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Planning, Design and Access Statement

Proposed replacement of existing roof

64 Charlotte Street and 32 Tottenham Street, London W1T 4QD

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1. Introduction

This document has been prepared on behalf of the applicant, Mr. R. Lass - to accompany the submission of a full planning application made to the Camden Council. The statement is accompanied by architectural and scheme drawings by Rowland Cowan Architects.

The purpose of this statement is to describe the planning and design approach taken by the consultancy team to the proposed replacement of existing roof.

This application follows the recent grant of planning permission at appeal (2012/3537/P) to significantly invest in the building proposing the erection of extensions at first to third floor level, raising of cornice by 240mm, alterations to fenestration, shopfront and addition of railings and stairs to open front lightwell all in connection with the change of use from offices (Class B1) to residential (Class C3) on part of the ground floor and on the first to third floors (1x3 bed, 2x2 bed and 3x1 bed).

2. Site Context and Surrounding Area

The application site occupies a prominent location at the junction between Charlotte Street and Tottenham Street, within the Charlotte Street Conservation Area and the Fitzrovia Area Action Plan area. The building is a 19th century 3-storey unlisted property, with basement.

The character of Charlotte Street is derived from mixed use 4-5 storey Georgian and Victorian townhouses. However, through the years, there are now a number of larger blocks with new or modern development schemes along Charlotte Street, such as the Margaret Pyke NHS Centre (opposite the application site and currently under construction) and the UCL Astor College building (99 Charlotte Street). There is a variety in the design and height of buildings with very few numbers of uniform terraces remaining. A number of historic buildings nearby, and within Charlotte Street Conservation Area have mansard roofs or roof profiles that are not visible from public vantage points, set behind parapets.

Opposite application site, fronting Charlotte Street is a modern commercial/residential scheme on the redeveloped Scala Theatre site – rising in part to 8 and 11 storeys in height. Opposite this, on the corner site, permission was obtained for a part 3, 4, 5 and 6 storey building for 11 flats and 253sqm of office floor-space (ref: 2012/2045/P).

Also opposite the application site is 69 Charlotte Street. This building is of a similar architectural style and scale as 64 Charlotte Street. There is a development scheme which has been approved (2012/4646/P) and appears to be in early construction for the change of use of the first and second floors from office (Class B1) to 2 x 2 bedroom flats (Class C3), erection of a mansard roof extension to enlarge the existing 1 bed flat at third floor level to create a 3 bedrooms maisonette, erection of a single storey glazed extension at ground floor level to replace the existing structure on Tottenham Street, replacement of the existing shopfront and refurbishment of the existing facade.

3. Planning History

In 1984, planning permission (ref: 8400018) was granted for the use of the first second and third floors as art studio, graphic designers, reception, photo-setting, film make-up, exhibition displays, and photographic department and laboratory uses and ancillary office.

Planning permission (ref: 9101263) was refused for the change of use of ground and basement floors from Use Class B1 (office) to Use Class (A3) restaurant.

In 1999, planning permission (ref: PS9904367) granted for the change of use of the basement and ground floor from Use Class B1 (office) to Use Class D1 (non-residential institution).

Planning permission (ref: PSX0104990) was granted in December 2001 for the retention of the change of use of ground floor and basement from Use Class D1 (non residential institution) to Use Class B1 (office).

Most recently, planning permission (ref: 2012/3537/P) was refused for the erection of extensions at first to third floor level raising of cornice by 240mm, alterations to fenestration, shopfront and addition of railings and stairs to open front lightwell all in connection with change of use from offices (Class B1) and retail (A1) to retail (Class A1) at basement and ground floor level and residential on the first to third floors (1 x 3 bed, 2 x 2-bed and 3 x1-bed) (Class C3). This refusal of planning permission was the subject of an Appeal to the Secretary of State (APP/X5210/A/13/2198369) where the appeal was allowed.

An application (2014/3932/P) to formally discharge the prior-commencement condition relating to the detailed drawings of the windows, doors, the new shopfront and new lightwell balustrading was approved a few weeks ago. The final requirements of the S106 legal agreement are being organised and agreed, before work can start on site and the planning permission implemented.

4. Relevant Planning Decisions on Charlotte Street

As previously stated, planning permission (2012/4646/P) was granted on 10th December 2012, at No. 69 Charlotte Street for the following development:

'Change of use of the first and second floors from office (Class B1) to 2 x 2 bedroom flats (Class C3), erection of a mansard roof extension to enlarge the existing 1 bed flat at third floor level to create a 3 bedrooms maisonette, erection of a single storey glazed extension at ground floor level to replace the existing structure on Tottenham Street, replacement of the existing shopfront and refurbishment of the existing facade.'

