable. The provision of office accommodation will maintain employment opportunities on the site. It is considered that given the number of public transport links in close proximity to the site that the location is acceptable for office uses.

Mix of units

- 6.5 Policy DP5 seeks to secure a range of unit sizes to meet housing demand across the borough. In summary the scheme proposes 3 x 1-bed units and 5 x 2-bed units. Policy DP5 specifies that the Council would expect any housing scheme to meet the priorities outlined in the Dwelling Size Priority Table and to provide a mix of large and small units.

- 6.6 There is a predominance of 2-bed units within the proposed unit mix which is identified as the highest priority within Policy DP5. The proposal also includes a number of 1-bed units, a low priority for the Council with no larger units. However it is considered that as the site is not within a ward designated as having a low proportion of larger dwellings that the proposed mix is sufficient.

Affordable Housing

- 6.7 In this case, the proposals involve 8 units, which is well below the qualifying threshold based on unit numbers. The total floorspace of the building is 601m², below the 1000sqm floor space threshold. This does not suggest that the applicants have artificially kept the unit numbers below 10 in order to avoid meeting the affordable housing threshold.
- 6.8 However there is a concern that once the development is approved or built a developer could apply to convert the B1 space to residential, thereby circumventing any affordable housing contribution. To prevent this circumstance a legal agreement has been proposed that would ensure that any future conversion of the floorspace or any extensions where additional units would be provided (thus exceeding 10 residential units in total) would trigger the Council's affordable housing policy. Permission should only be granted subject to this agreement being completed.

Residential Development Standards

- 6.9 The proposed floorspace for the 2 x 2 bedroom basement and ground floor maisonettes and 3 x 2 bedroom units on the upper floors are above the minimum floorspace as specified in the Camden Planning Guidance 2006. It is considered that the units have appropriate layouts with adequate natural light and ventilation. The unit on the third floor has access to amenity space in the form of a roof terrace. The 2 x maisonettes have small accessible lightwells that provides a small amount of outdoor space for future occupiers.
- 6.10 However two of the proposed 1 x double bedroom units at second floor level are slightly below the minimum floorspace for 2 person units. Despite this the overall layouts of the units are considered acceptable with adequate bedroom sizes and kitchen/living rooms. Furthermore the units both have access to sufficient levels of natural light and ventilation. It is therefore considered that on balance the residential development standards of the units would be acceptable for future occupiers.
- 6.11 The remaining 1 x double bedroom unit at second floor level meets the guidance for a 1 person unit but is substantially below the minimum floorspace for a 2 person unit. The proposed unit is double aspect with an appropriate layout including separate kitchen, living/dining room and a bedroom with a floorspace that meets guidance. It is therefore considered that given the layout, adequate natural light and ventilation the proposal unit would have an acceptable residential standard for future occupiers.

Lifetime Homes

- 6.12 The proposed scheme complies with the Lifetime Homes assessment and the requirements of Policy DP6.

Design

Mansard roof extension

- 6.13 The public house has a distinct character and appearance which it is important to preserve. The proposed mansard above the main building would be in character with the age and style of the building and not distort its proportions. The proposed flat top mansard would be set behind the existing parapet wall sloping at an angle of 70° in accordance with Camden Planning Guidance 2006. The windows would be small in scale set behind the parapet wall and would be of a similar design and materials to the host building. The pitch, profile, materials and windows are considered to be acceptable. The proposed mansard roof extension would not have a detrimental impact on the character and appearance of the host building or the wider streetscene.

Rear extension

- 6.14 The proposed two storey rear extension has been set down in height below the main building and set in from the rear building line. It is considered that the proposed extension would be subordinate to the host building in terms of scale and bulk. The extension is set back behind the existing stucco quoins found on the upper floors of the main building in order to protect the character of the host building. It is considered that the addition would respect the existing features of the host building.
- 6.15 The existing single storey extension is considered to be an attractive addition to the building. The existing opening will be re-used to create an entrance into the maisonette units and the fenestration will be retained. The proposed extension has been set back from the front building line to protect and celebrate the decorative parapet. The extension would be constructed in materials to match the host building with a painted rendered finish.
- 6.16 The proposed fenestration would match that of the host building in terms of design and materials. However a condition is recommended to require the submission of detailed drawings and sections of the proposed fenestration.
- 6.17 It is considered that the proposed two storey rear extension is of an appropriate scale and would not have a detrimental impact on the character or appearance of the host building or the wider streetscene.

Other alterations

- 6.18 It is proposed to create a lightwell along the side elevation of the ground floor rear extension. The lightwell treatment will comprise metal railings, details of which have not been provided as part of the application. There are no other examples of lightwells within the street, but there are other railings treatments adjacent to the

site. Given the scale of the building and the width of the pavement the addition would be considered to harm the character of appearance of the host building or wider streetscene.

- 6.19 A ramp with railings is also proposed along the side of the main building. It is considered that given the scale of both the lightwell and ramp that the additions are considered acceptable. However to ensure the appropriate use of high quality materials and design a condition is recommended requiring the submission of details of these railings.
- 6.20 The proposed balustrade around the second floor roof terrace would be set behind the parapet wall to reduce its visibility. A condition is recommended to require the submission of details of the materials and detailed design of this balustrade to ensure it complements the character and appearance of the host building.
- 6.21 It is considered that the proposed alterations and extensions would not have a detrimental impact on the character and appearance of the host building and the wider streetscene.

