

metropolis and green  
planning and design

# Appeal Statement

Appeal Against LB Camden's Refusal to Grant  
Planning Permission (REF:2017/1968/P)

## **20 Flaxman Terrace**

London WC1H 9AT

On behalf of  
Salaft Properties Ltd

15/06/17  
Job Ref: 1384

## Practice Information

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## 1.0 INTRODUCTION

- 1.1 On behalf of our Client, Salaft Properties Ltd (“The Appellant”), Metropolis Planning and Design have been instructed to prepare this appeal against the refusal of planning permission 2017/1968/P at 20 Flaxman Terrace, London, WC1H (“The Application”) by the London Borough of Camden (“The Council / Local Planning Authority”) on the 31 May 2017.
- 1.2 The application was refused under delegated powers contrary to the ‘in principle’ support for the upward extension of the building to provide additional office accommodation. The merits of the scheme have been considered against the background of the adopted Development Plan policies and national guidance contained within the National Planning Policy Framework (NPPF).
- 1.3 A full copy of the original planning application submission has been provided to the Inspectorate as part of the Appeal submission and is attached at Appendix 1. A copy of the Council’s Delegated Report and Decision Notice is also attached at Appendix 2.
- 1.4 A copy of the revised application, submitted in October 2016 is attached at Appendix 3.
- 1.5 This appeal represents an alternative design to that submitted under appeal ref: APP/X5210/W/17/3172166. As the two appeals are on the same site and are for similar development, we would request that the appeals are co-joined to dual consideration.

## 2.0 APPLICATION BACKGROUND

- 2.1 A full description of the site's planning history is given in Section 3.0 of the planning statement submitted as part of the original application (see Appendix 1).
- 2.2 The application was submitted on the 5 April 2017 and made valid by the Council on the 5 April 2017, with the following description of development:-

*“Erection of single storey roof extension at second floor level to provide 233 sqm additional office space (Class B1a), with associated cycle parking and refuse storage.”*

- 2.3 The application followed the refusal of similar application 2016/0788/P on the 23 January 2017. An Appeal has been lodged against this refusal ref APP/X5210/W/17/3172166. The Council had advised during the determination of the 2016 application that the preference was for a more modern design approach. As such the glazed design approach was prepared and submitted.
- 2.4 The appellant again was willing to continue to work with the Local Planning Authority to achieve a scheme that would be supported, given that the principle of the development was considered acceptable. The Council however proceeded to refuse the application on the 31 May without the opportunity to enter into negotiations.

## 3.0 APPEAL SITE CONTEXT

- 3.1 A detailed analysis of the site is provided within Section 2.0 of the planning statement submitted as part of the original application (see Appendix 1).
- 3.2 In summary, the site lies to the south of Euston Road and within the Bloomsbury Conservation Area. The existing building is not listed and is in lawful B1 office use. The site is within an accessible Central London location as demonstrated by its excellent PTAL score of 6b.
- 3.3 The existing building is three and a half storeys plus basement fronting Flaxman Terrace. The building comprises a 1900s warehouse and the later 1950s front and side extension fronting Flaxman Terrace. The roof of the warehouse is visible and sits above the 1950s extension at second floor level.
- 3.4 The Flaxman Terrace façade is of modern linear horizontal design and the Appeal site is surrounded by a range of building heights and design which make up the character of the area.
- 3.5 In particular, buildings on Euston Road are significantly taller and visible from within the Conservation Area. The Council have identified these buildings as having a negative impact on the character of the area (email dated 15.03.2016 – attached at Appendix 4).
- 3.6 The site lies within the Central Activities Zone, where office development that improves London's economy is supported.

## 4.0 APPEAL SCHEME

- 4.1 The Appeal scheme comprises the single storey extension of the existing building at second floor level to provide an additional 233 sqm of office floorspace with associated cycle and refuse storage.
- 4.2 A full description of the proposed development is provided in Heritage Design and Access Statement and Section 4.0 of the Planning Statement, attached at Appendix 1.

## 5.0 REASONS FOR REFUSAL AND GROUNDS OF APPEAL

5.1 This appeal has been prepared against the refusal under delegated powers of application ref 2017/1968/P on the 31 May 2017.

5.2 The five reasons for refusal are as follows,

- 1. The proposed roof extension, by virtue of its siting, size, detailed design and appearance, would cause harm to the character and appearance of the host building, the street scene along Flaxman Terrace and the Bloomsbury Conservation Area, as well as harm to the setting of nearby listed buildings (17 Duke's Road and The Lodge on Flaxman Terrace), contrary to policy CS14 (promoting and conserving our heritage) of the London Borough of Camden's Local Development Framework Core Strategy and policies DP24 (Securing high quality design) and DP25 (Conserving Camden's heritage) the London Borough of Camden Local Development Framework Development Policies and Policies D1 (Design) and D2 (Heritage) of the Camden Local Plan Submission Draft 2016.*
- 2. The applicant has failed to satisfactorily demonstrate that the proposed development would take measures to minimise the effects of, and adapt to, climate change through sustainable design and construction measures, contrary to policy CS14 (tackling climate change through promoting higher environmental standards) of the London Borough of Camden Local Development Framework Core Strategy and policy DP22 (Promoting sustainable design and construction) of the London Borough of Camden Local Development Framework Development Policies and Policies CC1 (Climate change mitigation), CC3 (water and flooding) and CC4 (Air Quality) of the Camden Local Plan Submission Draft 2016.*
- 3. The proposed development, in the absence of adequate justification to demonstrate the provision of an appropriate contribution towards the supply of housing onsite, and the subsequent absence of a legal agreement to secure an appropriate contribution towards the supply of housing offsite, would fail to make adequate provision to the borough's strategic affordable housing targets, contrary to policies CS6 (providing quality homes) and CS19 (Delivering and monitoring the Core Strategy) of the London Borough of*



*Camden Local Development Framework Core Strategy and DP1 (Mixed use development) and DP3 (Contributions to supply of affordable housing) of the London Borough of Camden Local Development Framework Development Policies and policies H1 (maximising housing supply), H2 (Maximising the supply of self-contained housing from mixed use schemes) and H4 (maximising the supply of affordable housing) of the Camden Local Plan Submission Draft 2016.*