In 2010, planning permission (2010/4069/P) was granted on 4th November 2010, at No. 81 Charlotte Street for the following:

'Extensions and alterations to 81 Charlotte Street including erection of two storey rear extension, creation of terrace at rear second floor level, and erection of mansard roof extension with terrace to rear; demolition of portion of ground and first floor rear of 6 Tottenham Mews and change of use of the building from office (Class B1) to 1 x one bedroom and 1 x two bedroom flats (Class C3) including alterations to front and rear elevations.'

In 2012, planning permission (2010/0069/P) was refused by the LPA, at No 81 Charlotte Street for the following development:

'Extensions and alterations to 81 Charlotte Street including erection of two storey rear extension, creation of terrace at rear second floor level, and erection of mansard roof extension with terrace to rear; demolition of portion of ground and first floor rear of 6 Tottenham Mews, erection of mansard roof extension and change of use of the building from office (Class B1) to 2x two bedroom flats (Class C3) including alterations to front and rear elevations.'

This application was refused for two reasons. The first was that the proposed mansard roof extension, by reason of its design, would fail to respect the character and style of the host building and conservation area. The second reason referred to the absence of a legal agreement securing car free development. This refusal was appealed by the applicant, and was allowed by the Secretary of State. With regard to the impact on the host building the Inspector stated:

'The proposed mansard roof, set behind a low parapet wall and contained by the vertically extended upstands, would, in my view, make a positive contribution to the style and character of the building'.

Furthermore, the Inspector assessed the impact of a roof extension on Charlotte Street and Tottenham Mews and found there would be no harm and stated:

'A number of properties in Tottenham Mews have mansard roof extensions, including Nos. 8, 10 and 12, and the alteration to No 6 would fit into this pattern of development and add to the positive variety of architectural style within the street. There would be no appreciable impact beyond the Mews, but mansard roof extensions are apparent throughout the Area and, indeed, the Council find that proposed at No 81 Charlotte Street to be acceptable.'

We deal with Planning Policy in the next chapter.

5. Planning Policy

(a) National Planning Policy

The National Planning Policy Framework (NPPF) was published on 27th March 2012, and contains the Government's planning policies for England and explains how these are expected to be applied. Section 38 (6) requires that applications for development must be determined in accordance with the development plan, unless material considerations indicate otherwise. The NPPF is a material consideration in planning decisions.

The Framework is a key output resulting from the Plan for Growth and the Government's proposals to reform the planning system. It sets the planning agenda for supporting and pro-actively driving sustainable economic growth.

The Ministerial Foreword to NPPF states that:

"The purpose of planning is to help sustainable development. Sustainable means ensuring that better lives for ourselves don't mean worse lives for future generations. Development means growth. We must accommodate the new ways by which we will earn our living in a competitive world... We must respond to the changes that new technologies offer us. Our lives, and the places in which we live them, can be better, but they will certainly be worse if things stagnate."

Paragraph 9 is also of relevance and states that *"pursuing sustainable development involves seeking positive improvements in the quality of the built, natural and historic environment, as well as in people's quality of life, including (but not limited to):*

- *Replacing poor design with better design;*
- *Improving the conditions in which people live, work, travel and take leisure;*
and
- *Widening the choice of high quality homes".*

The Core Principles of the NPPF are found in **paragraph 17** which advises that within the overarching roles that the planning system ought to play, a set of core land-use planning principles should underpin both plan-making and decision-taking. Of these 12 principles, are that planning should amongst other matters, *"proactively drive and support sustainable economic development to deliver the homes, business and industrial units, infrastructure and thriving local places that the country needs... taking account of the needs of the residential and business communities."*

Also in **paragraph 17**, one of these core principles states that planning should also *"always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings."*

Paragraph 20 states that to help achieve economic growth, local planning authorities should plan proactively to meet the development needs of business and support an economy fit for the 21st century.

Paragraph 56 confirms that the Government attaches great importance to the design of the built environment. Good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people.

Furthermore, **paragraph 57** states that it is important to plan positively for the achievement of high quality and inclusive design for all development, including individual buildings.

Paragraph 60 adds that planning policies and decisions should not attempt to impose architectural styles or particular tastes and they should not stifle innovation, originality or initiative through unsubstantiated requirements to conform to certain development forms or styles. It is, however, proper to seek to promote or reinforce local distinctiveness.

Section 12 of the NPPF provides guidance in relation to conserving and enhancing the historic environment. **Paragraph 128** confirms that in determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected. The paragraph further adds that explains that the level of detail required need not be exhaustive and that it should be proportionate to the asset's importance and no more than is sufficient to understand the potential impact of the proposal in question on the significance of the heritage asset in question.

