

<b>Delegated Report</b>		<b>Analysis sheet</b>		<b>Expiry Date:</b>		09/03/2017	
		N/A / attached		<b>Consultation Expiry Date:</b>		17/02/2017	
<b>Officer</b>				<b>Application Number(s)</b>			
Robert Lester				2016/6808/P			
<b>Application Address</b>				<b>Drawing Numbers</b>			
205-207 Queen's Crescent London NW5 4DP				EH01OS, EH01BP, EH03, EH03a, EH04, EH05, EH06, EH07, EH08, EH09, EH10, EH11, EH12, EH13, EH14, Design & Access Statement 4D, Daylight & Sunlight Report Syntegra, Eco Cycle Rack Specification.			
<b>PO 3/4</b>	<b>Area Team Signature</b>	<b>C&amp;UD</b>	<b>Authorised Officer Signature</b>				
<b>Proposal(s)</b>							
Mansard roof extension to provide additional HMO accommodation and the provision of cycle storage in the front lightwell							
<b>Recommendation(s):</b>		Refuse planning permission					
<b>Application Type:</b>		Full Planning Permission					
<b>Conditions or Reasons for Refusal:</b>		Refer to Decision Notice					
<b>Informatives:</b>							
<b>Consultations</b>							
<b>Adjoining Occupiers:</b>		No. notified	00	No. of responses	00	No. of objections	00
				No. electronic	00		
<b>Summary of consultation responses:</b>		A site notice was erected on the 27/01/2017 – 17/02/2017.  No responses were received.					
<b>CAAC/Local groups* comments:</b> *Please Specify		N/A					

## **Site Description**

The site is located on the north side of Queen's Crescent, Kentish Town and contains a three storey building in use as HMO accommodation. This site is located on the short section of Queen's Crescent between Grafton Road to the west and Gillies Street to the east.

The three storey building on the site is arranged over basement, ground and first floor levels. This rendered building has a parapet with butterfly roof form and a two storey rear outrigger. The building is set back from the street behind a low wall with railings and has steps to access the upper ground floor level. Refuse and cycle storage is provided in the existing front lightwell areas.

The site is located directly to the east of the three storey residential properties at 186-194 Grafton Road. The site is also located to the south and west of Carlton Primary School and the associated playground area which has high boundary treatment facing Queen's Crescent. The main school building is also a locally listed building. There is a pair of dwellings at 106-108 Queen's Crescent opposite the site on the south side of Queen's Crescent.

The site is not located within a conservation area and contains no listed buildings.

## **Relevant History**

8401592 - Rehabilitation of existing building (including replacing existing back addition with a new two storey extension) to provide a women's hostel with eight bedsitting rooms group facilities and staff accommodation - Granted - 28/11/1984.

33696 - The use as an Intermediate Treatment Centre – Granted - 01/04/1982.

## **Relevant policies**

### **National Planning Framework (2012)**

### **The London Plan (2016)**

### **LDF Core Strategy and Development Policies (2010)**

CS1 Distribution of growth  
CS4 Areas of more limited change  
CS5 Managing the impact of growth and development  
CS6 Providing quality homes  
CS11 Promoting sustainable and efficient travel  
CS13 Tackling climate change through promoting higher environmental standards  
CS14 Promoting high quality places and conserving our heritage  
CS17 Making Camden a safer place  
CS18 Dealing with our waste and encouraging recycling  
CS19 Delivering and monitoring the Core Strategy

DP2 Making full use of Camden's capacity for housing  
DP9 Student housing, bedsits and other housing with shared facilities  
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  
DP20 Movement of goods and materials  
DP21 Development connecting to the highway network  
DP22 Promoting sustainable design and construction  
DP24 Securing high quality design  
DP26 Managing the impact of development on occupiers and neighbours  
DP28 Noise and Vibration

### **Camden Local Plan 2016 Submission Draft**

The emerging Local Plan is reaching the final stages of its public examination. Consultation on proposed modifications to the Submission Draft Local Plan began on 30 January and ends on 13 March 2017. The modifications have been proposed in response to Inspector's comments during the examination and seek to ensure that the Inspector can find the plan 'sound' subject to the modifications being made to the Plan. The Local Plan at this stage is a material consideration in decision making, but pending publication of the Inspector's report into the examination only has limited weight.

H1 Maximising housing supply

H6 Housing choice and mix

H10 Housing with shared facilities ('houses in multiple occupation')

C5 Safety and security

C6 Access for all

A1 Managing the impact of development

D1 Design

CC1 Climate change mitigation

CC2 Adapting to climate change

T1 Prioritising walking, cycling and public transport

T2 Parking and car-free development

T3 Transport infrastructure

T4 Sustainable movement of goods and materials

DM1 Delivery and monitoring

### **Camden Planning Guidance**

CPG1 (Design) sections 2, 4 & 5.

CPG2 (Housing) sections 1, 3 & 5.

CPG3 (Sustainability) sections 1 & 8.

