

Planning Appeal

**205-207 Queen's Crescent
London, NW5 4DP**

London Borough of Camden

Appeal by

Tortuga Investments Limited

STATEMENT OF CASE

March 2017

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1. INTRODUCTION

- 1.1 This Statement of Case has been prepared on behalf of Tortuga Investments Ltd. (the appellant) against London Borough of Camden (the Council) against the decision of the Council to refuse planning permission for the redevelopment of 205-207 Queen's Crescent (the Site) dated 6 March 2017 (LPA ref: 2016/6808/P).
- 1.2 A planning application for a mansard roof extension to provide additional residential accommodation (for a House in Multiple Occupation), with cycle storage and was registered under application reference 2016/6808/P on 12 January 2017. The decision notice of refusal was issued on 6 March 2017.
- 1.3 The appellant sought pre-application advice for a similar form of development on 17 March 2017 (Appendix 1). The advice confirmed that the principle of additional residential accommodation for a House in Multiple Occupation (HMO) was accepted. However, the officer expressed concern at the addition of a mansard roof on grounds that it would fail to meet the design guidance relating to mansard roofs, may result in the loss of sunlight and a sense of enclosure to the properties on Grafton Road.
- 1.4 The advice also expressed concerns regarding a proposed rear extension. Officers advised that the proposed rear extension would fail to be subordinate to the 'host' building and thus over-dominant. The appeal proposals omitted any further extensions beyond the mansard proposed.
- 1.5 In the subsequent planning submission to which this appeal relates, the application was accompanied by a Daylight and Sunlight Assessment which considered the effect of the proposed development upon the occupiers of the relevant addresses on Grafton Road. The submission also included a justification for the proposed mansard given the site's local context and the full compliance of the proposals with the Council's guidance set out in Camden's Planning Guidance Design, July 2015: Roofs, terraces and balconies.
- 1.6 The appellant received advice from officers that the existing and additional cycle storage located in the light-wells at the front of the site should be covered. The appellant duly complied with the Council's request and proposed two cycle shelters. The Council subsequently concluded that these would fail to comply with adopted design policies and formed fifth reason for refusal.

- 1.7 The shelters are capable of being removed from the proposed plans without compromising the principal elements of the appeal scheme. This matter is addressed further at Section 6.
- 1.8 The key issue for consideration principally relates to the acceptability of the mansard roof in terms of the principle of this form of development, detailed design and amenity. This statement sets out the merits of the scheme, demonstrating its acceptability in accordance with the Development Plan. This statement is supplemented by a Heritage Assessment prepared by WYG (Appendix 2)
- 1.9 This Statement of Case set out as following:
- Section 2 describes the site and surrounding area;
 - Section 3 describes scheme;
 - Section 4 sets out the planning history of the site;
 - Section 5 sets out the relevant Development Plan policies;
 - Section 6 sets out reasons for refusal and appellants argument; and
 - Section 7 sets out the appellant's conclusion.

2. THE SITE AND SURROUNDING AREA

- 2.1 The Site is located on the northern side of Queen's Crescent the site is not the subject of any planning policy designations and nor does it form the setting of a heritage asset. The site is not the subject of an Article 4 Direction, nor is it Locally Listed.
- 2.2 The site is located within a predominantly residential area which is characterised by both flats and single family dwelling houses. The site's immediate context is three storey buildings, which are greater in scale than the site. The site is located to the rear of a terrace of three storey houses on Grafton Road which have been sub-divided into flats. To the rear of the site itself lies a three storey primary school. To the east of the site is Gillies Street a residential street comprising three storey terraced houses.
- 2.3 34 metres from the site on the western junction of Queen's Crescent and Grafton Road, is the former Mamelon Tower a three storey public house. The former public house is currently under construction for the creation of 5 self-contained flats, a side extension and a mansard roof. Planning permission was granted on 3 May 2016 (Ref: 2015/1211/P).
- 2.4 The wider area is mixed in character comprising a range of uses that are typical of inner London. This includes a mix of commercial uses, varying ages of housing stock, including local authority housing, local retail and community uses.
- 2.5 205-207 Queen's Crescent itself was originally constructed as a pair of houses. It is now in sui generis use as an HMO occupied by students. The internal layout is arranged to provide single [study] bedrooms with communal bathrooms and kitchens on each floor. The site was purchased from the London Borough of Camden and previously operated as temporary accommodation in the form of a hostel.
- 2.6 The site is three storeys in height, a ground and first floors over a basement. The building is now a single unit with a rear pitched closet wing extension unifying the units. The extension occupies the central part of the rear elevation. Its roof level terminates below the original roof pitch.

3. THE SCHEME

- 3.1 The description of development as detailed within the Council's decision notice is as follows:

'Mansard roof extension to provide additional HMO accommodation and the provision of cycle storage in the front lightwell.'

- 3.2 This proposal seeks to increase the amount of accommodation by an additional three bedrooms, a kitchen and bathroom within the proposed roof extension. Cycle storage for 15 bedrooms is already provided in the front lightwells. The application includes a shelter for the existing stands proposed at the Council's request. This issue is dealt with in section 6 (Reason for refusal 5).

- 3.3 The Council has confirmed in its delegated report (Appendix 3) that the principle of increasing the accommodation on the site is entirely acceptable and the quantum and the design of the accommodation proposed accords with standards set out in the Council's Development Management Policy, DP9 'Student housing, bedsits and other housing with shared facilities'. The Council recognises the need to ensure that there is a supply of a range of types of accommodation, which includes students.

- 3.4 Camden's borough profile, June 2016 at Appendix 3 confirms the borough's status as the London borough with the highest student population. Camden is home to 25,300 higher education students owing to the number of higher education institutions located in the borough. As a result there is a pressing need for student accommodation in the borough.

- 3.5 However, the application was refused for five reasons by officers' delegated authority on 6 March 2017. These reasons relate to:

1. The height bulk and massing of the proposed mansard roof extension;
2. The unacceptable relationship of the mansard roof extension with the dwellings at 186-190 Grafton Road and the resulting sense of enclosure;
3. The absence of a legal agreement to secure a car-free development;
4. The absence of a legal agreement to secure a Construction Management Plan; and

5. The detrimental effect of the cycle storage to the character and appearance of the building and the streetscene.

3.6 A copy of the decision notice is at Appendix 4.

4. PLANNING HISTORY

The Site

- 4.1 A complete list of the planning records for 205-207 Queen's Crescent are listed in table 1 below:

| Property | Application Number | Description of Development | Decision and Date |
|--------------------------|--------------------|---|---------------------|
| 205-207 Queen's Crescent | 33696 | Use of the premises as an Intermediate Treatment Centre | Approved 1/04/1982 |
| 205-207 Queen's Crescent | 8401592 | Refurbishment of the existing building (including replacing the existing rear addition with a two storey extension) to provide a women's hostel comprising 8no. bedsitting rooms, group facilities and staff accommodation. | Approved 28/11/1984 |

Table 1: Appeal site planning history

Neighbouring Properties

- 4.2 The Council has granted planning permission for mansard roofs within the general vicinity of 205-207 Queen's Crescent, notably to the south-west towards Belsize Park. These have typically been approved on terraces that have already experienced mansard roof development.
- 4.3 However, the Council has recently granted planning permission for a mansard roof extension a short distance from the site at the former Mamelon Tower Public House. This permission bares a similarity to the appeal proposals, insofar as the Mamelon Tower does not form part of a terrace, it has a roof line that is uninterrupted, which is unimpaired by alterations or extensions. It is therefore of relevance that the Council did not consider these aspects of the existing building should preclude the development of a mansard roof, as it has in the case of the appeal site.

5. DEVELOPMENT PLAN POLICIES

The Development Plan

5.1 This Section outlines the relevant planning policy context which will be considered in the determination of the application proposals. Section 5 assesses the application proposal against the Development Plan Documents (DPD) which currently comprise the London Plan (as amended 2016) and the Camden Development Plan, which comprises:

- Core Strategy DPD (November 2010).
- Development Policies DPD (November 2010).
- Camden Planning Guidance Design (June 2015)

Emerging Planning Policy

5.2 The Council published its Local Plan Submission Draft in February 2016. The Local Plan has subsequently been the subject of an Examination in Public (October 2016). The Council has recently published modifications to the plan which were the subject of public consultation until 13 March 2017.

National Planning Policy

National Planning Policy Framework 2012

5.3 In March 2012, the National Planning Policy Framework (NPPF) was published by the Department of Communities and Local Government. The NPPF sets out the Government's economic, environmental, and social planning policies for England; it states that the purpose of the planning system is to contribute to the achievement of sustainable development. In terms of development management, the NPPF advises that the primary objective of development management is to foster the delivery of sustainable development, not to hinder or prevent development.

5.4 The overarching national planning policy theme evident from the NPPF is a presumption in favour of sustainable development, which the Government has advised should be at the heart of the planning system and, which should be seen as a "golden thread" running through both plan making and decision taking.

- 5.5 Paragraph 49 of the NPPF states that housing applications should be considered in the context of the presumption in favour of sustainable development.

Regional Planning Policy

London Plan 2016

- 5.6 The London Plan (as amended 2016) provides the strategic policy context for all of London and seeks to provide an integrated framework for its development to 2031.
- 5.7 The Mayor's strategic policies aim to provide more homes, promote opportunity and provide a choice of homes for all Londoners that meet their needs at a price they can afford.
- 5.8 There is a recognised need for all housing types and Policy 3.3 of the London Plan seeks to increase housing supply. Policy 3.4 seeks to optimise housing potential and Policy 3.5 seeks housing developments to be of the highest quality.
- 5.9 Paragraph 3.13 and Policy 3.3 of the London Plan recognise the '*desperate need for more homes in London*' and sets an annual housing target for Barnet to deliver 2,349 net new homes per year.
- 5.10 Policy 3.4 of the London Plan identifies the need to ensure optimising housing delivery takes into account local context and character and public transport capacity. The policy set a density threshold matrix which considers all the factors in relation to a site's context as a guide for appropriate residential development capacities.

Local Planning Policy

Camden Core Strategy Development Plan Document (2010)

- 5.11 The Core Strategy provides strategic policies for the borough up until 2025. The relevant policies contained within the Core Strategy DPD are considered to be:
- CS6 Providing Quality Homes
 - CS14 Promoting high quality places and conserving our heritage

Camden Development Management Policies DPD (2010)

- 5.12 The Development Management Policies DPD provides detailed policies in line with the strategic policies of the Core Strategy against which planning applications are determined.
- 5.13 The relevant policies contained within the Development Management Policies DPD are considered to include:
- DP2 Making full use of Camden's capacity for housing
 - DP9 Student housing, bedsits and other housing with shared facilities
 - DP24 Securing high quality design
 - DP26 Managing the impact of development on occupiers and neighbours

Supplementary Planning Guidance

- 5.14 Camden Planning Guidance 1 (Design), 5 (Amenity) and 10 (Planning obligations) are also relevant.

Emerging Local Plan, 2016

- 5.15 There are no emerging local plan policies that are of additional relevance to this appeal beyond the relevant adopted planning policies referenced.

6. MERITS OF THE APPEAL

- 6.1 This section sets out the appellant's case, including the merits of the proposal and addresses the Council's reasons for refusal in order to demonstrate that the proposals are in accordance with the development plan.