4. *The proposed development, in the absence of a legal agreement securing a construction management plan, would be likely to give rise to conflicts with other road users and be detrimental to the amenities of the area generally, contrary to policies CS5 (Managing the impact of growth and development), CS11 (promoting sustainable and efficient travel) and CS19 (Delivering and monitoring the Core Strategy) of the London Borough of Camden Local Development Framework Core Strategy and policies DP20 (movement of goods and materials), DP21 (Development connecting to highway network) and DP26 (Managing the impact of development on occupiers and neighbours) of the London Borough Camden Local Development Framework Development Policies and Policies A1 (Managing the impacts of development) and T4 (Sustainable movement of goods and Materials) of the Camden Local Plan Submission Draft 2016.*
  
5. *The proposed development, in the absence of a legal agreement securing employment and business support obligations, would fail to contribute towards maximising opportunities for local residents and businesses, contrary to policy CS8 (promoting a successful and inclusive economy) of the London Borough of Camden Local Development Framework Core Strategy and policy DP13 (Employment premises and sites) of the London Borough of Camden Local Development Framework Development Policies and policies E1 (Economic Development) and E2 (Employment premises and sites) of the Camden Local Plan Submission Draft 2016.*

5.3 The Grounds of Appeal will therefore consider:

1. The impact on the character and appearance of Designated Heritage Assets;
2. The sustainability of the scheme;
3. The securing of financial contributions towards off-site housing;
4. The securing of a Construction Management Plan; and

5. The securing of employment and business support obligations.

## **Impact on the Character and Appearance of Designated Heritage Assets**

### Impact on Conservation Area

- 5.4 The Appeal site lies within the Bloomsbury Conservation Area which is designated as a Heritage Asset and was formally designated in 1968. In accordance with S.72 of the Planning (Listed Building and Conservation Area) Act 1990 (as amended), the Council has a statutory duty to preserve and enhance the character and appearance of such areas.
- 5.5 This is echoed in Camden's Core Strategy Policy CS14 and policy DP25 of Camden's Development Policies and emerging policies D1 and D2 which permits development that preserves and enhances the character and appearance of the area. The Council adopted a Conservation Area Appraisal for Bloomsbury in April 2011, however the Appeal site is not specially identified as making a positive or negative impact towards the character and appearance of the Conservation Area.
- 5.6 The existing building is of 1950s linear design which sits awkwardly within the streetscene owing to the existing warehouse roof above (see pages 14 and 22 of the February 2016 Heritage, Design and Access Statement – Appendix 1). In some respects the building already has the appearance of being extended at roof level but in an incoherent manner.
- 5.7 20 Flaxman Terrace appears as 'stunted' within the streetscape particularly the 1950s element in comparison to its immediate neighbours. Neighbouring building 16 Flaxman Terrace has been extended recently by 2-3 storeys and is metal clad. The cladding dominates views along Flaxman Terrace and further dwarfs 20 Flaxman Terrace (see page 29 of the Design and Access Statement – Appendix 1).
- 5.8 The Council have again noted that the principle of extending the building upwards is acceptable (para 7.5 of the delegated report – Appendix 2) however, "*it is important to get the design right so that the extension compliments the existing building and unifies the whole building*".

- 5.9 On this basis, it would have been expected that the Council would agree to work with the appellant to achieve the 'right design' that would preserve and enhance the Conservation Area in accordance with the identified Development Plan Policies.

#### Impact on Host Building

- 5.10 The proposed single storey extension would site above the existing building in a light-weight linear fashion as confirmed by officers in para 7.9 of the delegated report. It is contended that the proposal would have no adverse impact on the character or appearance of the host building.

#### *Size and Siting*

- 5.11 In response to officer's concerns regarding design during the 2016 application, the scheme was amended to a single floor which was welcomed by officers at a meeting in April 2016. This was reflected within the subsequent officer's response dated 23 August 2016 (attached at Appendix 5):-

*"We agree that a single storey extension to the building is likely to work better, due the reasons given above concerning the horizontality of the building and the need for it not to appear top-heavy following the works... A single storey extension to the building is also likely to appear more subservient to the original building, as per the guidance in CPG1."*

- 5.12 The current appeal scheme again proposes a single storey extension (additional 3.5m) to 20 Flaxman Terrace which would sit below the height of the existing ridge to the former warehouse building (see page 37 of the Design & Access Statement, Appendix 1). The extension would also sit below the height of the adjacent buildings, 18 Flaxman Terrace and 22 Duke's Road which are considerably taller. No objections were raised to the proposed height of the proposed extension.

#### *Detailed design and appearance*

- 5.13 The appeal scheme proposed a glazed façade to Flaxman Terrace set back from the existing overhang. The Council welcomed the setback design which was described in the delegated report as "the existing overhang would be retained (thereby indicating the top of the 'old' part of the building)..." The proposed set back element has therefore directly overcome officer comments during the 2016 application which sought a clear distinction between the old and the new.

5.14 During the 2016 application, officers indicated that their preference was for buff brick and the delegated report noted:-

*“The use of buff brick is preferable to the original proposal to use large amounts of glazing at the top of the building, and the fact that the windows would now relate to the windows of the lower floors is welcomed.”*

5.15 The original proposal referred to in the above extract was the two storey scheme as original submitted under application 2016/0788/P. The design was subsequently amended to a single storey brick extension as agreed with officers. The 2016 delegated report also notes that a more modern approach should be considered.

5.16 In response to this, the use of glazing was again re-considered to meet the ‘modern’ and light weight approach indicated by officers. The difference being that the proposal is now single storey and the level of glazing is therefore reduced. It is noted that the Council have removed references to ‘top-heavy appearance’ in their delegated report (previously in para 6.7 of the delegated report – see Appendix 6). It can therefore be concluded that the glazed option addressed previous officer comments to achieve a light weight design. On this basis, the design approach is subservient to the existing building. This has been clearly demonstrated on page 39 of the Design & Access Statement (Appendix 1).

5.17 Any extension will have a ‘greater visual presence’ which should be accepted by the Council particularly as they have considered the principle acceptable. It is considered that the single storey glazed option will allow for the least possible visual appearance. The CGI views of the appeal scheme as shown within the Design & Access Statement (Appendix 1) demonstrate that the extension, owing to its design, siting and height would blend into the appearance of the streetscene. The glazing would not appear dominant in views along Flaxman Terrace or on Burton Street contrary to para 7.8 of the officers report.