CPG6 (Amenity) sections 6 & 7.

CPG7 (Transport) sections 1 & 9.

CPG8 (Planning obligations) sections 1, 7 & 10.

## **Assessment**

### Proposal

The development is for a mansard roof extension to provide additional HMO accommodation and the provision of cycle storage in the front lightwell.

The existing building has a traditional butterfly pitched roof set behind a parapet. The proposed mansard extension would have a traditional design; it would measure 2.7 m height with a 70 degree front and rear pitch, a horizontal parapet at the front with conservation-style timber box sash dormer windows to match the existing, a butterfly roof profile and rooflights to the rear, a slate finish with brick built side-parapets.

The existing front lightwell areas located either side of the raised staircase are set below street level and contain existing uncovered cycle parking. Two cycle shelters are proposed in the front lightwells which would be metal framed/plastic structures with an arched roof with a width/depth/ height of 2 m.

The development would provide 3 additional HMO bedrooms a kitchen and bathroom in the new second floor level.

### Background

This development obtained pre-application advice ref: 2016/1358/PRE dated 18<sup>th</sup> April 2016

(attached) which advised that the proposed mansard extension would have a detrimental impact on the character and appearance of the host building and the wider area and have a detrimental impact on the visual and residential amenities of the residential properties to the west on Grafton Road.

### Principle of Development

The development would provide additional HMO accommodation on this site in accordance with Core Strategy Policy CS6 and Development Policy DP9 which set out the Council's approach to housing with shared facilities such as HMOs. The principle of providing additional HMO accommodation at the application site is considered to be acceptable

### Design and Visual Impact

Policy DP24 states that the Council will require all developments, including alterations and extensions to be of the highest standard of design and respect character, setting, form and scale of the neighbouring properties and character and proportions of the existing building.

The Council's CPG1 design guidance states that the Council will seek to ensure that roof alterations are sympathetic and do not harm the character and appearance of buildings or the wider townscape in the borough.

Paragraph 5.7 of CPG 1 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;

Paragraph 5.8 of CPG1 states that 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;
- Where the scale and proportions of the building would be overwhelmed by additional extension.

The site contains a stand-alone building which is located on the north side of Queen's Crescent between the rear of properties at 186-194 Grafton Road and the playground to Carlton Primary School. This site is located on the short section of Queen's Crescent between Grafton Road to the west and Gillies Street to the east. The only other Queen's Crescent properties on this section are the pair of two storey dwellings at 106-108 Queen's Crescent opposite the site which were granted permission in 1987-1989. The three storey flank elevations of 184 and 186 Grafton Road with adjoining rear projections frame the junction with Grafton Road to the west of the site. The three storey flank elevation of 17 Gillies Street also abuts the south side of Queen's Crescent to the east of the site.

The building on the site sits alone in the street scene and is not viewed as part of a wider group of buildings. The adjacent buildings on Grafton Road are taller buildings as they are located on a main road. The application site is on a secondary street, where it is normal for buildings to be lower in height and subservient in character to those buildings on the main street. The dwellings at 106-108 Queen's Crescent opposite the site, which are the only other properties in this short section of Queen's Crescent, are also lower in height and which also appear subservient to the buildings on

Grafton Road.

The proposed mansard extension would not comply with paragraph 5.7 of CPG 1 guidance as there is not an established form of roof addition or alteration and the development would not help to re-unite a group of buildings and townscape. The extension would also fail to comply with paragraph 5.8 of CPG1 guidance as the building has a roof line that is unimpaired by alterations or extensions and would therefore result in an adverse effect on the appearance of the building in the surrounding street scene.

The character of this short eastern section of Queen's Crescent is as a secondary street between larger properties on Grafton Road and Gillies Street. The proposed mansard extension would result in the building appearing out of scale with 106 and 108 Queen's Crescent on the opposite side of the road, which as stated above are also lower in height and which also appear subservient to the buildings on Grafton Road. In this context the proposed mansard extension would also appear visually incongruous with the adjacent terrace at 186-196 Grafton Road which are presently larger buildings on a main street which do have roof extensions. In fact, mansard extensions are not characteristic of the immediate area as the adjacent terrace to the south at 162-184 Queen's Crescent also have no mansard additions.

Overall, therefore the proposed mansard extension is considered to be contrary to CPG1 and the mansard extension would therefore result in an adverse effect on the appearance of the building and streetscene.

The applicant has submitted examples of other mansard extensions in the design and access statement which have been reviewed and are not comparable to the application in light of their individual site/application circumstances in relation to CPG1 as set out below.

In relation to the examples of other mansard extensions in the submitted design and access statement. The mansards at 76 Fleet Road (2016/0358/P), 159 Queens Crescent (2015/5116/P), 139-141 Queens Crescent (2015/1801/P), 149a Queens Crescent (2013/2341/P) and 147 Queens Crescent (2012/4538/P) all form part of terraces where mansard extensions were already present on neighbouring properties (part of the established character of the terrace) and are therefore these are not considered to be comparable to this scheme. The Mamelon Tower at 149 Grafton Road (2015/1211/P) was already a higher building on a corner of a main street and the proposed mansard was low level angled behind the parapets and is not considered to be comparable to the lower building or site context on this application site.

