

Delegated Report		Analysis sheet	Expiry Date:	20/05/2014
		N/A / attached	Consultation Expiry Date:	15/05/2014
Officer			Application Number(s)	
Fergus Freeney			1) 2014/2125/P 2) 2014/2284/L	
Application Address			Drawing Numbers	
Pakenham Arms 1 Pakenham Street London WC1X 0LA			See decision notice	
PO 3/4	Area Team Signature	C&UD	Authorised Officer Signature	
Proposal(s)				
<ol style="list-style-type: none"> 1. Change of use from residential floorspace on upper floors, ancillary to pub below, to create 3 x 1 bed, 1 x 2 bed and 1 x 3 bed flats, plus the erection of a 3rd floor mansard roof extension with 7 dormer windows, following demolition of existing 2nd floor mansard, and alterations to rear elevation. 2. Erection of a 3rd floor mansard roof extension with 7 dormer windows, following demolition of existing 2nd floor mansard, and alterations to rear elevation, in association with change of use from residential floorspace on upper floors, ancillary to pub below, to create 3 x 1 bed, 1 x 2 bed and 1 x 3 bed flats. 				
Recommendation(s):		<ol style="list-style-type: none"> 1) Refuse Planning Permission 2) Refuse Listed Building Consent 		
Application Type:		<ol style="list-style-type: none"> 1) Full Planning Permission 2) Listed Building Consent 		

Conditions or Reasons for Refusal:	Refer to Draft Decision Notice					
Informatives:						
Consultations						
Adjoining Occupiers:	No. notified	09	No. of responses	04	No. of objections	04
			No. electronic	00		
Summary of consultation responses:	<p>Site notice: 23/04/2014 – 14/05/2014 Press notice: 24/04/2014 – 15/05/2014</p> <p>Objections from surrounding neighbours, summarised as follows:</p> <ul style="list-style-type: none"> - The proposed dormer would block sunlight/daylight to surrounding properties. - The design is not sensitive or as low as possible, and is in excess of the existing parapet/party wall. - Object to the creation of more flats as parking is already at a premium in the area. <i>Officer comment: The principle of additional flats has already been found to be acceptable in approved application 2013/6910/P, the new flats will be car-free and future residents will not be able to apply for parking permits.</i> - Object to the proposal to create a new commercial pub kitchen inside the rear extension directly underneath and in very close proximity to habitable rooms in surrounding properties due to potential noise/smell/grease. <i>Officer comment: The Council cannot control the use of rooms internally. The previously approved scheme advised that were extraction/ventilation required it would need planning permission/listed building consent and a full height flue is unlikely to be acceptable. Any issues with noise/fumes/pollution of other sorts will need to be dealt with by Environmental Health</i> 					
CAAC/Local groups* comments: *Please Specify	<p>Bloomsbury CAAC – Object to the insertion of a flat window in the curved corner section of the roof. It should either follow the curve like the windows below (curved mouldings) or be blind (no dormer on that section).</p>					

Site Description

The site is located on the west side of Pakenham Street and the junction with Calthorpe Street. It comprises a 3 storey public house with ancillary residential space above.

The site is a Grade II Listed building and is located within the Bloomsbury Conservation Area.

Relevant History

2013/6910/P & 2013/6984/L - Change of use from ancillary residential above pub to create 1 x 2bed, 2 x 1bed and 1 x studio flats and associated alterations to include alterations to rear elevation and installation of glass balustrade at roof level. *Granted 10/03/2014*

Relevant policies

NPPF (2012)

The London Plan (2011)

LDF Core Strategy and Development Policies (2010)

CS1 Distribution of growth

CS5 Managing the impact of growth and development

CS6 Providing quality homes

CS7 Promoting Camden's centres and shops

CS10 Supporting community facilities and services

CS11 Promoting sustainable and efficient travel

CS14 Promoting high quality places and conserving our heritage

CS15 Protecting and improving our parks and open spaces and encouraging biodiversity

CS16 Improving Camden's health and well-being

DP2 Making full use of Camden's capacity for housing

DP5 Homes of different sizes

DP6 Lifetime homes and wheelchair homes

DP15 Community and leisure uses

DP17 Walking, cycling and public transport

DP18 Parking standards and limiting the availability of car parking

DP24 Securing high quality design

DP25 Conserving Camden's heritage

DP26 Managing the impact of development on occupiers and neighbours

Bloomsbury Conservation Area (Adopted April 2011)

Camden Planning Guidance (CPG1: Design, CPG2: Housing, CPG6 Amenity)

Assessment

Proposal:

Permission is sought for the erection of a mansard roof extension to accommodate residential accommodation to provide 5 flats (3 x 1 bed, 1 x 2 bed and 1 x 3 bed flats).