5.18 The Council contend that there is a clear ‘top’ or that the building to a “certain extent...already appears complete in design terms” (para 7.6 of the delegated report) however this is directly contrary to the preceding para (7.5) which confirms that the upward extension is acceptable in principle.

- 5.19 The Council also contend that the glazed design would detract from the horizontal emphasis of the building yet in para 7.10 of the delegated report identify that the proposed glazed panels would “*align with the window openings below*”. It is clear therefore that the proposed extension would have a horizontal emphasis which would unify the proposal with the existing host building. Indeed, the setback nature of the extension would emphasise the existing building and draw attention to the architectural features including the horizontal crittal windows. The horizontal emphasis is clearly demonstrated on pages 44 and 64 of the Design and Access Statement (Appendix 1).
- 5.20 The proposed glazing, which is light weight and minimal in appearance, would make a positive contribution towards the Conservation Area and the host building in accordance with emerging policy D2.

#### Impact on Listed Buildings

- 5.21 The existing building is not statutorily Listed. The closest Listed buildings being 17 Duke’s Road (Grade II), to the rear of the site, and The Lodge (Grade II), on Flaxman Terrace.
- 5.22 17 Duke’s Road sits to the rear of the Appeal site and is not seen within views of the site. Its main frontage is to Duke’s Road. The Appeal scheme being a single storey extension (towards Flaxman Terrace) and not extending above the existing height of the building, will not have any impact on the Listed Building or its setting.
- 5.23 The Council have acknowledged in their delegated report that the only an angled view of the extension would be visible from Grafton Mansions and the “*part of the host building which sits closes to those properties would remain unaltered*” (para 8.2, Appendix 2). Grafton Mansions sits to the rear west of the appeal site. If the Council consider that there are no impacts on Grafton Mansions, particularly as the part of the building to the rear i.e. the former warehouse, would remain unchanged there would be no impacts to 17 Duke’s Road, which sits to the north of Grafton Mansions. Further, the existing ridge height of the former warehouse building will remain above the proposed extension effectively screening all views of the extension from 17 Duke’s Road.

- 5.24 The Lodge sits opposite the Appeal site on Flaxman Terrace and is seen within a limited number of views of 20 Flaxman Terrace. Despite this, the Council have consistently supported the principle of extending the building upwards (emails dated 15.03.2016 Appendix 4 and 23.08.2016, Appendix 5) to enhance the character and appearance of the Conservation Area by masking unsightly views of the buildings on Euston Road.
- 5.25 The principle of the upward extension has again been supported within the officer report for the current appeal scheme (paras 4.1 & 7.5).
- 5.26 On the basis that the principle of a single storey extension has been supported, any impact on Listed Buildings must have been considered acceptable in accordance with policy CS14 & DP 25, which seeks to preserve and enhance Camden's heritage assets.
- 5.27 The Council contend that the proposal would increase the visual presence of the host building. As previously mentioned, any extension would add to the visual appearance of the building however the Council have confirmed the principle is acceptable. As demonstrated on page 26 of the Design & Access Statement (Appendix 1) the surrounding area is varied in building heights with five stories on Burton Street, between 4 – 7 stories opposite the appeal site and 15 stories on Euston Road to the north.
- 5.28 The host building is currently two and a half stories above ground floor. The proposal will infill the third floor which when completed will remain below the existing ridge height of the building. The appeal site will remain at three stories above ground. The modest infill would therefore be in keeping with the heights of the surrounding buildings.
- 5.29 The Appeal scheme will preserve the special interest and setting of the Listed Buildings. The Appeal scheme therefore complies with policies CS14, DP24 & DP25.

### **Sustainability of the Appeal Scheme**

- 5.30 Camden's Development Policy DP22 (Promoting Sustainable Design and Construction) expects non-domestic developments of 500 sqm or above to achieve

BREEAM from 2016. The policy also requires, where suitable, the incorporation of green or brown roofs which is echoed in emerging policy CC2 for developments involving 500 sqm. Given that the Appeal scheme proposes 233 sqm of new office floorspace, the Appeal scheme falls below the thresholds under policy DP22 and emerging policy CC2.

- 5.31 The Appeal scheme is considered to be minor development, as it is below the Council's 1,000 sqm threshold, and is not required to meet the London Plan policy 5.2 carbon reduction requirements. This is again supported in part b of emerging policy CC1.
- 5.32 Camden's Policy Guidance 3 (Sustainability) sets out separate requirements to ensure sustainability. The single storey extension will continue to meet sustainability objectives as evidenced within the Planning Statement submitted as part of the original application (Appendix 1). The scheme will meet water efficiency targets and source sustainable materials.
- 5.33 The Council have again contended that no justification is provided for the lack of a green roof. The requirement for a green roof applies to major development only under London Plan policy 5.11. The revised single storey appeal scheme is not required to meet this policy.
- 5.34 The proposed single storey, being minor development, is not required to meet the requirements of policies CS14 and DP22 in addition to emerging policies CC1. On this basis we would request that the Council withdraw the second reason for refusal.

### **Securing Obligations towards Off-Site Housing**

- 5.35 Camden's Development Policy DP1 requires development in Central London creating more than 200 sqm additional floorspace to provide 50% of all floorspace as residential floorspace.
- 5.36 The Appeal scheme provides 226 sqm and therefore 50% of this additional floorspace would be required as residential.
- 5.37 The Council's delegated report states that:-

*It continues that it is not practical for the Appeal scheme to provide on-site residential due to site constraints. On this basis the Appellant is willing to enter into a legal agreement to secure a financial contribution to offsite housing.*

- 5.38 Using Camden's Planning Guidance document no. 8, the Council have set out the required contribution in para 5.5 of the delegated report (see Appendix 2) as follows,

233 sqm (GIA) x 1.25 = 291.25 sqm (GEA)

50% of 282.5 sqm = 145.63 sqm (GEA)

145.63 sqm x £700 = £101,941 off-site housing contribution

- 5.39 The Appellant was aware of this financial contribution and was willing to enter into a section 106 agreement to secure should the application have been recommended for approval.

- 5.40 The Appellant notifies the Inspector that a Unilateral Undertaking will be submitted pursuant to S106 of the Act, in order to source the relevant contribution towards off-site housing, in accordance with the usual timetable requirements.