Paragraph 131 states that *"in determining planning applications, local planning authorities should take account of:*

- the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;*
- the positive contribution that conservation of heritage assets can make to sustainable communities including their economic viability; and*
- the desirability of new development making a positive contribution to local character and distinctiveness".*

Paragraph 187 advises that local planning authorities should look for solutions rather than problems, and decision-takers at every level should seek to approve applications for sustainable development where possible. Local planning authorities should work proactively with applicants to secure developments that improve the economic, social and environmental conditions of the area.

(b) Local Planning Policy

In terms of the local planning policy, Camden Council adopted their Core Strategy in 2010, which sets out the key elements of their vision for the borough and is a central part of their Local Development Framework. Alongside the Core Strategy, Camden adopted Development

Policies, which set out detailed planning criteria that are used to determine applications in the borough.

Policy CS14 seeks to promote high quality places and to conserve the heritage of the borough. The policy states that the Council will ensure that Camden's places and buildings are attractive, safe and easy to use by:

- a) "requiring development of the highest standard of design that respects local context and character;*
- b) b) preserving and enhancing 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;*
- c) promoting high quality landscaping and works to streets and public spaces;*
- d) seeking the highest standards of access in all buildings and places and requiring schemes to be designed to be inclusive and accessible;*
- e) protecting important views of St Paul's Cathedral and the Palace of Westminster from sites inside and outside the borough and protecting important local views."*

Policy DP24 aims to secure high quality design and will expect developments to consider:

- a) "character, setting, context and the form and scale of neighbouring buildings;*
- b) the character and proportions of the existing building, where alterations and extensions are proposed;*
- c) the quality of materials to be used;*
- d) the provision of visually interesting frontages at street level;*
- e) the appropriate location for building services equipment;*
- f) existing natural features, such as topography and trees;*
- g) the provision of appropriate hard and soft landscaping including boundary treatments;*
- h) the provision of appropriate amenity space; and*
- i) accessibility."*

Policy DP25 aims is to maintain the character of conservation areas; and the Council will:

- a) "take account of conservation area statements, appraisals and management plans when assessing applications within conservation areas;*
- b) only permit development within conservation areas that preserves and enhances the character and appearance of the area;*
- c) prevent the total or substantial demolition of an unlisted building that makes a positive contribution to the character or appearance of a conservation area where this harms the character or appearance of the conservation area, unless exceptional circumstances are shown that outweigh the case for retention;*
- d) not permit development outside of a conservation area that causes harm to the character and appearance of that conservation area; and*

- e) preserve trees and garden spaces which contribute to the character of a conservation area and which provide a setting for Camden's architectural heritage."*

Camden Planning Guidance 1 (Design) (CPG1) was adopted in 2011, and updated in September 2013. This guidance seeks to support the policies in the Council's Core Strategy and Development Policies - and forms a Supplementary Planning Document (SPD).

Section 3 of CPG1 relates to heritage and states that Camden has rich architectural heritage and that there is a responsibility for the Council to preserve, and where possible, enhance these areas and buildings.

Section 4 of CPG1 relates to extensions and alterations, stating that these should take into account the character and design of the property and its surroundings; and windows, doors and materials should complement the existing building.

Section 5 of CPG1 specifically concerns roofs, and states that roof extensions fall into two categories: alterations to the overall roof form; and smaller alterations within the existing roof form, such as balconies and terraces. When a roof extension or alteration is proposed, the main considerations are:

- The scale and visual prominence;
- The effect on the established townscape and architectural style;
- The effect on neighbouring properties.

Paragraph 5.7 states that *"additional storeys and roof alterations are likely to be acceptable where:*

- *There is an established form of roof addition or alteration to a terrace or group of similar buildings and where continuing the pattern of development would help to re-unite a group of buildings and townscape;*
- *Alterations are architecturally sympathetic to the age and character of the building and retain the overall integrity of the roof form;*
- *There are a variety of additions or alterations to roofs which create an established pattern and where further development of a similar form would not cause additional harm."*

Paragraph 5.8 states *"... 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 extension, even when a proposal involved adding to the whole terrace or group as co-ordinated design;*
- *Buildings or terraces which already have an additional storey or mansard;*

- *Buildings already higher than neighbouring properties where an additional storey would add significantly to the bulk or unbalance the architectural composition;*
- *Buildings or terraces which have a roof line that is exposed to important London-wide and local views from public places;*
- *Buildings whose roof construction or form are unsuitable for roof additions such as shallow pitched roofs with eaves;*
- *The building is designed as a complete composition where its architectural style would be undermined by any addition at roof level;*
- *Buildings are part of a group where differing heights add visual interest and where a roof extension would detract from this variety of form;*
- *Where the scale and proportions of the building be overwhelmed by additional extension."*

Paragraph 5.9 advises, *"materials, such as clay tiles, slate, lead or copper that visually blend with existing materials, are preferred for roof alterations and repairs."*

Paragraph 5.14 and 5.15 relate specifically to mansard roofs and advises that these are a traditional means of terminating a building without adding a highly visible roof and are often a historically appropriate solution for traditional townscapes.