Permission has recently been granted (see history above) for the conversion of the upper floor levels from ancillary accommodation for pub staff to create 4 flats.

Assessment:

The main issues for this application are:

- Land use
- Mix of units
- Standard of residential accommodation
- Lifetime homes
- Design
- Amenity
- Transport
- Sustainability
- Planning obligations

Land use

The use of the building as self contained residential accommodation above has already been established as being acceptable in a recently approved application (see planning history). Housing is regarded as the priority land-use of the Local Development Framework, and the Council will make housing its top priority when considering the future of unused and underused land and buildings. As such the provision of new residential accommodation is compliant with policies CS6 and DP2 if it meets the Council's residential development standards and does not harm local amenity.

Mix of units

Policy DP5 seeks to ensure that all residential development contributes to meeting the priorities set out in the Dwelling Size Priorities Table- the table identifies 2-bedroom market homes as being very high priority with 1 bedroom and studio flats being a lower priority and 3-bed properties being a medium priority. The council aims for at least 40% of all new market housing to be 2 bedrooms, given its high priority status; however, the Council acknowledges that it will not be appropriate for every development to fully meet these aims.

The proposal would see 3x1bed, 1x2bed and 1x3bed flats provided, which does not comply with the aims of DP5 in that only 20% of the units would be 2bedrooms. However, it is considered that there is sufficient justification to demonstrate that the 40% aim is unable to be met in this instance. The property is a listed building and it is considered that the internal staircase and a number of the internal walls are worthy of preservation- this limits how much internal rearrangement can be carried out to accommodate 2 bed units which would have a good layout and be of an adequate size. Furthermore, given its central London location; the lack of amenity space other than the proposed roof terrace and the location above a public house would imply that smaller units are preferable to larger ones. Moreover the mix of units is the same as previously approved but with the addition of a 3-bed family sized unit which is welcomed.

Residential accommodation standards

The proposed residential units would be as follows:

First floor

Unit 1 - 1x2bed (60.2sqm)

Unit 2 - 1x1bed (32.5sqm)

Second floor

Unit 3 - 1x1bed (54.6sqm)

Unit 4 - 1x1bed studio (34.5sqm)

Third floor

Unit 5 – 1x3bed (80.3sqm)

Camden's residential development standards advise that 1 person (studio) flats should be at least 32sqm; 2 person (1 bed) flats 48sqm; 3 person (2 bed) flats 61sqm and 4 person (2bed) flats should be 75sqm. The proposal would broadly comply with this.

All flats would be dual aspect with windows facing both the front and rear elevations which is welcomed by Camden planning guidance. Each habitable room would be served by large, well proportioned windows which will allow sufficient light into the property and would broadly comply, f not exceed CPG requirements for each habitable room to have a window area of at least 1/10 of the floor area.

There would be little potential for overlooking into adjoining neighbours given that no new windows would be created and that to the rear the property mainly overlooks rear yards and gardens.

The flats would be accessed via a newly created hallway at ground floor level leading to the retained staircase. Given the constraints of the site this is considered to offer an appropriate balance between access and retaining the historic building fabric.

Lifetime Homes

Policy DP6 requires all new residential accommodation, including conversions, to meet Lifetime Homes standards. It is acknowledged that conversions may not be able to meet all of the criteria due to existing physical constraints, and the applicants have provided a Lifetime Homes Statement which indicates that the proposal will comply with the criteria where relevant.

Design

The building occupies a corner plot with higher buildings on each side. The front elevation is ornate and well detailed and helps to characterise this part of the streetscene. The rear elevation, although more utilitarian in appearance, is highly visible from Wren Street.

The proposal would see a mansard roof erected which measures 2.6m in height with a slope of approx. 70 degrees and it would extend across the entire roof.

Camden Planning Guidance advises that roof alterations are likely to be unacceptable where there is an unbroken run of valley roofs; complete terraces or groups of buildings have rooflines that are largely unimpaired by alterations or extensions; buildings which have a roofline that is exposed to important London wide and local views from public spaces; the building is designed as a complete composition where its architectural style would be undermined by any addition at roof level and where buildings are part of a group where differing heights add visual interest.

The group of buildings, of which the Pakenham Arms is a part, date from slightly different periods; however it is seen as a cohesive and well preserved group. Although of differing appearance there are key design features which link the buildings such as floor levels, general fenestration arrangement and use of common materials. All the buildings are terminated by parapets and unbroken by any

structure above this level except for chimney stacks.