- 5.41 The Appeal scheme is therefore compliant with Policies CS6, CS19 DP1, DP3 and emerging policies H1, H2 and H4 and should be allowed.

### **Securing Obligations towards a Construction Management Plan**

- 5.42 Again, the Appellant was amenable to securing a Construction Management Plan in accordance with policies CS5, CS1, CS19, DP20, DP21, DP26 and emerging policies A1. The Appellant will be preparing a Unilateral Undertaking that will secure the submission of a Construction Management Plan.

- 5.43 The CMP could include, but is not limited to, the following to ensure that there is no impact on residential amenity:

- Hours of construction;
- Any road closures required;



- Arrangements for deliveries;
- Dust / Noise / Vibration mitigation measures;
- Dust and Odours mitigation measures;
- Wheel washing arrangements;
- Community liaison measures;
- Waste management strategy.

5.44 Paragraph 8.5 of Camden’s Planning Guidance 6 (Amenity) confirms that for less complicated schemes Construction Management Plans can be secured by condition. It was anticipated that a condition would have been most appropriate in this instance.

5.45 On this basis, the proposed single storey extension is considered to be minor development and in accordance with policies CS5, CS1, CS19, DP6, DP20 and DP21 and emerging policy A1 and should be allowed.

### **Securing Obligations to Support Local Employment and Businesses**

5.46 Policies CS8 and DP13 of the Council’s Local development Framework seek to safeguard existing employment sites. The Council also note within para 6.2 of the delegated report that the emerging Local Plan policies echo this approach to promote economic growth within the Borough.

5.47 The appeal site is located within the CAZ and in B1 use. The appeal scheme would enhance the employment offer at the site to support the principles of policies CS8 and DP13. The requirement for support to local employment and local businesses was not a reason for refusal on the 2016 application and it is unclear the justification for attaching it to the current appeal scheme, being only 7 sqm greater.

5.48 Camden’s Planning Guidance document 8 outlines how the Council may require *“training and employment initiatives...where the development impacts on the availability of jobs for Camden’s residents including the following types of development:*

- *Any commercial land use where the proposed development could offer local employment opportunities, or would have the potential to provide it on account of its floorspace (i.e. greater than 1,000sq m or 50 jobs);*

- *A development in a location where there are identified employment and training issues (e.g. higher than Borough-average levels of unemployment, lower than Borough-average levels of skills/education attainment);*
- *Where major developments result in the loss or displacement of existing employment opportunities; and*
- *Major infrastructure or development projects involving significant construction contracts (e.g. over £3 million build costs or 1,000sq m or more net additional floorspace).”*

5.49 It is clear from the guidance within CPG 8 that the requirement for the obligation is aimed toward larger major commercial developments. This is further confirmed in para 5.14 of the emerging Local Plan (supporting text to Local Plan Policy E1) which states that it is larger schemes which are expected to produce an Employment and Training Strategy to demonstrate how employment and training strategy to demonstrate how employment and training will be addressed and supported through planning obligations.

5.50 The appeal scheme seeks an additional 233 sqm for additional office floorspace. There will be no loss or reduction of commercial use and the site is not considered to be major infrastructure. Aforementioned, the Council did not seek this type of obligation as part of the 2016 application and it would appear unreasonable to apply the obligation to this revised scheme on the same site.

5.51 Notwithstanding this, the appellant will prepare a Unilateral Undertaking which agrees to provide a percentage of construction jobs for local residents. The proposed scheme is therefore compliant with Policies CS8, DP13, E1 and E2.

## 6.0 DRAFT STATEMENT OF COMMON GROUND

6.1 A number of items have been considered acceptable during the application which the Appellant would seek to agree within this draft Statement of Common Ground.

6.2 These items includes:

- The principle of extending the building upwards is acceptable;
- The planning history and site description is accurate;
- The proposed single storey scheme will have no impact on Daylight & Sunlight, overlooking, loss of privacy and overshadowing;
- The contribution towards off-site housing of £101,941 is appropriate and can be secured through a Unilateral Undertaking;
- Provision of a Construction Management Plan prior to the commencement of development is appropriate;
- The securing support for local employment and businesses can be secured through a Unilateral undertaking;
- The provision of 20 cycle parking spaces is appropriate and in accordance with the London Plan;
- The proposed location and level of refuse storage is appropriate.

6.3 It is anticipated that the matters outlined above can be discussed during the Appeal however, these points are ones which have been acknowledged within the officer's report and as such it is expected that the points should be Common Ground between both parties.

## 7.0 CONCLUSION

- 7.1 Paragraph 187 of the NPPF requires Local Planning Authorities to *“look for solutions rather than problems...Local Planning Authorities should work proactively with applicants to secure development that improve the economic, social and environmental conditions of the area”*.
- 7.2 The LPA have failed to proactively engage with the applicant to secure the economic benefits of the proposed scheme despite agreeing the principle of the development.
- 7.3 The single storey design integrates well within the streetscene to enhance the appearance of the host building within the Conservation Area. The design has been revised in accordance with advice given by officers during the 2016 application, to read as a modern, separate linear element and complies with policies CS14 and DP25.
- 7.4 The Appeal scheme, being minor development, is not required to meet the carbon reduction requirements as set out in Policies CS14 and DP22. The Appellant requests that the Local Planning Authority to withdraw this reason for refusal. The proposed scheme will however be sustainable through the use of low water consumption and sustainable material selection in accordance with CPG3.
- 7.5 A Unilateral Undertaking will be prepared and submitted with the next stage of representations to secure the off-site contribution to residential floorspace in accordance with Policy DP1 and the securing support for local employment and local businesses. The commitment of the Appellant to provide the obligations fully addresses the third and fifth reasons for refusal. The Appellant also invites the Inspector to attach a condition to secure a Construction Management Plan prior to the commencement of development to address the fourth reason for refusal.
- 7.6 It has therefore been demonstrated that the single storey development will be suitable within the context of Flaxman Terrace and the Bloomsbury Conservation Area. The Appeal scheme is fully in accordance with LB Camden’s Development Policies, in particular Core Strategy policies 5, 6, 8, 11, 14, 19 and Development Management Policies 1, 3, 13, 20, 21, 22, 24, 25, 26, emerging Local Plan Policies

A1, D1, D2, E1, E2, H1, H4, T4, CC1, CC2, CC3, CC4 and Camden's Planning Guidance 3: Sustainability.