Principle of Development

- 6.2 The proposal would result in an additional 3 [study] bedrooms with a communal kitchen and bathroom. The proposals would create a 15 bedroom HMO which is configured currently to serve the student population. The proposal would also result in the required uplift of cycle storage spaces.
- 6.3 Policy DP9 recognises the important contribution that HMO accommodation can make to the borough's housing stock, to this end this type of residential accommodation is protected by the policy. The loss of HMO accommodation is consequentially only allowed in certain circumstances.
- 6.4 The demand for student accommodation remains high as acknowledged by the Council in a recent publication of the profile of the borough (Appendix 4) which identifies Camden as having the highest student population in London owing to the number of higher education institutions located within the borough.
- 6.5 It is accepted by officers in the delegated report that the principle of additional HMO accommodation is accepted.
- 6.6 The proposed development seeks to optimise the capacity of the site without resulting in over-development, which could result in a detrimental impact upon the amenity of surrounding occupiers and the appearance of the building.
- 6.7 The proposed extension has been designed in accordance with the Council's detailed guidance for mansard roof extensions, as well as in the context of development plan policy.

Reasons for refusal

- 6.8 The Council's decision notice dated 6 March 2017 identified five reasons for refusal which will be addressed in turn.

Reason for refusal 1

'The proposed mansard roof extension by reason of its height, bulk and massing, would unbalance this building which has a roofline which is unimpaired by alterations or extension and would therefore be an incongruous, overbearing and dominant addition to the detriment of the character and appearance of the building and wider area contrary to Policy CS24 of the London Borough of Camden Local Development Framework Core Strategy, Policy DP24 of the London Borough of Camden Local Development Framework Development Policies, Policy D1 of the Camden Local Plan Submission Draft'

- 6.9 The thrust of this reason for refusal is that the existing building is unimpaired by any existing extensions and as such the height, bulk and massing of the proposed extension would have an unbalancing effect. This is in reference to paragraph 5.8 of Camden Planning Guidance Design.
- 6.10 Section 3.0 of the Heritage Assessment at Appendix 2 considers the proposals in the light of the scenarios whereby the extension or alteration of a building at roof level would be considered unacceptable set out in paragraph 5.8 of the Design Guidance. The assessment concludes that the proposed roof extension does not match any of the circumstances in which a roof extension might be considered unacceptable.
- 6.11 The roof is currently unaltered, but does not represent a run of unbroken valley roofs or form part of a wider composition. Its extension at roof level would not therefore have the effect of unbalancing the roof or a wider composition. Indeed the building sits in relative isolation with its immediate surroundings comprising the rear of the three storey terrace on Grafton Road and the three storey school to the rear. The addition of a mansard roof would present as a unifying feature of the now amalgamated site and would not unacceptably alter the visual appearance of the building in the context of its surroundings.
- 6.12 In the officers' delegated report reference is made to the site being situated on a secondary street and as such the proposed mansard roof would result in the building appearing out of scale with 106 and 108 Queen's Crescent, which lies immediately opposite the site. The officers conclude that the mansard roof would appear out of scale with 106-108. However, the site bears no architectural relationship with 106-108 Queen's Crescent a mid-twentieth century pair of semis. The addition of a mansard roof at the site would not have a detrimental effect upon appearance of the site in relation to 106-108 Queen's Crescent.

- 6.13 It is of note that the Council's exacting Design Guidance does not make reference to mansard roofs being unacceptable on secondary streets. Rather the final bullet of paragraph 5.8 makes reference only to roof extensions being unacceptable where the scale and proportion would be overwhelmed by additional extension.
- 6.14 Section 3 paragraph 3.0.17 of the Heritage Assessment addresses this point setting out that the scale of the extension has been designed in compliance and with reference to the Council's guidance for mansard roof extensions. The roof extension would clearly be subservient to the existing building and its surroundings.
- 6.15 The reason for refusal makes reference to the proposed extension being of detriment to the wider area. However, the immediate, and thus the wider area, is varied with no uniform building type or style. There are a number of architectural styles and scales that form the immediate context of the site. The Council has recognised this in its decision to grant planning permission for the mansard roof extension of the Mamelon Tower public house some 34 metres from the site.
- 6.16 In summary, the extension of the site at roof level does not meet any of the circumstances where such an extension could be deemed unacceptable. This is addressed in Section 3 of the Heritage Assessment. The proposed extension would be subservient to the existing building and improve its legibility as an amalgamated planning unit. Similarly, the extension of the site at roof level would not unbalance the existing relationship with its surroundings, which are varied and do not represent a uniform form of development.
- 6.17 Given the generous plot size of the site and the relatively low density of the part of Queen's Crescent in which the site is located, the roof will not have an over-bearing effect in the street scene, particularly 106-108 Queen's Crescent.
- 6.18 The proposed roof extension therefore meets the policy requirements of Policies CS14 'Promoting high quality places and conserving our heritage' and DP24 'Securing high quality design', as well as the guidance set out in Camden Planning Guidance: Design.

Reason for refusal 2

The proposed mansard extension by reason of its height and scale and relationship with adjacent dwellings would result in a loss of outlook and increased enclosure of the dwellings to the west at 186-190 Grafton Road to the detriment of the residential amenity of those neighbouring residents, contrary to

policy CS5 of the Camden Local Development Framework Core Strategy, Policy DP26 of the Camden Local Development Framework Development Policies, Policy A1 of the Camden Local Plan Submission Draft.

- 6.19 The application was accompanied by a Daylight and Sunlight Assessment, at the Council's request as part of their pre-application advice. The appellants duly submitted a full assessment of the proposals as part of the planning application. The assessment demonstrates that there will not be the unacceptable loss of daylight and sunlight to any potentially affected properties. The Council has not cited the loss of daylight or sunlight in the reason for refusal. The proposed development will not therefore have such a significant effect so as to cause quantifiable harm to residential amenity.
- 6.20 Similarly the proposed development would not result in an unacceptable level of overshadowing to 190-196, as the potentially affected amenity space as demonstrated by the overshadowing assessment. Similarly the Council has not identified overshadowing as a reason for refusal, the impact of which is also quantifiable.
- 6.21 The Council has however adduced harm to outlook and increased enclosure. The loss of outlook or increased sense of enclosure cannot be assessed by a quantitative measurement. However, there is a 6 metres separation between the site and the rear of 186-190 Grafton Road, which have been sub-divided into flats. The additional development would constitute a pitching mansard roof rather than a full additional storey, which in any event would only marginally reduce the outlook to the referenced properties.
- 6.22 The proposed mansard would have a lesser impact, resulting in a negligible loss of outlook, which is daylight above the existing roofline of the site. As noted the daylight assessment prepared as part of this planning application does not identify an unacceptable loss of light to any of the properties identified. Any affected outlook would be the marginal loss of a view of the skyline, which would not be unacceptable, particularly given the urban location of the site.
- 6.23 The proposal would not result in an appreciable sense of enclosure, and certainly not one that could be considered harmful. The windows in the rear elevation of 186-190 Grafton Road have an existing outlook onto the flank elevation of the site. The perception of the building will remain unchanged from within the rooms that overlook the site. Any increased perception of the proposed development would be insignificant.

- 6.24 In summary, the proposals would not result in an unacceptable loss of residential amenity to any adjacent occupiers. The Council accepts the findings of the Daylight and Sunlight assessment prepared and submitted as part of the planning application. The proposed roof extension would not result in an unacceptable sense of enclosure owing to the separation distance between the properties. Any loss of outlook would not be discernible given the relationship of the existing flank elevation with the properties on Grafton Road, indeed the proposed development would not be visible from most vantage points within 186, 188 and 190 Grafton Road.

Reason for refusal 3

The proposed development, in the absence of a legal agreement for car-free housing, would be likely to contribute unacceptably to parking stress and congestion in the surrounding area, would fail to encourage car free lifestyles, promote sustainable ways of travelling and help reduce the impact of traffic all contrary to Policies CS11 and CS19 of the London Borough of Camden Local Development Framework Core Strategy, Policies DP18 and DP19 of the London Borough of Camden Local Development Framework Policies, Policies T1 and T2 of the Camden Local Plan Submission Draft.

- 6.25 The creation of three [study] bedrooms will not contribute unacceptably to parking stress or congestion in the surrounding area. The Council did not require as part of the original permission the proposed development to be car-free. There is not therefore a legal agreement preventing car ownership for the existing use. The Council has not given any indication as to how restricting car ownership to only three study bedrooms could be implemented and monitored, given that the existing bedrooms are not the subject of this restriction.
- 6.26 The proposed development offers a policy compliant amount of cycle storage and is in a highly sustainable location, within walking distance of Kentish Town underground station and on a number of bus routes to central London. As a matter of fact the occupants tend not to have cars as many are overseas students and it is impractical owning a car in central London as a student. The proposed development therefore facilitates a car-free lifestyle, which the occupants of the site adopt in any event.

Reason for refusal 4

The proposed development in the absence of a legal agreement securing a Construction Management Plan would be likely to contribute unacceptably to traffic disruption, general highway and pedestrian safety and residential amenity contrary to Policies CS5, CS11 and CS19 of the London Borough of Camden Local Development Framework Core Strategy, Policies DP16, DP20, DP21, DP26, DP28, DP32 of the London Borough of Camden Local Development Framework Development Policies, Policies A1 and T4 of the Camden Local Plan Submission Draft.

- 6.27 Camden's development plan policy does not require a Construction Management Plan (CMP) to be prepared for a mansard roof extension. Camden Planning Guidance note regarding amenity (CPG 6) gives detailed guidance as to which circumstances the Council is likely to require a CMP. Section 8 of the guidance lists the circumstances which does not include roof extensions or other minor development, aside from basement excavation.
- 6.28 It is noted that the guidance does recognise that for small and constrained sites with access problems a CMP may be required. Queen's Crescent however is well connected to the highway network and the site is fully accessible. The site is neither constrained nor is its location likely to give rise to an unacceptable impact upon amenity during the course of construction.
- 6.29 The officers' delegated report cites proximity to the school as a reason for requiring a CMP. There are a large number of schools in the borough and the Council does not routinely require CMPs for development near a school. Indeed the proximity of development to schools is not identified as a circumstance in which the Council is likely to require a CMP.
- 6.30 The delegated report also makes reference to '*the sensitive nature of the local streets*' this is not substantiated. Indeed the site is in close proximity to a busy thoroughfare (Grafton Road) and Queen's Crescent (west) which is commercial in nature. There are some dwellings immediately opposite the site and Gilles Street is principally residential, however the Council's own guidance does not require a CMP in these circumstances. Should the guidance require a CMP for all development that is proximate to other dwellings, practically all development in the borough would need to be subject to a CMP.
- 6.31 The other circumstances in which a CMP may be required is when there have been objections regarding the potential impact of the development during the

course of construction. As a matter of fact there have not been any objections to the proposals on any grounds.