It is considered that the addition of a mansard roof on this building would be harmful to the appearance of the host building and its relationship with neighbouring buildings. The Pakenham Arms acts as a step between the buildings on Pakenham Street and Calthorpe Street, which is considered to add visual interest to the streetscene. Although a corner property it does not automatically follow that the building should be taller than neighbours.

The building is distinguished already by its different and more elaborate architectural detailing and pub frontage. The addition of a mansard would lessen the visual interest offered by the differing building heights and add a roof addition to a group of building which has remained well preserved when viewed from the street.

The increased height of the building would also be contrary to the characteristic identified in the area appraisal, whereby the built form generally gets lower away from Gray's Inn Road.

The existing roof top is not original as it is flat topped and has been converted into a terrace. However, the rear mansard roof slope is likely to be original and it was advised in the previous application that this should be retained (which it was, following revisions). The removal of this would result in the loss of the surviving part of an historic roof form.

The proposed mansard addition and the loss of the existing rear mansard roofslope would cause substantial harm to the special interest and character of the listed building and the setting of the neighbouring listed buildings on Calthorpe Street and Pakenham Street and would harm the character and appearance of the Bloomsbury Conservation Area.

The internal alterations are almost identical to those already approved (see planning history) and raise no objection.

Amenity

A number of comments have been received from residents on Wren Street (to the north west of the application site) and Calthorpe Street (to the south west of the application site) objecting to the scheme as it would impact upon light levels, notably at 20 Wren Street.

20 Wren Street is in a north westerly direction from the application site, which it backs onto. At their closest point the buildings are approx. 6.4m from each other, and at their furthest approx.. 11.7m. Although no sunlight/daylight assessment has been carried out, it is likely that the lower ground floor windows at the rear of 20 Wren Street are already compromised at least for the first part of the day given the close proximity to the application site at present.

However, at upper floor level it would be hard to demonstrate that there would be a significant impact on light levels following the introduction of a mansard roof which be set back and would raise the height of the building to approx. the same height as the terrace on Calthorpe Street.

With regards to overlooking and loss of privacy the mansard would not result in any more overlooking than what is already present from the existing windows lower down in the property.

Transport

Parking

The site has a Public Transport Accessibility Level (PTAL) of 6a (excellent) and is within the King's Cross Area Controlled Parking Zone. The London Plan 2011 and Policy DP18 identify that car-free and car-capped should not only be sought for housing but also for developments in general and should be ensured by Boroughs in areas of high public transport accessibility. Therefore, this

development should be made car-free through a Section 106 planning obligation. In the absence of this S106, the application is considered to be unacceptable as it would result in harm to onstreet parking conditions.

Refuse storage & cycle facilities

A small storage area for bikes/refuse is provided within the hallway at ground floor level. Initially a larger storage area was proposed; however it was considered that this had a detrimental impact on the character and special interest of the listed building and could have affected the pub's viability to continue operating by reducing its bar space.

Although more bike storage would be preferable in order to comply with our LDG which advises that 1 space should be provided per flat, given the constraints of the site, it is not considered possible in this instance.

Given the number of units it would not be necessary to provide a large area for wheelie bin storage and waste collection could be dealt with by existing kerbside collections.

Sustainability

The creation of 5 or more dwellings from an existing building will need to be designed in line with EcoHomes standards, and would be expected to get an excellent rating. Furthermore, developments of 5 or more units are expected to achieve 60% of the un-weighted credits in the energy category. However, special consideration will be given to buildings that are listed to ensure that their historic and architectural features are preserved.

An EcoHomes report has not been submitted with this application- whilst it is noted that the building is listed, which would likely impact upon its ability to fully comply with the above, it is nonetheless necessary for a report and justification of the results to be provided. In the absence of this, the application is unacceptable.

Planning obligations

Developments resulting in a net increase of 5 or more units will normally be expected to provide a contribution towards education provision and open space.

The education contribution sought will always be proportional to the number and size of dwellings proposed. Contributions will not be sought for single bedroom or studio dwellings, as these are unlikely to provide accommodation for children. Where a scheme includes a mix of single bedroom and larger units a contribution will only be sought for the larger units.

In this instance the required education contribution would be £8,535 (based on the formula outlined in CPG8: Planning obligations).

With regards to open space, where developments cannot realistically provide sufficient open space to meet the needs of their occupants on or off site the Council will ask a financial contribution. The contribution will be used to improve existing public open spaces or towards the provision of new public open spaces.

In this instance the required open space contribution would be £6,072 (based on the formula outlined in CPG8: Planning obligations).

These contributions would need to be secured via section 106 legal agreement. In the absence of this S106, the application is considered to be unacceptable as it would impact upon the existing education and open space in the area to detriment of existing users.

Recommendation: 1) Refuse Planning Permission; 2) Refuse Listed Building Consent