Amenity

- 6.22 The site adjoins nos. 11-19, a three storey residential block with garages on the ground floor accessed from Queen's Crescent, and forms part of the Lenham Estate to the north. The residential units are accessed from a path from Marsden Street which runs to the rear of the application site. The units have windows at first and second floor level on the front and rear elevations. There is an existing lightwell that separates the side elevation of the estate building and the single storey rear extension.
- 6.23 The proposed two storey extension would be positioned above the existing single storey rear addition, set back (4-4.5m) from the rear of the addition, inline with the neighbouring residential block. The first floor windows on the neighbouring building are already affected by the single storey rear extension. It is considered that as the two storey extension would not project any further than the rear building line of the neighbouring building the proposal would not have a detrimental impact on the amenity of the neighbouring occupiers in terms of loss of sunlight/daylight, outlook or sense of enclosure.
- 6.24 Given the distance of the neighbouring properties to the south and west and the height of the building which is a storey higher than the building to the north, it is considered that the proposed roof extension would not have a detrimental impact on the amenity of neighbouring occupiers. The proposed windows in the front, side and rear of the mansard roof extension would create an additional level of overlooking. It is considered that given the distance of neighbouring properties this addition would not significantly harm the amenity of any neighbouring occupiers or residents in comparison to the existing situation.
- 6.25 A terrace is proposed at second floor level above the two storey extension. The nearest residential buildings are located approximately 27m to the east and 22m to the buildings on the opposite side of Marsden Street. The level of the terrace would

be located above the flat roof of the neighbouring residential block to the north. It is therefore considered that the proposed terrace would not have a detrimental impact on the amenity of neighbouring occupiers in terms of overlooking or loss of privacy.

Sustainability/Biodiversity

- 6.26 As the scheme proposes a conversion to more than 5 residential units an EcoHomes assessment is required. This should meet a minimum 'Very Good' score' with the usual scores in the sub-categories (minimum 60% in Energy and Water, minimum 40% in materials). The submitted appraisal indicates that a 'Very Good' score can be achieved. The appraisal does indicate a marginal shortfall in the Water sub-category, but given the overall scores, a refusal on these grounds alone would be considered unreasonable. An informative is recommended to encourage the applicant to improve upon this score through the full appraisal and build. Furthermore a full appraisal and post-construction review will be secured via a legal agreement to ensure that all of the outlined scores are achieved

Transport

- 6.27 The Council's cycle parking standards require the provision of at least one cycle parking space per unit. The proposal has included the provision of 8 cycle spaces in an internal cycle store which is considered acceptable.
- 6.28 No car parking is proposed for the new residential units or office accommodation. The site is very accessible in close proximity to a number of modes of public transport. The site has a Public Transport Accessibility Level (PTAL) of 3 (moderate). Therefore, the new units are recommended to be made car-free through a Section 106 planning obligation.

Construction Management Plan

- 6.29 It is considered that due the scale and kind of development and the likely method of construction a Construction Management Plan (CMP) is not considered necessary in order to mitigate any adverse impacts. Any occupation of the highway, such as for hoarding, skips or storage of materials, will require a licence from Highways Management and this, along with the existing on-street waiting and loading controls, should be sufficient to ensure the work is carried out in such a way as to not adversely affecting the safety or operation of the public highway.

Highway Issues

- 6.30 In order to tie the development into the surrounding urban environment, a S106 for highways works is recommended to repave the footway. This work and any other work that needs to be undertaken within the highway reservation will need to be secured through a Section 106 Agreement with the Council. The Council will undertake all works within the highway reservation, at the cost to the developer.

Planning Obligations

- 6.31 Camden Planning Guidance 2006 requires the provision of 9 sqm of open space per person for residential developments providing 5 or more additional dwellings. Open space provision will initially be expected to be provided on site. Where a site cannot provide open space provision on site the preferred option would be to provide suitable open space off-site, but at a maximum of 400m from the development. If either of the above is not practical a financial contribution to open space will be acceptable. A financial contribution is based on a proportion of the capital cost of providing new open space, which amounts to £55 per square metre.
- 6.32 In this case the proposed development would result in 13 additional bed spaces being created. This equates to a requirement of 117sqm (13 x 9sqm) open space provision. As a financial contribution based on the full requirement would amount to £9770, which includes maintenance costs over a five-year period.
- 6.33 All residential developments involving a net increase of 5 or more units will normally be expected to provide a contribution towards education provision in the Borough (excluding any affordable elements of a housing scheme). The contribution sought is proportionate to the size of dwellings proposed, and is not sought for single-bed units, as these are unlikely to house children. Based on the current unit numbers and mix a contribution of £18,780 is sought which will be secured via S106 legal agreement.

7. CONCLUSION

- 7.1 The principle of the loss of the public house (Class A4) is considered acceptable as there is no community function that will be lost. The proposed creation of office and residential accommodation is considered acceptable. The proposed roof extension and two storey rear extension is considered appropriate in terms of bulk, height, form and detailed design. It is considered the additions will preserve the character and appearance of the existing building and the wider streetscene. The extensions would not harm neighbour amenity in terms of outlook, light, privacy or sense of enclosure.
- 7.2 Planning Permission is recommended subject to a S106 Legal Agreement for the following heads of terms;
- Car free
 - Financial contribution to repave footway
 - Open space contribution
 - Education contribution
 - An EcoHomes assessment and post-construction review.
 - In the event that the building is sub-divided or extended and the overall number of units in the development reaches the 10 unit or 1000m² threshold, a contribution towards affordable housing will be sought.

8. LEGAL COMMENTS

- 8.1 Members are referred to the note from the Legal Division at the start of the Agenda.