**APPENDIX 1**  
**Original Planning Application Submission**  
**Ref: 2017/1968/P dated 04/04/17**

## **APPENDIX 2 Decision Notice & Delegate Report**

Metropolis Planning & Design  
4 Underwood Row  
London  
N1 7LQ

Application Ref: **2017/1968/P**  
Please ask for: **Kate Henry**  
Telephone: 020 7974 **2521**

31 May 2017

Dear Sir/Madam

## **DECISION**

Town and Country Planning Act 1990 (as amended)

### **Full Planning Permission Refused**

Address:  
**20 Flaxman Terrace**  
**London**  
**WC1H 9AT**

Proposal: Erection of single storey roof extension at second floor level to provide 233sqm additional office space (Class B1a), with associated cycle parking and refuse storage

Drawing Nos: 1384-D1000-rev01; 1384-D1099-rev01; 1384-D1100-rev01; 1384-D1101-rev01; 1384-D1102-rev01; 1384-D1103-rev01; 1384-D1710-rev00; 1384-D1711-rev00; 1384-D1712-rev00; 1384-D5099-rev00; 1384-D5100-rev00; 1384-D5101-rev00; 1384-D5102-rev00; 1384-D5104-rev00; 1384-D5520-rev00; 1384-D5521-rev00; 1384-D5710-rev00; 1384-D5711-rev00; 1384-D5712-rev00; Heritage, Design and Access Statement (dated April 2017); Planning Statement (dated 31/03/17)

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

#### Reason(s) for Refusal

- 1 The proposed roof extension, by virtue of its siting, size, detailed design and appearance, would cause harm to the character and appearance of the host building, the street scene along Flaxman Terrace and the Bloomsbury Conservation Area, as well as harm to the setting of nearby listed buildings (17 Duke's Road and





The Lodge on Flaxman Terrace), contrary to policy CS14 (Promoting high quality places and conserving our heritage) of the London Borough of Camden Local Development Framework Core Strategy and policies DP24 (Securing high quality design) and DP25 (Conserving Camden's heritage) the London Borough of Camden Local Development Framework Development Policies and Policies D1 (Design) and D2 (Heritage) of the of the Camden Local Plan Submission Draft 2016.

- 2 The applicant has failed to satisfactorily demonstrate that the proposed development would take measures to minimise the effects of, and adapt to, climate change through sustainable design and construction measures, contrary to policy CS14 (Tackling climate change through promoting higher environmental standards) of the London Borough of Camden Local Development Framework Core Strategy and policy DP22 (Promoting sustainable design and construction) of the London Borough of Camden Local Development Framework Development Policies and Policies CC1 (Climate change mitigation), CC3 (Water and flooding) and CC4 (Air quality) of the Camden Local Plan Submission Draft 2016.
- 3 The proposed development, in the absence of adequate justification to demonstrate the provision of an appropriate contribution towards the supply of housing onsite, and the subsequent absence of a legal agreement to secure an appropriate contribution towards the supply of housing offsite, would fail to make adequate provision to the borough's strategic affordable housing targets, contrary to policies CS6 (Providing quality homes) and CS19 (Delivering and monitoring the Core Strategy) of the London Borough of Camden Local Development Framework Core Strategy and DP1 (Mixed use development) and DP3 (Contributions to supply of affordable housing) of the London Borough of Camden Local Development Framework Development Policies and Policies H1 (Maximising housing supply), H2 (Maximising the supply of self-contained housing from mixed-use schemes) and H4 (Maximising the supply of affordable housing) of the Camden Local Plan Submission Draft 2016.
- 4 The proposed development, in the absence of a legal agreement securing a construction management plan, would be likely to give rise to conflicts with other road users and be detrimental to the amenities of the area generally, contrary to policies CS5 (Managing the impact of growth and development), CS11 (Promoting sustainable and efficient travel) and CS19 (Delivering and monitoring the Core Strategy) of the London Borough of Camden Local Development Framework Core Strategy and policies DP20 (Movement of goods and materials), DP21 (Development connecting to highway network) and DP26 (Managing the impact of development on occupiers and neighbours) of the London Borough of Camden Local Development Framework and Development Policies and Policies A1 (Managing the impact of development) and T4 (Sustainable movement of goods and Materials) of the Camden Local Plan Submission Draft 2016.
- 5 The proposed development, in the absence of a legal agreement securing employment and business support obligations, would fail to contribute towards maximising opportunities for local residents and businesses, contrary to policy CS8 (promoting a successful and inclusive economy) of the London Borough of Camden Local Development Framework Core Strategy and Policy DP13 (Employment premises and sites) of the London Borough of Camden Local Development

Framework Development Policies and policies E1 (Economic development) and E2 (Employment premises and sites) of the Camden Local Plan Submission Draft 2016.

Informative(s):

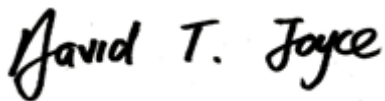
- 1 The Inspector's report on the Local Plan was published on 15 May 2017 and concludes that the plan is 'sound' subject to modifications being made to the Plan. While the determination of planning applications should continue to be made in accordance with the existing development plan until formal adoption, substantial weight may now be attached to the relevant policies of the emerging plan as a material consideration following publication of the Inspector's report, subject to any relevant recommended modifications in the Inspector's report.

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 slanted style.

David Joyce  
Director of Regeneration and Planning



<b>Delegated Report</b>		<b>Analysis sheet</b>	<b>Expiry Date:</b>	<b>31/05/2017</b>
		N/A / attached	<b>Consultation Expiry Date:</b>	<b>11/05/2017</b>
<b>Officer</b>			<b>Application Number(s)</b>	
Kate Henry			2017/1968/P	
<b>Application Address</b>			<b>Drawing Numbers</b>	
20 Flaxman Terrace London WC1H 9AT			Refer to Draft Decision Notice	
<b>PO 3/4</b>	<b>Area Team Signature</b>	<b>C&amp;UD</b>	<b>Authorised Officer Signature</b>	
<b>Proposal(s)</b>				
Erection of single storey roof extension at second floor level to provide 233sqm additional office space (Class B1a), with associated cycle parking and refuse storage				
<b>Recommendation(s):</b>	Refuse planning permission			
<b>Application Type:</b>	Full Planning Permission			