The lightwell areas at the front of the property presently contain low level Sheffield cycle bars and refuse storage. The lightwell areas are a traditional element of the setting of the Victorian building. The proposed eco-cycle shelters due to their height, scale and design would be highly visible elements in the streetscene, would visually clutter the front lightwells and would detract from the character of this residential building contrary to policy DP24.

#### Amenity Impact

Policy DP26 states that development should protect the quality of life of occupiers and neighbours by only granting permission for development that does not cause harm to amenity in terms of privacy and overlooking, overshadowing and outlook, sunlight and daylight, noise and vibration, odour, fumes and dust and microclimate.

The western flank elevation of the building on the site is located 6 metres from the rear elevation of the properties at 186-188 Grafton Road at first/second floor level. The proposed mansard extension would increase the height, scale and bulk of the building and considering the proximity of the rear of these properties it is considered that it would cause a loss of outlook and an increased sense of enclosure to the buildings on Grafton Road to the detriment of the residential amenity of the occupants. This is particularly when viewed from the lower, rear-facing windows, which already have

a relatively poor and limited outlook due to the flank wall of the application building.

The submitted Daylight and Sunlight assessment demonstrates that the development would not result in a material loss of daylight or sunlight to neighbouring properties. The exception to this is the bedroom window S16 at 192 Grafton Road which would experience a 32% loss in annual sunlight. However the case made in the submitted Daylight and Sunlight assessment that this window already receives very poor sunlight, is a less critical room (bedroom) and archives VSC daylight levels is accepted on the planning balance

The new rear-facing windows in the proposed rear extension may give rise to overlooking to the rear gardens of the properties along Grafton Road; although the level of overlooking is not likely to be significantly worse than the existing situation and the views would be at an angle rather than direct, which is considered acceptable. The new rear-facing windows may also cause overlooking to the school grounds; however, the level of overlooking would not be significantly worse than the level of overlooking from other properties surrounding the school.

### HMO Standards

The development complies with the Council's HMO quality standards including the minimum room sizes and kitchen design.

### Transport Issues

#### *Car parking*

In accordance with Development Policy DP18 and Policy T2 of the emerging Local Plan, all 15 of the bedsits should be designated as being car free (i.e. the future occupants will be unable to obtain on-street parking permits from the Council). This arrangement could be secured by Section 106 Agreement if the development was otherwise acceptable.

#### *Cycle parking*

DP18 requires development to sufficiently provide for the needs of cyclists. The Council is presently applying the most up-to-date cycle parking standards as set out in the London Plan (2016). The development would provide 12 cycle parking spaces in accordance with these standards. However, the design of the cycle storage shelters is not acceptable as set out above.

#### *Construction Management Plan*

Camden LDF Development Policy DP20 states that Construction Management Plans should be secured to demonstrate how a development will minimise impacts from the movement of goods and materials during the construction process (including any demolition works). Camden Development Policy DP21 relates to how a development is connected to the highway network. For some developments this may require control over how the development is implemented (including demolition and construction) through a Construction Management Plan (CMP).

Construction traffic flows to and from the site are likely to be fairly low, however due to the proximity of the site adjacent to a school and the sensitive nature of the local streets, a CMP must be secured. The primary concern is public safety but we also need to ensure that construction traffic does not create (or add to existing) traffic congestion in the local area. The proposal is also likely to lead to a variety of amenity issues for local people (e.g. noise, vibration, air quality, temporary loss of parking, etc.). The Council needs to ensure that the development can be implemented without being detrimental to amenity or the safe and efficient operation of the highway network in the local area. This arrangement could have been secured by Section 106 Agreement had the development otherwise been acceptable.

## Conclusion

- The proposed mansard would result in an adverse effect on the appearance of the building and streetscene and would cause an amenity impact by reason of a loss of outlook and an increased sense of enclosure to the buildings on Grafton Road contrary to policies CS14, DP24 and CPG1.
- The proposed cycle storage would be visually intrusive and incongruous in the front light well area contrary to policies CS14, DP24 and CPG1.
- In the absence of a legal agreement to secure the implementation of the Construction Management Plan and associated financial contribution, the development would contribute unacceptably to traffic disruption and dangerous situations for pedestrians and other road users and be detrimental to the amenities of the area contrary to policies CS5, CS11, CS19, DP16, DP20, DP26, DP28, DP32, CPG4 and CPG7.
- In the absence of a legal agreement to secure car free housing in this highly accessible Central London location, the development would fail to encourage car free lifestyles, promote sustainable ways of travelling, help to reduce the impact of traffic and would increase the demand for on-street parking in the CPZ contrary to policies CS11, CS19, DP18, DP19 and CPG7.