- 6.32 In the light of the Council's guidance it is not reasonable to require a CMP for the proposed development. The proposed development is not categorised as a form of development that would usually require a CMP. The site is not constrained and is easily accessible to the highway network. The proposed development has not given rise to any objections to the proposals, including impact upon amenity during the course of construction.
- 6.33 Furthermore, the officers' report fails to adduce any likely harm that could arise during the course of construction, beyond listing standard impacts that manifestly won't arise as a result of the erection of a mansard roof, vibration for example. For the Council to reasonably require a CMP to be in place for the proposed development, would be for the Council to require a CMP for virtually all development in the borough.
- 6.34 To this end, it is not reasonable for the Council to require a legal obligation for a CMP as it is not necessary to mitigate the impact of the development proposed. In any event the appellant would be prepared to comply with all reasonable and necessary conditions that seek to manage the development during the course of construction.

Reason for refusal 5

The proposed cycle storage by reason of its height, scale, design and location in the front lightwell areas would be an incongruous and dominant addition to the front of the building to the detriment of the character and appearance of the building and streetscene contrary to Policy CS14 of the London Borough of Camden Local Development Framework Core Strategy, Policy DP24 of the London Borough of Camden Local Development Framework Development Policies, Policy D1 of the Camden Local Plan Submission Draft.

- 6.35 The existing cycle storage in the form of Sheffield stands located in the front lightwells already exceeds the London Plan requirements, as it provides 12 spaces (exceeding the standard of 1 for every 2 bedrooms).
- 6.36 Notwithstanding that the cycle storage arrangement already exists and did not form part of the proposals, during the pre-application process the Council advised the appellant that the storage would need to be '*covered and secure (preferably internal)*'. It should have been obvious to the officer that a) the cycle storage was part of an existing arrangement and b) that the creation of internal cycle storage

was not achievable on the site given the existing arrangements on the site. The Council was therefore unreasonable in its request that cycle shelters formed part of the application.

- 6.37 The appellant, however, adhered to the advice that the storage should be covered, despite that the existing arrangement is not, and covered cycle storage is not a requirement of development plan policy.
- 6.38 However, it is apparent that there is not a satisfactory solution for the successful delivery of covered cycle storage on the site. In order to respond to this reason for refusal the appellant has prepared plans removing the shelter aspect of the proposals and submitted these with this appeal (EH03a Rev A, EH12 Rev A and EH14 Rev A).
- 6.39 The appellant is aware of the provisions of Annex M of The Planning Inspectorate Procedural Guide to Planning appeals England, 5 August 2016. It is fully understood that the appeal process should not be used to evolve a scheme and that an Inspector considers essentially what was considered by the local planning authority, and on which interested people's views were sought.
- 6.40 However, the proposed change is minor and would fundamentally address the fifth reason for refusal. The change would not prejudice any interested parties, none of whom made representations on any matter during the application process. The omission of the shelters would not result in development that is so changed that to grant it would be to deprive those who should have been consulted on the changed development of the opportunity of such consultation¹.
- 6.41 It is considered that the omission of the shelters fundamentally address the fifth reason for refusal. The pre-application advice in respect of the need for covered cycle storage was in itself inaccurate.
- 6.42 The London Plan (2016) does not mandatorily require cycle storage to be covered. However, the London Cycle Design Guidance Standards (referred to in the plan) does, inevitably, conclude that cycle storage should be covered where possible. There is not another practical solution to providing covered cycle storage in an accessible location on the site. However, as acknowledged in the officers' delegated report, the site is capable of accommodating the required quantum of spaces in accordance with London Plan policy.

¹ Paragraph M.2.2 Procedural Guide to appeals, England August 2016

6.43 In summary, the appellant included cycle shelters for the existing cycle storage arrangement as part of the proposals on the advice of officers. The proposed shelters are a minor aspect of the proposed scheme and can be removed without prejudicing any interested parties. Although there is a preference for covered cycle storage, this is not a policy requirement of the development plan. The site can accommodate a policy compliant quantum of spaces and therefore complies with the relevant policy and the scheme remains reflective of the description of development.

7. CONCLUSION

- 7.1 The proposed development would result in the creation of three additional rooms within the existing HMO. HMO accommodation is protected by development plan policy owing to the important contribution it makes to the borough's housing supply. The accommodation would be let to students in common with the existing provision. Camden has the highest student population in London and the accommodation proposed would contribute to the housing supply which would help meet demand.
- 7.2 The building is not listed nor is it within a conservation area. It is not identified as a non-heritage asset. The proposed roof extension has been designed to meet the requirements of the Council's design guidance. The proposed mansard would not 'unbalance' the appearance of the building but would have a unifying effect, enhancing the legibility of the site as a single unit.
- 7.3 The site's context is varied with different architectural styles and scales of development. Many of the buildings that form the site's immediate context are more imposing than the existing building, notably the terrace immediately to the west of the site on Grafton Road, the school and buildings on Gilles Road. The addition of the mansard roof will not make the building appear more dominant in the streetscene.
- 7.4 The mansard roof extension will not result in an unacceptable impact upon residential amenity. The Council accepts the findings of the daylight and sunlight report which accompanied the planning application. This confirms that the proposed development would not result in an unacceptable loss of daylight or sunlight. The Council does however consider that the proposed development would result in a loss of outlook and sense of enclosure to the detriment of the residential amenity of the occupants of 186-190 Grafton Road.
- 7.5 The erection of a mansard roof would not materially reduce the outlook from the rear windows of these properties, which already have an outlook onto the flank of the site. The extension would not have the same effect as a full storey height and is unlikely to have any significant effect beyond a marginal reduction in the amount of the skyline. It is already established that this would not worsen the access to daylight.
- 7.6 The windows of the properties cited already have an outlook over the flank elevation of the site. The addition of a mansard is unlikely to increase a sense of

enclosure as it is unlikely to be perceptible from most vantage points in the rooms served by windows overlooking the site.

- 7.7 The creation of three bedrooms in the HMO is unlikely to result in parking stress as the Council suggests. The existing HMO is not the subject of a legal agreement that prevents car-ownership. The proposed development would cater for students for whom car ownership in inner London is an inconvenience. Generally HMO occupiers tend to have a lower level of car ownership, particularly in a highly sustainable location as the site.
- 7.8 Similarly the request for a CMP cannot be justified. The site does not meet any of the circumstances whereby a CMP would be necessary. Queen's Crescent is entirely accessible and the site is unconstrained. The proximity of the school and the alleged 'sensitive nature' of the streets are not identified reasons for requiring a CMP in the Council's guidance. Having accepted that the scheme would generate a low level of traffic, officers assert one is required nonetheless.
- 7.9 The appellant would of course accept any reasonable conditions necessary to manage the development during the course of construction.
- 7.10 The appellant introduced covered cycle storage in the proposals at the request of the Council. The cycle storage is an existing arrangement, which has sufficient capacity to meet the requirements of the additional [study] bedrooms. Requiring covered storage as part of an existing arrangement is not a requirement of policy. The Council was unreasonable in its request for cycle shelters to be included as part of the application.
- 7.11 The appellant has amended the plans to show the proposal without the covered storage (which is the existing situation). A policy compliant number of spaces is proposed. As set out in this statement the proposed amendment does not prejudice the interests of those consulted on the application. This minor change would not materially alter the nature of the application so as to possibly prejudice any interested party and would address the fifth reason for refusal.
- 7.12 The proposed development complies with development plan policy and the provisions of National Planning Policy and planning permission should duly be granted.

APPENDIX 1 — PRE-APPLICATION ADVICE (2016/1358/PRE)

From: Phillips, Kate <Kate.Phillips@camden.gov.uk>
Sent: 18 April 2016 09:18
To: info@tortugainvestments.co.uk
Subject: 2016/1358/PRE - 205-207 Queen's Crescent - Pre-Application Advice

Dear Mr Fafalios

Re: 2016/1358/PRE - 205-207 Queen's Crescent, London, NW5 4DP - Mansard roof extension and rear extension to HMO building

Thank you for submitting the above pre-application request on 17/03/2016. Further to my site visit (14/04/2016), please see the comments below:

Constraints

CIL Charging Zone B

Relevant planning 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

Pre-application comments

The principle of development

- Housing is regarded as the priority land use of the LDF ([available here](#)), as outlined by Policy CS6.
- Policy DP9 sets out the approach to housing with shared facilities and student housing. It notes that the Council will support the development of housing with shared facilities and student housing provided that the development:
 - a) will not involve the loss of permanent self-contained homes;
 - b) will not prejudice the supply of land for self-contained homes, or the Council's ability to meet the annual target of 437 additional self-contained homes per year;
 - c) does not involve the loss of sites or parts-of-sites considered particularly suitable for affordable housing or housing for older people or for vulnerable people, particularly sites identified for such provision in our Camden Site Allocations Local Development Framework document;
 - d) complies with any relevant standards for houses in multiple occupation (HMOs);
 - e) will be accessible to public transport, workplaces, shops, services, and community facilities;
 - f) contributes to creating a mixed and inclusive community, and
 - g) does not create an over-concentration of such a use in the local area or cause harm to residential amenity or the surrounding area.
- The principle of providing additional HMO accommodation at the application site is considered to be acceptable, subject to the detailed considerations below.

Impact on the character and appearance of the wider area

- CPG1 (Design) ([available here](#)) guides that additional storeys and roof alterations are only 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. CPG1 goes on to advise that roof alterations or additions are unlikely to be acceptable where there is an unbroken run of valley roofs or where 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.
- In this case, the application building sits alone in the street scene and is not viewed as part of a wider group of buildings, and the building features a valley roof which appears to have been unimpaired by alterations.
- The proposal to add a mansard roof to the building is contrary to the guidance in CPG1 and is unlikely to be considered acceptable if a formal planning application is submitted.
- It is appreciated that the buildings to the west (on Grafton Road) are taller; however, this is because they are located on a main road, whereas 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 proposal would not re-unite a group of buildings or townscape; instead the resultant building would appear even more at odds with Nos. 106 and 108 Queen's Crescent on the opposite side of the road, which are also lower in height and which also appear subservient to the buildings on Grafton Road.
- The rear extension would also fail to accord with the guidance in CPG1. CPG1 notes that rear extensions should be designed to be secondary to the building being extended, in terms of location, form, scale, proportions, dimensions and detailing and they should respect and preserve the original design and proportions of the building. CPG1 specifically notes that in most cases, extensions that are higher than one full storey below roof eaves/parapet level will be strongly discouraged.
- The proposed extension to the rear would not be one full storey below the eaves height and, by virtue of its height, it would not appear subordinate to the host building.

Living standards of future occupiers

- The Council's Private Sector Housing Team has produced specific minimum standards for Houses in Multiple Occupation (HMO's) which includes guidance on room sizes and facilities ([available here](#)).
- If the proposal was otherwise considered to be acceptable, I would advise you to ensure the proposal accords with the relevant standards prior to the submission of a formal planning application.

Impact on the visual and residential amenities of nearby and neighbouring properties

- CPG1 (Design) advises that rear extensions should not cause a loss of amenity to adjacent properties with regard to sunlight, daylight, outlook, overshadowing, light pollution/spillage, privacy/overlooking, or a sense of enclosure.
- As discussed at the site visit, the building is relatively close to the buildings to the west on Grafton Road (less than 6 metres apart at first floor level)
- Due to the close proximity, there is likely to be some loss of sunlight to the properties on Grafton Road in the early morning. If the application was otherwise considered to be acceptable, a formal planning application would need to be accompanied by a daylight/sunlight study which fully assesses the impact on these properties.