<b>Conditions or Reasons for Refusal:</b>	<b>Refer to Draft Decision Notice</b>					
<b>Informatives:</b>						
<b>Consultations</b>						
<b>Adjoining Occupiers:</b>	No. notified	<b>00</b>	No. of responses	<b>3</b>	No. of objections	<b>3</b>
<b>Summary of consultation responses:</b>	<p>A site notice was displayed on 14/04/2017 (expiry date 11/05/2017) and a notice was placed in the local press on the same date (expiry date 11/05/2017).</p> <p>Responses have been received from 3 different properties. The comments are summarised as follows:</p> <ul style="list-style-type: none"> <li>• Wallspace at 22 Dukes Road are on offsite meeting venue which depends on quiet environment. Having a building site so close would impact on ability to trade.</li> <li>• Residents of Flaxman Court would be unduly affected by construction works (cumulative effect of all the building works in area recently)</li> <li>• Developer has refused to provide sunlight and daylight report; there will be harm to properties in Grafton Mansions</li> </ul>					
<b>Bloomsbury CAAC</b>	No comments received (consultation expiry 02/05/2017).					

## Site Description

The building at 20 Flaxman Terrace comprises two parts; the original 1900's warehouse building and a later front and side extension (1950's) which fronts onto Flaxman Terrace. The building is between 2 and 3 and a half storeys tall above ground level. There are basements within each separate element of the building.

The part of the building which fronts onto Flaxman Terrace (the modern element) features yellow bricks, white render, Crittall windows and continuous glass block banding at street level to allow light into the lower floors.

The application site is within the Bloomsbury Conservation Area. Neither part of the building is listed. Nearby listed buildings include 17 Duke's Road (Grade II) and Flaxman Lodge and attached railings (Grade II).

## Relevant History

**2016/0788/P** - Erection of single storey roof extension to provide 226sqm additional office space (Class B1a) and associated works – **Refused 23/01/2017 (Appeal lodged)**

Council's reasons for refusal:

- 1. The proposed roof extension, by virtue of its siting, size, detailed design and appearance, would cause harm to the character and appearance of the host building, the street scene along Flaxman Terrace and the Bloomsbury Conservation Area, as well as harm to the setting of nearby listed buildings (17 Duke's Road and The Lodge on Flaxman Terrace), contrary to policy CS14 (Promoting high quality places and conserving our heritage) of the London Borough of Camden Local Development Framework Core Strategy and policies DP24 (Securing high quality design) and DP25 (Conserving Camden's heritage) the London Borough of Camden Local Development Framework Development Policies.*
- 2. The applicant has failed to satisfactorily demonstrate that the proposed development would take measures to minimise the effects of, and adapt to, climate change through sustainable design and construction measures, contrary to policy CS14 (Tackling climate change through promoting higher environmental standards) of the London Borough of Camden Local Development Framework Core Strategy and policy DP22 (Promoting sustainable design and construction) of the London Borough of Camden Local Development Framework Development Policies.*
- 3. The proposed development, in the absence of adequate justification to demonstrate the provision of an appropriate contribution towards the supply of housing onsite, and the subsequent absence of a legal agreement to secure an appropriate contribution towards the supply of housing offsite, would fail to make adequate provision to the borough's strategic affordable housing targets, contrary to policies CS6 (Providing quality homes) and CS19 (Delivering and monitoring the Core Strategy) of the London Borough of Camden Local Development Framework Core Strategy and DP1 (Mixed use development) and DP3 (Contributions to supply of affordable housing) of the London Borough of Camden Local Development Framework Development Policies.*
- 4. The proposed development, in the absence of a legal agreement securing a construction management plan, would be likely to give rise to conflicts with other road users and be detrimental to the amenities of the area generally, contrary to policies CS5 (Managing the*

*impact of growth and development), CS11 (Promoting sustainable and efficient travel) and CS19 (Delivering and monitoring the Core Strategy) of the London Borough of Camden Local Development Framework Core Strategy and policies DP20 (Movement of goods and materials), DP21 (Development connecting to highway network) and DP26 (Managing the impact of development on occupiers and neighbours) of the London Borough of Camden Local Development Framework and Development Policies.*

**PSX0104610** - The change of use of the basement and ground floor from Class B1(a) light industrial to Class B1(a) offices without complying with condition 1 of planning permission PL8601583 dated 19 May 2001 under the meaning of the Town and Country Planning (Use Class) Order 1985 – **Granted 24-07-2001.**

**8601583** - Continued use for University purposes – **Granted 14-05-1987.**

## **Relevant policies**

### **LDF Core Strategy and Development Policies**

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

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

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

CS1 Distribution of growth

CS3 Other highly accessible areas

CS5 Managing the impact of growth and development

CS6 (Providing quality homes)

CS8 Promoting a successful and inclusive Camden economy

CS9 Achieving a successful Central London Borough of Camden

CS10 Supporting community facilities and services

CS11 Promoting sustainable and efficient travel

CS13 Tackling climate change through promoting higher environmental standards

CS14 Promoting high quality places and conserving our heritage

CS18 Dealing with our waste and encouraging recycling

CS19 Delivering and monitoring the Core Strategy

DP1 Mixed use development

DP2 Making full use of Camden's capacity for housing

DP3 Contributions to the supply of affordable housing

DP12 Supporting strong centres and managing the impact of food, drink, entertainment and other town centre uses

DP13 Employment sites and premises

DP15 Community and leisure uses

DP16 The transport implications of development

DP17 Walking, cycling and public transport

DP18 Parking standards and limiting the availability of car parking DP24 Securing high quality design

DP20 Movement of goods and materials

DP24 Securing high quality design

DP25 Conserving Camden's heritage

DP26 Managing the impact of development on occupiers and neighbours

DP28 Noise and vibration

#### **Camden Planning Guidance**

CPG1 Design (2015)

- Ch. 1 (introduction
- Ch. 2 Design excellence
- Ch. 3 Heritage
- Ch. 4 Extensions, alterations, conservatories
- Ch. 5 Roofs, terraces and balconies

CPG2 Housing (2015)

- Ch. 1 Introduction
- Ch. 2 Affordable housing and housing in mixed use development

CPG3 Sustainability (2015)