Paragraphs 5.17 and 5.18 provide further detailed guidance on mansard roof extensions.

6. Conservation Area Context

(a) Background

Charlotte Street Conservation Area Appraisal states that the area was developed speculatively as a primarily residential area in a relative short period of time (1750-1770). During the 18th and 19th centuries the area declined in popularity as a residential suburb for the wealthy and became more mixed, attracting artists, craftsmen and immigrant communities from Europe who established businesses. Shops and public houses were developed or inserted into older buildings and a mix of residential uses, cafes and small businesses established at ground level.

(b) Roof Level Guidance

As part of the appraisal, the management plan acknowledges that some alterations and extensions can have a detrimental impact on the character and appearance of the area. One of these is: - *'inappropriate roof level extensions – particularly where these interrupt the consistency of a uniform terrace or the prevailing scale and character of a block, are overly prominent in the street.'*

7. Planning Considerations

The proposed development scheme has been designed and developed with care and attention to detail with regards to the existing building, surrounding area, and conservation area designation. This statement fully assesses and details the key considerations in the submitted application.

- **Use:**

The proposal does not involve any change of use.

- **Conservation & Design Matters:**

The proposed development scheme seeks to repair and upgrade the existing roof that is in a poor condition and in desperate need of investment and attention. The scheme proposal has been informed and designed with careful consideration and regard to the local context and conversation area. *(Please see Appendix 1 and 2 for photographs of the existing roof, surrounding area and conservation area context).*

Where Charlotte Street and Tottenham Street intersect, the four buildings on each corner have a direct relationship. The NHS building and the modern block diagonally opposite are both approximately 4/6 storeys and are of a modern design. Diagonally opposite No.64 is No.69 Charlotte Street, which is a building of a similar design and character to No. 64, which also adjoins a small terrace of townhouses.

No. 69 Charlotte Street was granted planning permission for a mansard roof extension. Importantly, the officer's report stated: *'It is considered by the Conservation Officer that the application property appears visually separate from the adjoining terraces and is considered to be different enough to be seen as individual building for which a traditional mansard roof extension would not feel out of place. As such, it is considered that the principle of a roof extension on this building would be acceptable.'* No. 64 can be seen in the same conditions, and can be considered an individual building with no relationship with the adjoining terraces when considering a mansard roof extension. Therefore, a roof extension that is of the same height, and is not visible to the streetscene, can be considered acceptable.

Furthermore, as previously identified, the Inspector when allowing the appeal and approving a mansard roof extension at No. 81 Charlotte Street and Tottenham Mews stated:

'A number of properties in Tottenham Mews have mansard roof extensions, including Nos. 8, 10 and 12, and the alteration to No 6 would fit into this pattern of development and add to the positive variety of architectural style within the street. There would be no appreciable impact beyond the Mews, but mansard roof extensions are apparent throughout the Area and, indeed, the Council find that proposed at No 81 Charlotte Street to be acceptable.'

The replacement roof has been sufficiently setback from the parapet and reduced in height and will not be visible from Charlotte Street - especially given the tight knit grain of the street pattern. As the replacement roof will not be visible, it will not interrupt the consistency of the terrace, which is made up of taller modern buildings between 74 - 78 Charlotte Street at one end and the application site at the other end - on the corner opposite modern building blocks and a similar building with consent for a mansard roof extension.

The proposed replacement roof is wholly appropriate and conforms with the relevant design and conservation policies, and Camden Planning Guidance 1 which states that mansard roof extensions are often the most appropriate form of extension for a Georgian or Victorian dwelling with a raised parapet wall and low roof structure behind. In accordance with this guidance, the replacement roof proposes slate tiles to replace and match the existing roof and will therefore respect the host building and preserve the character of the conservation area.

- **Impact on Neighbours:**

The proposal will have no adverse impact on neighbouring properties.

8. Conclusions

This Planning, Design and Access Statement has been prepared in support of the proposed replacement of the existing roof with a new mansard roof to no. 64 Charlotte Street and no. 32 Tottenham Street.

The proposed replacement of the roof is a straightforward maintenance and repair scheme to address a part of the building where significant investment and attention is required, ahead of the building being upgraded through planning permission (2012/3537/P).

The replacement roof has been well-designed to preserve the character and appearance of the Charlotte Street Conservation Area. The replacement roof will not be visible from the street or any other public vantage point. The scheme proposes high quality materials to match the building's character and the existing roof that is to be replaced.

Taking into account this assessment and all relevant planning and conservation related matters, we consider that there are sound planning and conservation reasons to support this scheme.

We trust that these development proposals and the private investment that they represent will be supported by your Officers – and that planning permission will be granted in due course.