- The addition of the mansard roof may also cause a loss of outlook and a sense of enclosure to the buildings on Grafton Road, 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 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 likely to be considered acceptable.
- The new rear-facing windows may also cause overlooking to the school grounds; however, the level of overlooking is unlikely to be significantly worse than the level of overlooking from other properties surrounding the school.

Transport

- As noted above, the Council will support the provision of housing with shared facilities and student housing provided that the development is accessible to public transport, workplaces, shops, services, and community facilities.
- The application site has a Public Transport Accessibility Level (PTAL) of 4, which is relatively high, and therefore the proposal is considered to be acceptable in this respect.
- The Further Alterations to the London Plan 2015 (FALP) requires 1 cycle parking space per 2 beds for student housing. These would need to be illustrated on the plans and they would need to be covered and secure (and preferably internal). It is noted that the existing cycle parking provision would not be considered acceptable.

Consultation

You are advised to discuss your proposals with neighbouring properties prior to submitting any applications.

Conclusion:

It is considered that the proposed works would have a detrimental impact on the character and appearance of the host building and the wider area and it is considered that the proposal would have a detrimental impact on the visual and residential amenities of the residential properties to the west on Grafton Road. You are therefore advised against submitting a formal planning application.

If you do choose to apply for planning permission, the Council has a statutory duty to consult the neighbouring properties, which would be done by letter. An advertisement would also be placed in the local press and a site notice would be displayed. If the application was recommended for approval, it would need to go to Development Control Committee, due to the number of residential units being created.

This document represents an initial informal officer view of your proposals based on the information available to us at this stage and would not be binding upon the Council, nor prejudice any future planning application decisions made by the Council.

It is important to us to find out what our customers think about the service we provide. To help, we would be very grateful if you could take a few moments to complete our [pre application enquiry survey](#). We will use the information you give us to monitor and improve our services.

Thank you for using Camden's pre-application advice service.

Kind regards

Kate Phillips
Planning Officer
Regeneration and Planning
Culture and Environment
London Borough of Camden

Telephone: 0207 974 2521
Web: camden.gov.uk

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APPENDIX 2 – HERITAGE ASSESSMENT

205-207 Queen's Crescent, London

Heritage Statement

March 2017

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1.0 Introduction

1.0.1 This Heritage Statement has been prepared by WYG, on behalf of Tortuga Investments Ltd. in order to address Reason 1 of London Borough of Camden's decision dated 6 March 2017 to refuse planning permission 2016/6808/P.

1.0.2 The original decision relates to the application at Nos. 205-207 Queen's Crescent, NW5 4DP, the description of development reads as follows:

"Mansard roof extension to provide additional HMO accommodation and the provision of cycle storage in the front lightwell"

1.0.3 The Council provided five Reasons for Refusal, the one that this statement attends to address is reason number 1 which states:

"The proposed mansard roof extension by reason of its height, bulk and massing, would unbalance this building which has a roofline which is unimpaired by alterations or extensions and would therefore be an incongruous, overbearing and dominant addition to the detriment of the character and appearance of the building and wider area contrary to Policy CS14 of the London Borough of Camden Local Development Framework Core Strategy, Policy DP24 of the London Borough of Camden's Development Framework Development Policies, Policy D1 of the Camden Local Plan Submission Draft."

1.0.4 This report will specifically address this reason for refusal and demonstrate why the proposals are acceptable in design terms.

2.0 Site Description and Significance

Site Description

- 2.0.1 The site is not locally or statutorily listed nor is it located within a conservation area or within the setting of any heritage assets. The building is a three storey Victorian detached structure over basement with raised ground and first floors. A 1980s pitched closet wing extension to the rear has obscured much of the rear elevation's detailing. Historic photographs show that the original building contained numerous Classical architectural features and was two separate dwellings. The building has subsequently been amalgamated and is used as a House in Multiple Occupation (sui generis).



Figure 1 - 1970s photograph showing the original architectural details to the building now lost

2.0.2 From comparing Figures 1 and 2 it is clear the following elements have been removed/altered:

- Original dual entrance and balustrade dividing access stairs;
- Inclusion of new window that awkwardly sits next to the front door and unbalances the language of the original façade (Figure 2);
- Tuscan pilasters surmounted by a moulded entablature to entrance;
- All original single glazed windows;
- Window details at ground floor including moulded cills and projecting hood and corbel brackets above;
- At first floor, moulded aedicules details and key stones around windows;
- Vertical corbels with projecting moulded cornice and tall parapet above;
- Chimney stacks to both flank walls.

2.0.3 Notwithstanding the fact that the building has lost all its original features, figure 1 clearly shows that the building is of a standard building stock for the time, reflective of many mass-produced structures in the surrounding area. Indeed, the cheapness of materials is reflected in the fact that the details are undertaken in a stucco render, rather than a more prosperous and expensive stone.



Figure 2 – The building's current appearance demonstrating complete loss of original elegance

2.0.4 Similarly, the original cornice once read as one architectural element, as would be expected, with corona, ovolo and parapet detail sitting on a row of vertical decorative brackets. The existing cornice by contrast, is highly utilitarian with a stepped element surmounted by code 5 lead and red brick soldier course above, giving the building a modern appearance (Figure 3).



Figure 3 -Note changes to cornice, whereas the original (right) featured moulded Classical details, the replacement (left) is blocky and clumsy in its detailing, with red brick soldier course and code 5 flashing detracting from the once elegant parapet

Surrounding Townscape

- 2.0.5 The property stands alone on the northern extent of Queen's Crescent and sits in a varied and mixed townscape, with the large four storey school to the east and a mixture of three to four storey structures located along Grafton Road.



Figure 4 -The site to the left, showing the varied townscape of the area, with the multi-storey school to the right, and tall towerblocks in the background



Figure 5 - The site, seen here on the right, is clearly subservient to the surrounding historic townscape elements due to its sunken basement

2.0.6 The building is unique in the area, as although it is three storeys, its lower storey is partially sunken, resulting in it being considerably subservient to its surrounding context. A number of other Classically detailed brick buildings feature mansard roof extensions which can be found along much of Queen's Crescent (Figure 6).



Figure 6 – Mansard roof extensions are a typical, and successful feature of Queen's Crescent

2.0.7 The planning report that accompanied the original planning submission highlights the number of consented mansard roof extensions in the immediate area. There are several of these that have a direct relationship with the appeal site being of some historic/architectural interest, these include:

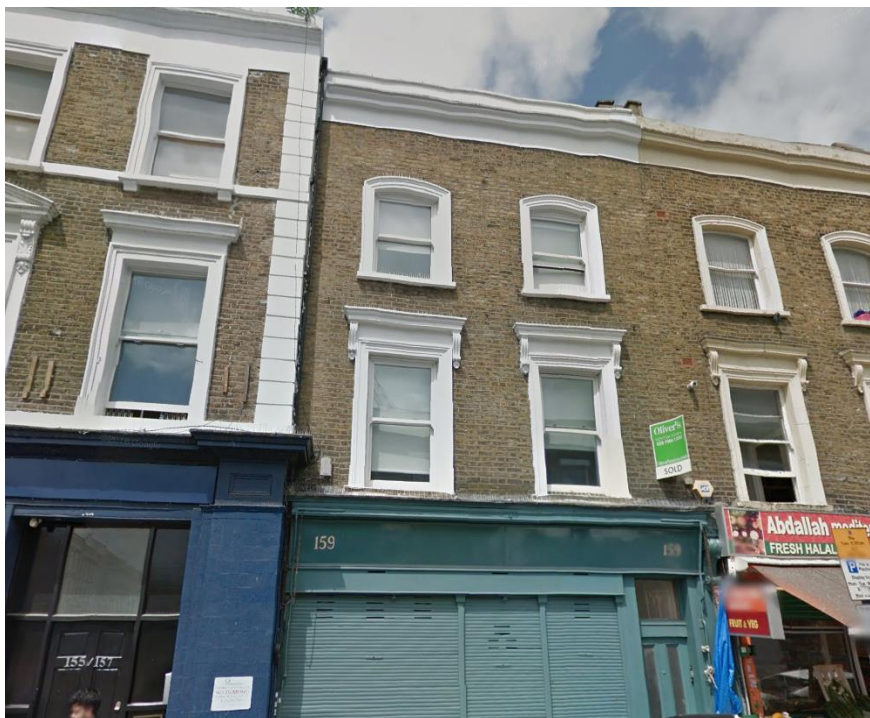


Figure 7- The Council have consented a number of new mansard roof extensions along Queen's Terrace. Note Classically detailed façade, and parapet above. No. 159 Queen's Terrace (ref: 2015/5116/P)



Figure 8- 149 Grafton Road has also been granted a mansard roof extension. Note Classical language of the façade and parapet above. (ref: 2015/1211/P)

Significance

- 2.0.8 In heritage terms, the appeal building is not statutorily listed, within a conservation area or locally listed. Nor has the Council specified that it should be considered a Non-designated heritage asset as per paragraph 135 of the National Planning Policy Framework. Any architectural or historic interest it once had, has now been completely eroded to the point that it should not be deemed to be a heritage asset. This is reflected by the Council's reason for refusal which does not reference the NPPF. As such the building is not considered to be of any historic or architectural significance.

3.0 Proposals and Assessment of Impact

3.0.1 The proposals seek to introduce a mansard roof extension to the building. In historic building terms, mansard roof extensions are often the most suitable type of extension to Classical architectural styles. In terms of the general townscape of the area, most historic structures are of a Classical form and as such, mansards are the most prevalent roof extension form in the area.

3.0.2 Camden Planning Guidance Design CPG 1 provides clear guidance on the suitability of roof extensions and how they should be designed. Key extracts from this document are outlined in bold below, and responded to in sequence. Paragraph 5.7 of the CPG states that additional storeys 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

3.0.3 The building is detached and as such has little immediate relationship to its surroundings. Notwithstanding this, the predominant built form of the area is in the Classical idiom, and mansard roofs have clearly been successfully integrated into surrounding terraces.

Alterations are architecturally sympathetic to the age and character of the building and retain the overall integrity of the roof form;

3.0.4 The building was originally constructed in a Classical architectural language and it still retains a parapet to its roof. Figures 9 and 10 clearly demonstrate that the proposed mansard is designed in a traditional manner compliant with the Council's guidance (ref: paragraphs 5.15-5.19) as:

- its lower slope rises behind the parapet wall (not on top it);
- it is no steeper than 70 degrees;
- The dormer windows or roof lights should be confined to the lower slope;
- It is constructed in a natural slate;
- The new roof starts behind the valley at existing hopper head level.