- Ch. 1 Introduction
- Ch. 2 The energy hierarchy
- Ch. 4 Energy efficiency: existing buildings
- Ch. 5 Decentralised energy networks and combined heat and power
- Ch. 6 Renewable energy
- Ch. 7 Water efficiency
- Ch. 8 Sustainable use of materials
- Ch. 9 Sustainability assessment tools
- Ch. 10 Brown roofs, green roofs and green walls
- Ch. 12 Adapting to climate change
- Ch. 13 Biodiversity

CPG5 Town Centres, Retail & Employment (2013)

- Ch. 1 Introduction
- Ch. 7 Employment sites and business premises

CPG6 Amenity (2011)

- Ch. 1 Introduction
- Ch. 4 Noise and vibration
- Ch. 5 Artificial light
- Ch. 6 Daylight and sunlight
- Ch. 7 Overlooking, privacy and outlook
- Ch. 8 Construction management plans

CPG7 Transport (2011)

- Ch. 1 Introduction
- Ch. 5 Car free and car capped development
- Ch. 6 On-site car parking
- Ch. 9 Cycling facilities

CPG8 Planning Obligations (2015)

- Ch. 1 Introduction
- Ch. 2 Background
- Ch. 3 Amenity
- Ch. 6 Affordable housing and housing in mixed-use development
- Ch. 7 Sustainability
- Ch. 8 Employment and business support
- Ch. 10 Transport

**Bloomsbury Conservation Area Appraisal and Management Strategy (2011)**

- Ch. 1 – Introduction



## Ch. 3 – Summary of special interest

Character Analysis: Sub-Area 13: Cartwright Gardens/Argyle Square (pages 92-99)

### Part 2: Management Strategy

#### **Draft Camden Local Plan (2016)**

The Inspector's report on the Local Plan was published on 15 May 2017 and concludes that the plan is 'sound' subject to modifications being made to the Plan. While the determination of planning applications should continue to be made in accordance with the existing development plan until formal adoption, substantial weight may now be attached to the relevant policies of the emerging plan as a material consideration following publication of the Inspector's report, subject to any relevant recommended modifications in the Inspector's report.

The following policies are considered to be relevant:

- G1 Delivery and location of growth
- H1 Maximising housing supply
- H2 Maximising the supply of self-contained housing from mixed-use schemes
- H4 Maximising the supply of affordable housing
- C5 Safety and security
- C6 Access for all
- E1 Economic development
- E2 Employment premises and sites
- A1 Managing the impact of development
- A4 Noise and vibration
- D1 Design
- D2 Heritage
- CC1 Climate change mitigation
- CC2 Adapting to climate change
- CC3 Water and flooding
- CC4 Air quality
- CC5 Waste
- T1 Prioritising walking, cycling and public transport
- T2 Parking and car-free development
- T4 Sustainable movement of goods and materials

## **Assessment**

### **1. The proposal**

1.1. This application seeks planning permission for the following:

- Single storey roof extension at second floor level to provide 233sqm (GIA) additional office space (Class B1a); with associated cycle parking and refuse storage

1.2. The proposed extension would sit above the 1950's modern element of the building (the part that faces Flaxman Terrace). It would cover the whole of the undeveloped part of the flat roof and would adjoin the existing 3 ½ storey element above the older, original 1900's warehouse building at the rear of the site.

1.3. The proposed roof extension would measure up to approximately 3.2 metres tall. The part at the front, which would be set back marginally from the front elevation of the host building,

would measure 2.5 metres tall. The roof would then step up by 0.8 metres for the remainder.

1.4. The proposed extension would be constructed with glazed panels.

1.5. The existing overhang at the front of the building would be retained and the proposed extension would sit above. The front elevation would align with the existing front elevation.

## **2. Background**

2.1. This application follows planning application reference 2016/0788/P, which was refused on 23/01/2017 (appeal lodged). That application was for the following: Erection of single storey roof extension to provide 226sqm additional office space (Class B1a) and associated works.

2.2. The application was refused for 4 reasons (see relevant history section); namely the impact on the character and appearance of the host building, the street scene along Flaxman Terrace and the Bloomsbury Conservation Area, as well as harm to the setting of nearby listed buildings; the applicant's failure to satisfactorily demonstrate that the proposed development would take measures to minimise the effects of, and adapt to, climate change through sustainable design and construction measures; the absence of adequate justification to demonstrate the provision of an appropriate contribution towards the supply of housing onsite, and the subsequent absence of a legal agreement to secure an appropriate contribution towards the supply of housing offsite; and the absence of a legal agreement securing a construction management plan.

2.3. This application differs to the previous one insofar as it provides an additional 7sqm of floor space and the roof extension would be constructed with glazing panels instead of brick.

## **3. Assessment**

3.1. The principal considerations material to the determination of this application are summarised as follows:

- The principle of development;
- Mixed use policy- housing contribution;
- Impact on the character and appearance of the wider area (including the Bloomsbury Conservation Area and the settings of nearby listed building);
- The impact on the visual and residential amenities of the occupiers of nearby and neighbouring residential properties;
- Transport considerations;
- Sustainability considerations;
- Planning obligations and CIL

## **4. The principle of development**

4.1. The principle of development has already been established as acceptable at the time of the previous application. It was noted that Policies CS8 and DP13 seek to safeguard existing employment sites and premises in the borough that meet the needs of modern industry and other employers and Policy CS3 seeks to promote appropriate development in the highly accessible areas of Central London (outside of the designated Growth Areas), as these areas are considered to be suitable locations for the provision of homes, shops, food, drink and entertainment uses, offices, community facilities and are particularly suitable for uses that are likely to significantly increase the demand for travel.