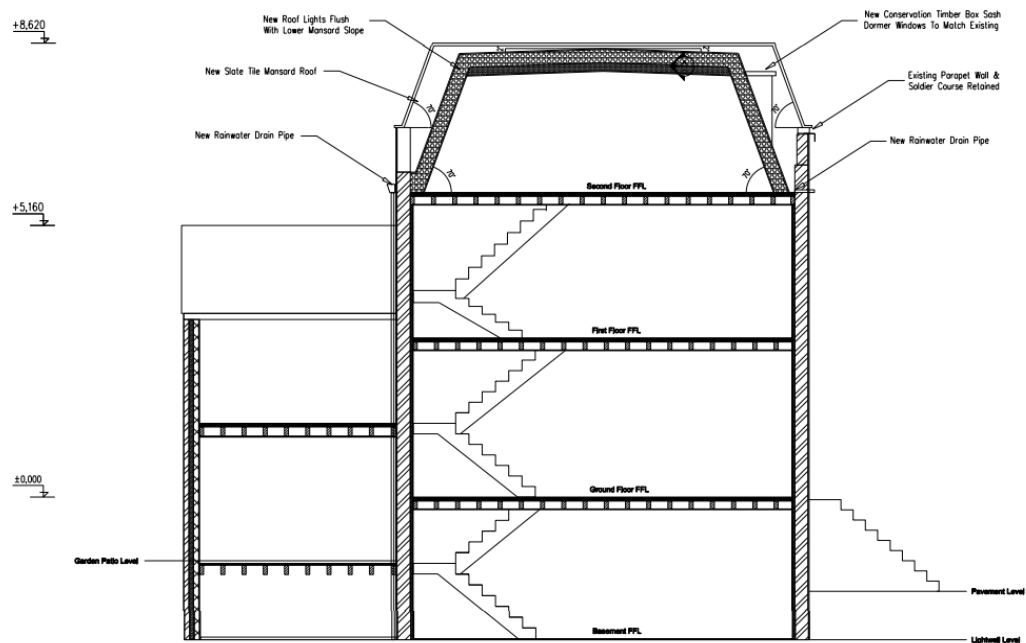


Figure 9 – Section of proposed roof extension, compare with similarities in figure 10.

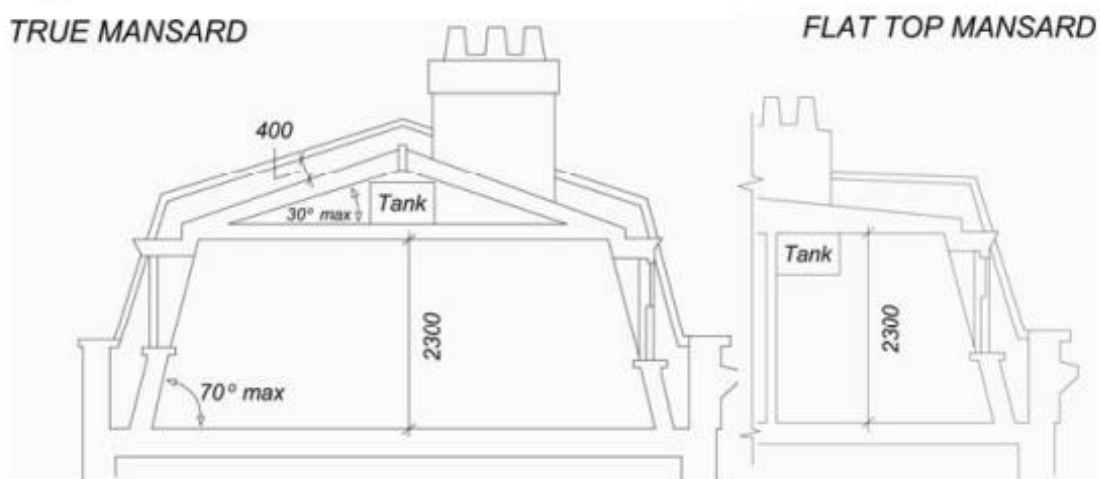


Figure 10- Camden's CPD 1 Design guidance on mansard roof extensions

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

3.0.5 This is not applicable as the building is detached and does not form part of a wider terrace.

3.0.6 Paragraph 5.15 of Camden's planning Guidance document also states that:

"Mansard roofs are often the most appropriate form of extension for a Georgian or Victorian dwelling with a raised parapet wall and low roof structure behind... They are often a historically appropriate solution for traditional townscapes"

3.0.7 The document goes on to specify where roof extensions would not be acceptable, these include where:

There is an unbroken run of valley roofs

3.0.8 This is not applicable as the building is detached and does not form part of a wider terrace.

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

3.0.9 The building is not located within a terrace so this is not considered relevant.

Buildings or terraces which already have an additional storey or mansard

3.0.10 The building does not incorporate an additional storey so this is not considered relevant.

Buildings already higher than neighbouring properties where an additional storey would add significantly to the bulk or unbalance the architectural composition

3.0.11 The building is clearly subservient when seen in context with the surrounding built form (Figures 4-5). All the structures on Grafton Road to the west, and the Carlton school to the east are considerably taller. In addition to this, the recently consented mansard roof extension to the nearby Mamelon Tower Public House has resulted in an

even more pronounced difference in height terms (ref: 2015/1211/P). The addition of a roof extension to the appeal site would therefore not be harmful in this regard.

Buildings or terraces which have a roof line that is exposed to important London-wide and local views from public spaces

3.0.12 This is not relevant to this appeal.

Buildings whose roof construction or form are unsuitable for roof additions such as shallow pitched roofs with eaves

3.0.13 This building contains a parapet to its principal elevation, which can clearly accommodate a new roof extension.

The building is designed as a complete composition where its architectural style would be undermined by any addition at roof level

3.0.14 The building is a standard Victorian composition based on the Classical Order incorporating mass-produced architectural features. The presence of a parapet lends itself well to the incorporation of a mansard roof as can be seen in numerous similar buildings in the area. It is therefore not considered to have been constructed as a 'complete composition'.

3.0.15 A useful comparison can be drawn from the adjacent Carlton school (figure 4). The building is constructed in the Arts and Crafts style, it has a deliberate and well-considered architectural language, with small Dutch gablets providing attractive termination points at roof level when seen in conjunction with the subtle pitched clay tile roof behind. To extend or change this roof form, would undoubtedly alter the appearance of this building and affect its architectural language. The appeal site, by contrast, has been clearly designed in a manner that lends itself to the addition of a mansard roof extension through its incorporation of a parapet at roof level and the regular fenestration pattern below.

Buildings are part of a group where differing heights add visual interest and where a roof extension would detract from this variety of form

3.0.16 The building is a detached structure and not considered to form part of a group.

Where the scale and proportions of the building would be overwhelmed by an additional extension

- 3.0.17 The proposals have been designed in compliance with the Council's guidance on roof extensions and will be clearly subservient to the building.

4.0 Response to Council's Reason for Refusal

- 4.0.1 This section addresses reason one of the decision notice dated 6 March 2017 which reads as follows:

"The proposed mansard roof extension by reason of its height, bulk and massing, would unbalance this building which has a roofline which is unimpaired by alterations or extensions and would therefore be an incongruous, overbearing and dominant addition to the detriment of the character and appearance of the building and wider area contrary to Policy CS14 of the London Borough of Camden Local Development Framework Core Strategy, Policy DP24 of the London Borough of Camden's Local Development Framework Policies, Policy D1 of the Camden Local Plan Submission Draft."

- 4.0.2 Individual component parts of this refusal have been broken down and assessed below for the sake of clarity:

The proposed mansard roof extension by reason of its height, bulk and massing, would unbalance this building

- 4.0.3 Figure 1 clearly demonstrates that the building originally had a balanced, symmetrical façade. The present building is considered to have lost this order, through the removal of its original cornice, dual entrance, console brackets, aedicules to windows, projecting sills, hood moulds and original dual entrance. It is likely that these changes occurred when the properties were amalgamated into a single planning unit. The building now features only one entrance, with the original door to the left of this being partially bricked up and used as a window.
- 4.0.4 Notwithstanding these changes, the proposed roof extension is considered to provide a unifying effect on the building composition, and has been designed sympathetically in accordance with the Council's guidance on roof extensions. Therefore, the proposed 'height, bulk and massing' of the roof extension is considered to be entirely appropriate to the building.

It has a roofline which is unimpaired by alterations or extensions and would therefore be an incongruous, overbearing and dominant addition to the detriment of the character and appearance of the building and wider area

- 4.0.5 It has been demonstrated that the roofline has changed, to the detriment of the original Classical language of the building. The extension has been designed to be subservient to the main building, compliant with the Council's design guidance, and is entirely appropriate for a building of this type, as can be seen on the extensive number of examples along Queen's Crescent. As such this objection is not sustainable.

Contrary to Policy CS14 of the London Borough of Camden Local Development Framework Core Strategy

- 4.0.6 CS14 seeks to promote high quality places and conserve the Borough's heritage. The building itself is not listed or within a conservation area. In addition to this, it is not included within the Council's 2015 Local Listing document. The Council have also not suggested that it is a Non-Designated Heritage Asset as set out by paragraph 135 of the NPPF. It has been demonstrated that the building is clearly of no architectural and historic interest.
- 4.0.7 The proposed roof has been specifically designed to comply with the Council's own design guidance. It will be constructed in natural slate at a 70-degree pitch as is typical of traditionally detailed mansard roof extensions. The roof itself springs behind the parapet and base of the dormer windows and below the parapet line. The proposal will also have the beneficial impact of unifying the building as a single architectural composition. As such the proposals are considered to be fully compliant with this policy.

Contrary to Policy DP24 of the London Borough of Camden Local Development Framework Development Policies

- 4.0.8 Policy DP24 seeks to secure high quality design throughout the borough. It has been demonstrated that the proposed roof extension is in keeping with the character, setting, context and the form and scale of neighbouring buildings, with a large number containing mansard additions. Its form, height and massing are also compliant with the Council's detailed design guidance on roof extensions, and it is of a suitable natural slate material.

Contrary to Policy D1 of the Camden Local Plan Submission Draft

- 4.0.9 Policy D1 seeks to secure high quality design in development. This report has clearly demonstrated that the proposals are compliant with the Council's own Design SPD and will complement the townscape of the surrounding area and provide a unifying addition to the building.

5.0 Conclusion

- 5.0.1 This heritage statement has assessed the potential impact of the proposed mansard roof extension to 205-207 Queen's Crescent and the surrounding area. The building is not listed, within a conservation area or identified as a non-designated heritage asset. The proposals have been designed in accordance with the Council's own guidance on roof extensions, and rather than unbalance the building, provide the opportunity to unify it without causing harm to its appearance.
- 5.0.2 In terms of the wider area, the report has shown that the new roof will reinforce the built form of the area, which is characterised by taller buildings, many of which successfully incorporate mansard roof extensions. There are therefore considered to be no heritage reasons why the proposals should not be viewed favourably by the Inspector.

APPENDIX 3 – OFFICERS' DELEGATED REPORT

| | | | | | | | |
|--|----------------------------|--|-------------------------------------|---|-----------|-------------------|-----------|
| Delegated Report | | Analysis sheet | | Expiry Date: | | 09/03/2017 | |
| | | N/A / attached | | Consultation Expiry Date: | | 17/02/2017 | |
| Officer | | | | Application Number(s) | | | |
| Robert Lester | | | | 2016/6808/P | | | |
| Application Address | | | | Drawing Numbers | | | |
| 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. | | | |
| PO 3/4 | Area Team Signature | C&UD | Authorised Officer Signature | | | | |
| | | | | | | | |
| Proposal(s) | | | | | | | |
| Mansard roof extension to provide additional HMO accommodation and the provision of cycle storage in the front lightwell | | | | | | | |
| Recommendation(s): | | Refuse planning permission | | | | | |
| Application Type: | | Full Planning Permission | | | | | |
| Conditions or Reasons for Refusal: | | Refer to Decision Notice | | | | | |
| Informatives: | | | | | | | |
| Consultations | | | | | | | |
| Adjoining Occupiers: | | No. notified | 00 | No. of responses | 00 | No. of objections | 00 |
| | | | | No. electronic | 00 | | |
| Summary of consultation responses: | | A site notice was erected on the 27/01/2017 – 17/02/2017. No responses were received. | | | | | |
| CAAC/Local groups* comments: *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 18th 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.

APPENDIX 4 – CAMDEN'S BOROUGH PROFILE

Camden Profile

June 2016



Overall Size and Composition¹

Comprising almost 22 square kilometres in the heart of London, Camden is a borough of diversity and contrasts. Business centres such as Holborn, Euston and Tottenham Court Road contrast with exclusive residential districts in Hampstead and Highgate, thriving Belsize Park, the open spaces of Hampstead Heath, Parliament Hill and Kenwood, the youthful energy of Camden Town, subdivided houses in Kentish Town and West Hampstead and the relative deprivation of areas such as Kilburn, King's Cross and Gospel Oak.

The Council has designated 39 Conservation Areas that cover more than half the borough and more than 5,600 buildings and structures are listed as having special architectural or historic interest. Camden is well served by public transport, including three main-line railway stations (St Pancras, King's Cross and Euston); and St Pancras International, with extensive bus, tube and suburban rail networks. Many of the borough's streets are under severe parking stress, and the southern part of the borough is within the central London congestion-charging zone, though a high proportion of households (78%)² in this area do not have access to a vehicle.

Camden is home to more higher education institutions than any other local authority area. Camden has 11, including University College London (UCL), the School of Oriental and African Studies (SOAS), the London School of Hygiene and Tropical Medicine, Birkbeck and the University of London. The borough is also home to the largest student population in London, with more than 25,300 higher education students, 49% of whom are from overseas. Almost a third (32%) of students live in halls of

residence or university properties, while 40% reside in the area south of Euston Road³.

The latest 'official' estimate of Camden's resident population is 241,100 at mid-2015⁴. This is the nationally comparable population estimate required for government returns and nationally comparable performance indicators. Of our neighbours, Barnet, Brent, Haringey and Westminster have bigger populations; Islington and the City are smaller. Camden is just a fragment of Greater London, occupying only 1.4% by area (London's 8th smallest borough by area), but is home to 7% of London's employment and 2.8% of its population.

The mix of social and economic conditions in Camden is like nowhere else, though parts of Camden are very similar to parts of other London boroughs. According to the 2011 Census-based small area classification for London Camden is mainly described in terms of "High Density & High Rise Flats" (32%), "Urban Elites" (29%), "City Vibe" (22%) or "London Life-cycle" (16%)⁵.

The 2011 Census finds that for residents aged 16+, over half (51%) are educated to degree level or equivalent (ranking 5th highest in England & Wales); while 13% have no qualifications. The population is ethnically diverse and consists predominantly of younger adults. 14% of Camden people have an illness or disability that affects day-to-day activities. Almost a third of households (32%) live in private-rented accommodation, while there are more households that own their home outright (17%) than own with a mortgage or loan (15%). 4% of people live communally (e.g. student halls, hostels, or care homes) rather than in households. 85% of household spaces are in pur-

¹ The 2011 Census provides the most comprehensive and detailed information about Camden and is supplemented by various survey estimates and administrative counts.

² South of Euston Road, 2011 Census table KS404EW.

Strategy & Change Service, © Camden, 2016

³ Higher Education Statistics Agency (HESA) 2013-14.

⁴ Mid-2015 usual resident population estimates, based on the 2011 Census, published by ONS on 23 June 2016.

⁵ 2011 Census-based London Output Area Classification (LOAC) Super-group typologies, published by Greater London Authority.

pose-built or converted flats, just 15% are in houses (of which less than 2% are detached). 19% of households had more than 1.5 persons per bedroom – ranking 12th highest amongst local authorities in England & Wales.

The majority of households in Camden do not have access to a car or van (61%). 41% of households contain one person living alone – a third of these are people aged over 65 years; of the remaining households, 31% contain household members who are from the same ethnic group and 26% of households contain people from different ethnic groups. 30% of Camden's usual residents were born outside the UK and European Union⁶. English is not the main language for 23% of people⁷, though the vast majority (86%) said they spoke English either 'very well' or 'well'.

Population

The population of an area changes over time. As a central London borough Camden experiences a high degree of population 'churn', due to large migration in- and out-flows, ranking 10th for total in-migration and 11th for total out-migration (7th for net inflow). **In the year to mid-2015**, ONS estimates that Camden saw a total migration inflow of 34,500 people, a total outflow of 29,900; with the net effect of an additional 4,600 people⁸. Migration flows are split between those measured within the UK and those from outside the UK (international), though the dominant flows for Camden are to and from the rest of the UK, accounting for almost two thirds of the annual inflow (60%) and four-fifths of the outflow (79%). A sizeable proportion of movement is the annual transfer of students to and from Camden, both internationally and within the UK.

Births and Deaths also affect population dynamics. In the year to mid-2015 there were 2,735 births to Camden-resident mothers and 1,117 deaths recorded, leading to a natural change of +1,618 (net population change). The previous two years had seen a marked fall in the number of births in Camden but 2014-15 shows a moderate increase of 2.1%. This increase in births in Camden is consistent with increases in births in London, but England & Wales births are still falling.

Future change in population GLA's 2015 *Round of Demographic Projections*⁹ forecasts Camden's population in line with planned residential development. These forecasts are used by Camden to underpin council strategies and in planning services. Camden's population is forecast to increase by 31,500 (13.1%) between 2016 and 2031. In the forecast, future growth in Camden is almost entirely due to natural increase, births outstripping deaths, to give a net population increase due to natural change of 28,800 during 2016-31, while net migration contributes a small net gain of 2,700. GLA forecasts an increase of 18,800 households (17.6%) during 2016-31.

Government trend-based projections¹⁰ which are unconstrained by housing capacity show higher increases in population. ONS 2014-based projections for Camden show an increase of 44,600 over 2016-31 (17.9%)¹¹. This higher growth implies increased household size and/or greater sharing in order to fit the increased population within the forecast housing stock. DCLG household projections¹² (using older ONS 2012-based populations) show household growth in Camden of 19,900 (19%).

Age and Gender

Camden's demographic profile corresponds to a typical metropolitan city with a University presence: a large proportion of students and younger adults, relatively few children and older people compared to the national average: 42% of residents are aged under 30, 68% are aged under 45. 17% of the population are children and young people aged under-18. Average age in Camden is 36.7 years, compared to 36.4 in London and 40.5 nationally. There are more older women than older men and more boys than girls. The working-age (16-64) population is relatively even, but with slightly more women (37%) to men (36%)¹³.

⁶ European Union as at 27 March 2011.

⁷ Usual residents aged 3+.

⁸ ONS Mid-year Estimates: components of population change.

⁹ GLA 2015 Round 'Camden Development, Capped AHS', GLA May 2016.

¹⁰ Trend based projections are solely based on recent estimates of fertility, mortality and migration and do not take into account local housing policy or the ability of an area to accommodate the population. Such projections for Camden tended to over-estimate the future population.

¹¹ ONS 2012-based Subnational Population Projection Projections (May 2014). 2014-based projections expected Oct-16.

¹² DCLG 2012-based Household Projections (March 2015).

¹³ GLA 2015 Round 'Camden Development, Capped AHS' at mid-2016.

Cultural Diversity

Camden's population is ethnically diverse. In 2011, 34% of Camden residents were from black or minority ethnic groups¹⁴ (increased from 27% in 2001). A further 22% are non-British *White* residents including *Irish* and others originating mainly from English-speaking countries in the new world, as well as from Eastern Europe and beyond. In 2014-15 the top 5 nationalities of Camden residents requesting National Insurance numbers to work in the UK were: Italy (15%), France (12%), Spain (9%), Australia (5%) and USA (5%)¹⁵.

According to the 2011 Census ethnic group categorisation, *Bangladeshi*s form the largest minority group in seven Camden wards; *Black African* the largest minority in six, *Other Asian* in four and *Chinese* in one. In all wards at least 20% of the population is from black and minority ethnic groups; there are no wards in Camden where *White* groups form a minority.

Camden's largest communities with a distinctive cultural identity are the *Bangladeshi*, *Black African* and *Irish* communities, followed by *Chinese* and *Indian*. In common with other inner London boroughs, there are small but growing communities of migrants who are refugees or seeking asylum, as well as migrants resulting from EU enlargement.

According to the 2011 Census, 60% of Camden residents were born in Britain or Ireland. Of the remainder, 11% were born in other EU countries¹⁶ and 30% from elsewhere. After England, more Camden residents were born in the United States, Bangladesh, the Republic of Ireland, France, Scotland, Australia, Italy, Germany and Somalia than any other individual country in the world. In 2014 there were 2,700 births to Camden-resident women: 37% of the births were to mothers born in the UK; 20% to those born in Middle East and Asia; 15% in the EU, 13% in Africa, 10% in the rest of the world and 4% in non-EU Europe¹⁷. GLA ethnicity projections forecast little change in the proportion of people from *non-White* ethnic groups, falling slightly from 34.8% in 2016 to

34.7% in 2031. A small amount of growth of less than 1% (2016-31) is projected in *Other Asian*, *Indian* and Pakistani groups¹⁸.

Language spoken¹⁹ was recorded for the first time in the 2011 Census. In Camden, after English, the most commonly spoken languages were Bengali (13%); French (8%); Spanish (6%); Italian and Somali (5%); German, Arabic, Portuguese and Polish (4%). Meanwhile in Camden schools, Camden-resident children speak 145 languages and dialects. The most widely spoken languages are: Bengali/Sylheti with 3,200 speakers; Somali with 1,500; Albanian with 900 and Arabic with 800; French, Spanish and Portuguese with more than 250 speakers²⁰.

Pay and Income

Median gross full-time pay for people resident in Camden is £39,610, higher than the central London average (£37,554) and the London average of £33,203. Median full-time gross pay for women in Camden (£35,936) is 84% that of men (£42,905)²¹.

Median household income in Camden in 2015 is estimated to be £32,695, but ranges from £23,850 in St Pancras and Somers Town up to £45,610 in Frognal and Fitzjohns. 24% of households in Camden have a median household income of less than £20,000 a year²².

Health and Social Care

Camden has a greater proportion of its population stating that day-to-day activities are limited to some degree (14.4%) compared with the Inner London (13.6%) and Greater London (14.2%) averages. Camden has a higher proportion of its population self-reporting that it is in bad health (5.6%) compared to London averages (Inner London 5.3%, Greater London 4.9%)²³. Although the proportion of the population providing unpaid care has not changed since 2001 the total number of carers has increased. The proportion of Camden's population providing 20 hours or more unpaid care a week has increased from 2.2% to 2.6%. The 2011 Census estimated there were 10,100 one person households where the person was

¹⁴ All ethnic groups other than *White* (i.e. *White British*; *White Irish*; *White Gypsy or Irish Traveller*; or *White Other*).

¹⁵ DWP National Insurance Number registrations by nationality 2014-15 (via London Datastore)

¹⁶ 8% were from EU as constituted on Census Day, 29 April 2001 and a further 3% from EU Accession countries joining between April 2001 and March 2011.

¹⁷ ONS Vital Statistics 2014.

¹⁸ GLA 2014 Round-based Ethnic Group Projections, 'SHLAA'.

¹⁹ ONS 2011 Census table QS204. All people aged 3+.

²⁰ Camden Schools Language Survey 2013-14.

²¹ ONS Annual Survey of Hours and Earnings 2015.

²² CACI *PayCheck* equivalised household income 2015.

²³ ONS 2011 Census table DC3302.

aged 65+. This represents 10.3% of all household types in Camden and a high proportion of persons aged 65 and over (42%). 10,810 working-age residents are in receipt of incapacity/ Employment and Support Allowance and a further 1,180 on disabled benefits²⁴.

Life expectancy shows that a boy born in Camden can expect to die almost five years before a Camden-born girl (81.8 male, 86.7 female), but a Camden-born boy can expect to live 2.3 years longer than the national average and a Camden-born girl, 3.5 years longer²⁵. There are health inequalities within Camden by location, gender, deprivation and ethnicity. Men and women from the most deprived areas have a life expectancy of 9.0 and 11.2 years less respectively than those from the least deprived areas²⁶.

Numbers of deaths have been declining in Camden since the 1960s, with 1,060 recorded deaths to Camden residents in 2014. Camden's Standardised Mortality Ratio of 721 is 34% lower than the national average (968) and 5th lowest of any UK local authority, but differs by sex, with men having an SMR of 889 and women and SMR of 593²⁷.

On a number of health indicators Camden scores significantly worse than the England average, including; drug misuse; acute sexually transmitted infections; incidence of TB and road injuries/deaths. However other indicators show that Camden is significantly better than the national average. These indicators include smoking in pregnancy; teenage pregnancy; physical activity in adults; obesity or excessive weight in adults; hospital stays for self-harm or alcohol related harm; and recorded diabetes²⁸.

Social Deprivation

Every part of Camden has areas of relative affluence alongside areas of relative poverty. On the *average rank* summary measure for local authorities, the Indices of Deprivation 2015²⁹ ranks Camden among the 69 most de-

prived districts in England. The most deprived area in Camden (found in Gospel Oak ward) is among the 5% most deprived areas in England. By contrast, Hampstead Town ward has the least deprived areas in Camden, where 5 out of the 7 LSOAs are among the 25% least deprived LSOAs in England.

Housing

The total dwelling stock from the 2011 Census is 99,127³⁰. The 2011 Census recorded a total of 102,703 household spaces in Camden. 95% of these contained at least one usual resident - the others are either vacant, or contain visitors and short-term residents not counted in the official 'usual resident' population. Most Camden dwellings are flats, either purpose built or converted from a house or other building. Flats, maisonettes and apartments accounted for 85% of accommodation in the borough, of these 52% were purpose-built, 30% converted or shared and 3% in commercial buildings. Only 15 per cent were self-contained houses.

The cost of housing in Camden is amongst the highest for all local authority areas in the country. In December 2015, the average (mean) house price in Camden was £855,390 – 4.5 times the average price for England & Wales and 1.7 times the average price for London. The average price for a flat or maisonette in Camden, which make up the bulk of the housing stock, was £755,712³¹. The high property values are confirmed by the Council Tax valuation list where 42.6% of properties are above the average Band D (i.e. Band E or above)³².

Those in the private rented sector in Camden also face some of the highest rents in the country, ranking 4th for highest mean monthly rent (all sizes) after Kensington & Chelsea, Westminster and the City. For a two bed flat in Camden renters currently pay an average (mean) £2,196 a month – 1.3 times the average rate for London and 3 times the national average³³.

²⁴ DWP, August 2015.

²⁵ PHE Life Expectancy at birth 2012-14.

²⁶ LHO Life Expectancy at birth by ward 2012-14. Male differential is Frognal and Fitzjohns and Kilburn; female differential is Hampstead Town and Kilburn wards.

²⁷ ONS Deaths/SMRs 2014. SMRs calculated using Standard European Population (expressed per 100,000 persons).

²⁸ Public Health England LA Profiles for 2015.

²⁹ CLG English Indices of Deprivation, 2015 - based on Lower-layer Super Output Area (LSOA) geography.

³⁰ ONS 2011 Census table KS401. 'Dwelling' defined as a unit of accommodation in which all rooms - including the kitchen, bathroom and toilet - are behind a door that only that household can use.

³¹ Land Registry in the period 1 Jan-08 to 31 Dec-15. © Crown copyright 2016.

³² VOA Council Tax dwellings, by band, March 2015.

³³ Valuation Office Agency, September 2015.

Households and Dwellings

The 2011 Census recorded 97,534 households with residents, with an average household size of 2.18 persons per household. On average, there were 4 rooms per household; 2.1 bedrooms per household. However, the Census *occupancy rating* calculated that 32% of households had fewer rooms (and 13% fewer bedrooms) than required by their inhabitants and were 'overcrowded'. By tenure, 33% of Camden households were owner occupied, but a higher proportion were owned outright (17%) than were owned with a mortgage/loan (15%), while less than 1% of homes were in shared ownership. Camden has a large social rented sector, with 23% of households rented from the council and 10% in other social rented. 32% of households rented privately. The 2011 Census found 41% of Camden households comprised one person living alone (4th highest proportion in London and in England or Wales), with 34% of whom are aged 65+. 41% of people aged 16+ lived as a couple, either married/civil partnership, or cohabiting. Of those *not* living as a couple, 73% were single, never married/civil partnership.

61% of households had no access to a car or van, while there were an estimated 46,600 cars or vans available for use by Camden households (fewer than the 50,000 estimated in 2001). Just 7% of Camden households had access to two or more cars or vans. 3.6% of Camden people lived in communal establishments (including student halls of residence, hostels, hospitals and nursing homes and long-stay residents in hotels).

Local Economy

Camden's geographic position in Central London and the business environment created has enabled it to become one of the most important business locations in the country. In terms of GVA³⁴, in 2012 (the latest year for which local figures are available) Camden's economy contributed £21,920 million, or 1.6% of national (UK) GVA. Camden share of GVA is 4th highest in London after Westminster (4%), City (3.3%) and Tower Hamlets (1.8%).

Employment growth in the borough is forecast to be good, though is at risk from the pro-

longed period of slow growth nationally. There are a high number of businesses in the borough - large employers to micro enterprises and Small to Medium Sized Enterprises (SMEs). Many of these businesses specialise in highly skilled, high value, employment such as those in the *Professional, Scientific & Technical* and *Information & Communication* sectors.

Business and Employment

Camden is home to the second highest number of businesses in London after Westminster and the fourth highest in the UK. There were 29,100 enterprises registered in Camden in 2015, an 8.1% increase on 2014. Camden accounts for 5.8% of all London local (business) units³⁵.

Camden has the third highest number of business start-ups in London. 4,375 new enterprises started up in Camden in 2014³⁶, a 10% increase on 2013. This is the third highest figure in London after Westminster (8,245) and Lambeth (5,570). This demonstrates that Camden is a good place to set up. There was a small decrease in the number of businesses failing between 2013 and 2014, down 0.6% to 2,695 in 2014.

3,495 Camden enterprises (14%) had a turnover of £1m or more in 2015, compared with 10% for London as a whole and 9% for the UK. Only the City and Westminster has a higher proportion³⁷.

Camden specialises in highly skilled, high value parts of the economy such as law, management consultancy and advertising. The largest industrial sector in Camden is *Professional, Scientific & Technical* enterprises which make up 30% of enterprises in Camden, compared with 22% in London. The sector includes legal, management consultancy, architectural and engineering practices, scientific research and advertising/market research³⁸.

347,600 jobs are done by people working in Camden, 7% of all employment in London. This is the third highest of London boroughs

³⁴ Gross Value Added is the value of goods and services produced in an area, industry or sector of an economy. Taken from Regional Accounts (ONS); unofficial local estimates at borough-level are produced by GLA Economics.

³⁵ ONS UK Business: Activity, Size and Location Survey 2015.

³⁶ ONS Business Demography 2014.

³⁷ ONS UK Business: Activity, Size and Location 2015.

³⁸ ONS UK Business: Activity, Size and Location 2015. See [UK SIC 2007](#) for a full classification.

after Westminster and the City. The latest figure relates to 2014 and shows the total number of jobs is growing strongly, with Camden now having 19% more jobs than in 2009, and compares well against overall jobs growth in London (14%) and the UK (4%). More than a third of the growth has been in part-time jobs, which rose by 20,500 (34%) since 2009, while full-time employment rose by 36,600 (17%). There was a net gain in employment of 56,600 over the 2009-2014 period³⁹.

Geographically, almost two thirds (61%) of jobs are located in the central London part of Camden in the area south of Euston Road; a fifth (22%) are concentrated in the central Camden Town/Euston/Regent's Park/Somers Town areas, while the remainder of Camden's jobs (17%) are scattered across town centres and employment sites in north and west Camden including Hampstead, Kentish Town and Swiss Cottage.

There was a net gain in employment of 56,600 during 2009-2014. During this period Camden saw employment growth in several sectors, with the largest growth in: *Business Administration & Support Services* (14,600, +65%), *Health* (12,600, +51) and in *Professional, Scientific & Technical* (11,500, +17%). However, there has been a net loss of employment in other sectors, including in *Transport & Storage* (-7,200, -44%), *Manufacturing* (-1,000, -20%) and in *Wholesale* (-100, -1%)⁴⁰.

2011 Census data about where people work compared to where they live shows that 21% of Camden residents live and work in Camden, while a further 14% work mainly at/from home. The majority of Camden-resident workers (58%) travel outside the borough to work and the most common destinations are other London boroughs (57%), with 27% working in either Westminster/ City. The most common destinations outside London are Watford, Hertsmere and Welwyn Hatfield but numbers are small. 8% of Camden-resident workers have no fixed place of work⁴¹.

91% of people for whom Camden is their workplace live outside the borough. The majority (70%) are resident in other London bor-

oughs, the highest proportion from Barnet, Islington, Haringey and Lambeth. Commuting from outside London, the top five home local authorities were St Albans, Hertsmere, Epping Forest, Dacorum and Watford.

Comparing 2001 to 2011, there has been a 20% growth in Camden residents in employment (from 91,900 to 110,200) and a 10% growth in the number of people being employed in Camden (from 227,700 to 250,000).

GLA forecasts 24,000 new jobs to be created in the borough between 2011 and 2021. This is the joint 9th highest (with Hillingdon) in London - the top three are Islington, Hammersmith & Fulham and Southwark. A significant number of new jobs will be created at King's Cross Central, one of the largest and most prestigious developments in London⁴².

The median gross pay of people working in Camden is amongst the highest in London: median gross annual pay for full-time employees working in Camden was £36,927 in 2015, compared with £35,333 for London. Average pay increased in Camden in 2014-2015 by 0.5%, while London saw a rise of 0.9%⁴³.

Camden has the third most valuable commercial property estate in London. Business premises in Camden were valued at £1.23bn in aggregate for the purposes of business rates in September 2015. This is the third highest total of London boroughs after Westminster and the City. Camden businesses account for 7.7% of the total rateable value for London⁴⁴.

In 2012, Camden had 2,471,000 sq. m of commercial and industrial floorspace. In 2014/15 a total of 125,476 sq. m of B1 business floorspace was completed and 72,272 sq. m was removed mostly due to change of use of development, resulting in a net gain of 52,204 sq. m of B1 floorspace. Trends in B1 floorspace vary year-by-year, however, the last 5 years have seen a gain in B1 floorspace of approximately 44,593 sq. m. There is a net total of 464,790 sq. m floorspace in the development pipeline (i.e. planning permission granted but not yet built), mostly from the King's Cross Central development. However, there is still a concern in regard to the supply

³⁹ ONS Business Register & Employment Survey, 2014 (provisional 2014 results will be confirmed in October 2016).

⁴⁰ ONS Business Register Employment Survey 2014.

⁴¹ ONS 2011 Census Origin-Destination tables.

⁴² GLA Economics Employment Projections, 2013.

⁴³ ONS Annual Survey of Hours and Earnings, 2014.

⁴⁴ LB Camden Business Rates team (unpublished data).

of workspace that is suitable and affordable for SMEs in Camden⁴⁵.

Contrary to the national and London-wide trend of increasing vacancy rates, 2015 saw a reduction in vacant premises in Camden to 5.5%. The vacancy rates on designated shopping frontages across Camden increased from 5.4% in 2007 to peak at 7.7% in 2012. Vacancy rates first fell in 2013 to 6.5% followed by the subsequent fall to 5.5% in 2015⁴⁶.

Labour Market

The overall employment rate in Camden is relatively low and the economic inactivity rate relatively high in comparison with London and England & Wales. Students living in the borough account for much of this, but some Camden residents still face significant barriers to accessing employment. Fewer Camden residents are in work as a proportion of the working age population nationally. The Annual Population Survey employment rate in Camden was 67% for Q3 2015. The confidence intervals for this data make comparisons difficult, between areas and over time⁴⁷. This is supported by findings from the 2011 Census which confirms Camden's employment rate is lower than London or England & Wales, amongst the lowest in London, but consistent with central London boroughs.

Camden's Job Seekers Allowance (JSA) claimant rate is lower than London's. The claimant count stood at 2,590 in December 2015 or 2.1% of the economically active population, excluding students. This compares to 2.2% for London and 2.0% for England & Wales⁴⁸. The number of Camden residents claiming JSA has fallen by more than half since its recession high point in 2009 and is now 1,220 lower (-32%) than March 2008.

The number of long-term claimants⁴⁹ increased considerably into the recession but, having peaked in September 2012, are now falling. In December 2015 there were 635 JSA claimants who had been unemployed for a year or more, slightly higher than pre-

recession and represents 25% of all claimants. The proportion of JSA claimants who are long-term unemployed is lower than London (26%), Central London and England & Wales (28%). The proportion claiming over 1 year in Camden is still high compared to less than 20% pre-recession. The number and proportion of longer-term claimants (2+ and 3+ years) have both peaked in Camden and fell to December 2015. In December 2015 there were 370 people (14%) claiming for over 2 years and 280 people (11%) claiming for over 3 years. Long-term unemployment remains a key concern for the Council.

The Annual Population Survey's 'modelled' unemployment estimate in the year to September 2015 (ILO definition) for Camden is 6.5%, compared to estimates for London (6.4%) or GB (5.4%)⁵⁰.

Economic inactivity/worklessness

29.8% of Camden's working age population (aged 16-64) were economically inactive in Q3 2015⁵¹. In Camden, higher levels of economic inactivity are contributed to by large numbers of students⁵² and those looking after home/family. Up to Q3 2011 the rate had been fairly stable, but has been much more volatile in the last two years. As with the employment rate, small sample size in the APS and wide confidence intervals make fluctuations more likely, and make firm comparisons with other London boroughs problematic. Camden's economic inactivity rate, though, is higher than Central London, Greater London and Great Britain (22%-23%). Camden has a higher proportion of economically inactive people who would like to have a job (36%), compared to Central London (31%), London (28%) and Great Britain (24%)⁵³.

The proportion of claimants on out-of-work benefits is higher in Camden's most deprived wards. The wards with the highest JSA claimant (unemployment) rates in December 2015 were Kilburn (3.9%), St Pancras and Somers

⁴⁵ Camden Planning.

⁴⁶ Camden Retail Survey 2015.

⁴⁷ ONS Annual Population Survey, 2015 Q3; Camden accuracy +/- 3.9%.

⁴⁸ ONS JSA Claimants. From [NOMIS](#) and GLA derived Claimant rates.

⁴⁹ 'Long-term' JSA claimants: those who have been claiming for more than one year.

⁵⁰ Age 16+, ONS Annual Population Survey Q3 2015. Unlike JSA it also includes residents working beyond retirement age and students.

⁵¹ Annual Population Survey (ONS). Margin of error is +/- 3.8%. From [NOMIS](#).

⁵² 25,350 students live in Camden, more than in any other London borough. Higher education students, by residence, HESA 2013-14 (Higher Education Statistics Agency).

⁵³ ONS Annual Population Survey Q3 2015. Margin of error is +/- 7.2%. From [NOMIS](#).

Town (3.3%) and King's Cross (3.2). The overall rate for Camden was 2.1%. These wards are among the most deprived and have large ethnic minority populations. Hampstead Town has the lowest rate (0.5%)⁵⁴. In the year to December 2015, the number of JSA claimants in most wards in Camden fell, except Frognal and Fitzjohns and Kilburn which saw a small rise (+5 each). St Pancras and Somers Town saw the largest fall, down 40 (-15%).

Education and Skills

The most recent Annual Population Survey data on education and skills is for the year to December 2014. It estimates that 72% of the working-age population of Camden were qualified to degree level⁵⁵, far higher than for London (56%) or Great Britain (40%). The proportions have increased considerably since 2008, increasing by 12.5 percentage points in Camden, higher than for London or for England & Wales. However, there are also a large number of residents with no qualifications at all: the APS estimates 2,200 (1.9%) of economically active Camden residents of working age have no qualifications; while 15.8% have no or low-level qualifications (no qualifications or NVQ level 1), significantly disadvantaging them in the London labour market⁵⁶. By comparison, the 2011 Census found that for residents aged 16+ over half (51%) are educated to degree level or equivalent (ranking 5th highest in England & Wales); while 13% had no qualifications.

Camden has relatively low number of young people with unknown destinations compared with other boroughs. The NEET figure is an important indicator for local authorities, schools and the FE sector because dropping out of the system at a young age seriously damages long-term employment prospects. So-called NEETs are often ineligible for JSA and other types of benefits and so will not otherwise be picked up in national figures. Unfortunately comparative figures for NEETs are no longer available as they are published on a protected website that forbids data sharing.

Further information

Further information and analysis is available from **Open Data Camden** (<https://opendata.camden.gov.uk>), the Council's open data website. See below for a selection of data, analyses, reports and maps:

Key data: [Camden Key Facts](#):

1 page table of facts about Camden.

Projections: [GLA population projections](#) used by Camden to plan services.

2011 Census: visit [Camden 2011 Census](#) page on Camden's [Open Data](#) website.

Labour market and economy:

[Camden Business and Employment Bulletin](#) and [Databook](#);

Latest [Unemployment in Camden](#) bulletin and [Unemployment Summary](#). Updated quarterly.

Camden Profile is produced by:

Strategy & Change Service

Corporate Services

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population@camden.gov.uk

For more information about Camden, go to



Open Data Camden

<https://opendata.camden.gov.uk>

Camden's open data website providing data, reports, maps and analyses about Camden.

⁵⁴ 'Unemployment in Camden', Dec-15, LB Camden.

⁵⁵ Economically active working aged people, ONS Annual Population Survey Q4 2014. Margin of error is +/-4.2%. From [NOMIS](#).

⁵⁶ ONS Annual Population Survey Q4 2014. From [NOMIS](#).

APPENDIX 5 — DECISION NOTICE DATED 6 MARCH 2017

4D Planning
3rd Floor
86-90 Paul Street
London
EC2A 4NE

Application Ref: **2016/6808/P**
Please ask for: **Robert Lester**
Telephone: 020 7974 **2188**

6 March 2017

Dear Sir/Madam

DECISION

Town and Country Planning Act 1990 (as amended)

Full Planning Permission Refused

Address:
205-207 Queen's Crescent
London
NW5 4DP

Proposal:
Mansard roof extension to provide additional HMO accommodation and the provision of cycle storage in the front lightwell

Drawing Nos: 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.

The Council has considered your application and decided to **refuse** planning permission for the following reason(s):

Reason(s) for Refusal

- 1 The proposed mansard roof extension by reason of its height, bulk and massing, would unbalance this building which has a roofline which is unimpaired by alterations or extensions and would therefore be an incongruous, overbearing and dominant addition to the detriment of the character and appearance of the building and wider area contrary to Policy CS14 of the London Borough of Camden Local Development Framework Core Strategy, Policy DP24 of the London Borough of Camden Local



Development Framework Development Policies, Policy D1 of the Camden Local Plan Submission Draft.

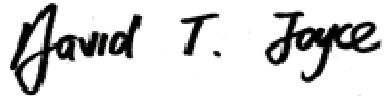
- 2 The proposed mansard extension by reason of its height and scale and relationship with adjacent dwellings would result in a loss of outlook and increased enclosure of the dwellings to the west at 186-190 Grafton Road to the detriment of the residential amenity of those neighbouring residents, contrary to Policy CS5 of the Camden Local Development Framework Core Strategy, Policy DP26 of the Camden Local Development Framework Development Policies, Policy A1 of the Camden Local Plan Submission Draft.
- 3 The proposed development, in the absence of a legal agreement for car-free housing, would be likely to contribute unacceptably to parking stress and congestion in the surrounding area, would fail to encourage car free lifestyles, promote sustainable ways of travelling and help to reduce the impact of traffic, all contrary to Policies CS11 and CS19 of the London Borough of Camden Local Development Framework Core Strategy, Policies DP18 and DP19 of the London Borough of Camden Local Development Framework Development Policies, Policies T1 and T2 of the Camden Local Plan Submission Draft.
- 4 The proposed development, in the absence of a legal agreement securing a Construction Management Plan would be likely to contribute unacceptably to traffic disruption, general highway and pedestrian safety and residential amenity, contrary to Policies CS5, CS11 and CS19 of the London Borough of Camden Local Development Framework Core Strategy, Policies DP16, DP20 DP21, DP26, DP28, DP32 of the London Borough of Camden Local Development Framework Development Policies, Policies A1 and T4 of the Camden Local Plan Submission Draft.
- 5 The proposed cycle storage by reason of its height, scale, design and location in the front lightwell areas would be an incongruous and dominant addition to the front of this building to the detriment of the character and appearance of the building and streetscene contrary to Policy CS14 of the London Borough of Camden Local Development Framework Core Strategy, Policy DP24 of the London Borough of Camden Local Development Framework Development Policies, Policy D1 of the Camden Local Plan Submission Draft.

In dealing with the application, the Council has sought to work with the applicant in a positive and proactive way in accordance with paragraphs 186 and 187 of the National Planning Policy Framework.

You can find advice about your rights of appeal at:

<http://www.planningportal.gov.uk/planning/appeals/guidance/guidancecontent>

Yours faithfully

A handwritten signature in black ink that reads "David T. Joyce". The signature is written in a cursive, slightly informal style.

David Joyce
Executive Director Supporting Communities