## **5. Mixed use policy- housing contribution**

- 5.1. Policy DP1 requires development in Central London which is creating more than 200sqm (gross) additional floor space to provide 50% of all floor space as residential floor space. The proposal would provide 233sqm of additional commercial floor space, and therefore 50% should be provided as residential floor space.
- 5.2. The Council will normally require any secondary uses to be provided on-site, particularly where 1000sqm (gross) of additional floor space or more is proposed. Housing provided as part of a mixed use scheme should be independent of other uses and have a separate access at street level, or other arrangements which provide for occupation independent of any non-residential use.
- 5.3. In this case, the applicant has failed to provide any comment on the provision of housing on-site or off-site, other than to note that at the time of the previous application it was acknowledged by Officers that the application site is unable to provide residential accommodation on site.
- 5.4. The applicant proposes to provide a payment-in-lieu of provision. They have provided an initial estimate of £81,550.
- 5.5. However, the Council disagrees with the proposed figure. It appears that the applicant has used gross internal floor area measurements, whereas the CPG guidance is based on gross external area measurements.
- 5.6. The proposal would provide 233sqm (GIA) of new floor space, which represents 291.25sqm GEA (i.e. multiply the GIA by 1.25, as per paragraph 6.13 of CPG8). Where a contribution to housing is sought under Policy DP1, CPG8 requires a payment of £700 per square metres multiplied by the on-site target for housing (in this case 50%), which equates to 145.63sqm. The proposed figure for the payment-in-lieu of housing is therefore £101,937.50. The applicant has failed to enter into a section 106 legal agreement to secure this, and the application is recommended for refusal on this basis.

## **6. Employment and business support**

- 6.1. As noted above, Policies CS8 and DP13 of the LDF seek to safeguard existing employment sites and premises in the borough that meet the needs of modern industry and other employers.
- 6.2. Similarly, Policies E1 and E2 of the emerging Local Plan seek to secure a successful and inclusive economy in Camden by creating the conditions for economic growth and harnessing the benefits for local residents and businesses; and by encouraging the provision of employment premises and sites in the borough and protecting premises or sites that are suitable for continued business use, in particular premises for small businesses, businesses and services that provide employment for Camden residents and those that support the functioning of the Central Activities Zone (CAZ) or the local economy.
- 6.3. In order to maximise the opportunities for local residents and businesses afforded by the proposal, and in line with the aims of the LDF, the emerging Local Plan and the guidance in CPG8, the Council would expect to secure the following through a section 106 legal agreement:
  - The applicant should work to CITB benchmarks for local employment when recruiting for construction-related jobs as per clause 8.28 of CPG8.

- The applicant should advertise all construction vacancies and work placement opportunities exclusively with the King's Cross Construction Skills Centre for a period of 1 week before marketing more widely.
- The applicant should provide a specified number (to be agreed) of construction or non-construction work placement opportunities of not less than 2 weeks each, to be undertaken over the course of the development, to be recruited through the Council's King's Cross Construction Skills Centre.
- If the build costs of the scheme exceed £3 million the applicant must recruit 1 construction or non-construction apprentice per £3 million of build costs and pay the council a support fee of £1,700 per apprentice as per clause 8.25 of CPG8. Recruitment of construction apprentices should be conducted through the Council's King's Cross Construction Skills Centre.
- If the value of the scheme exceeds £1 million, the applicant must also sign up to the Camden Local Procurement Code, as per section 8.30 of CPG8.
- The applicant provide a local employment, skills and local supply plan setting out their plan for delivering the above requirements in advance of commencing on site.

6.4. No information on the proposed build costs have been provided as part of the application; however, if the application was otherwise considered to be acceptable, the exact terms of the legal agreement could have been discussed and agreed.

6.5. The failure of the applicant to enter into a section 106 legal agreement to secure employment and business support obligations forms another reason for refusal.

## **7. Impact on the character and appearance of the Bloomsbury Conservation Area and the setting of nearby listed buildings**

7.1. The application site is located within the Bloomsbury Conservation Area, wherein the Council has a statutory duty to pay special attention to the desirability of preserving or enhancing the character or appearance of that area, in accordance with Section 72 of The Planning (Listed Buildings and Conservation Areas Act) 1990.

7.2. Nearby Grade II listed buildings include 17 Duke's Road and The Lodge and attached railings on Flaxman Terrace. The Council has a statutory duty, under Section 66 of The Planning (Listed Buildings and Conservation Areas) Act 1990, to have special regard to the desirability of preserving a listed building(s) or its setting or any features of special architectural or historic interest which it possesses.

7.3. The application building is considered to be architecturally interesting by virtue of its horizontal emphasis, the Crittall windows, the bricks and render and its overall design. The building provides a typical example of 1950's architecture and it is considered that it fits in well with the "back street" character of this part of the Bloomsbury Conservation Area. The modest character and appearance of the host building also gives the building a subservience when viewed against the backdrop of grander buildings in the local area, such as the above-mentioned listed buildings. The roof of the older part of the building (the 1900's warehouse building at the rear of the site) is visible in long-range views of the building as the roof extends above the roof of the 1950's element; however, it is not possible to really discern what type of building lies at the rear of the site in most views of the application site.

7.4. The Bloomsbury Conservation Area Appraisal and Management Strategy (BCAAMS) notes

that extensions and alterations to existing buildings within the conservation area can have a detrimental impact, for example, through the inappropriate design of extensions; the use of inappropriate materials or detailing; inappropriate roof level extensions, particularly where these interrupt the consistency of the prevailing scale and character of a block or are overly prominent in the street; or extensions of excessive scale, massing or height. The BCAAMS requires that development proposals must preserve or enhance the character and appearance of the Bloomsbury Conservation Area.

- 7.5. As noted at the time of the previous application, the proposal to extend the building upwards is considered to be acceptable in principle; however, it is important to get the design right, so that the extension complements the existing building, and unifies the whole building, but at the same time allows the historical development of the building to be understood (i.e. the difference between the old and the new). It is recognised that extending the 1950's part of the building upwards would block views of the 1900's warehouse building at the rear, but this is considered to be acceptable on the basis that this part of the building is already relatively highly screened from public view and it has not previously been identified as making a positive contribution to the character and appearance of the Bloomsbury Conservation Area.
- 7.6. The existing building has a very defined 'top' (the overhang above the brickwork) and to a certain extent it already appears complete in design terms. Despite the proposed changes to the proposed design, it is still not considered that the proposed extension would relate well to the existing building.
- 7.7. Although the existing overhang on the building would be retained (thereby indicating the top of the 'old' part of the building), it is still not considered that the proposed extension would sit comfortably above. Instead, it is considered that the extension would appear as an incongruous addition to the host building.
- 7.8. From the visualisations provided, it appears that the proposed extension would visually dominate the host building and the increased height would detract from the horizontal emphasis of the building, which is considered to be important to its overall character and appearance.
- 7.9. With regards to the materials, it is recognised that the glazed panels are more light-weight in appearance than the buff brick proposed at the time of the previous application; however, the previous Officer's Report specifically noted the following: *"The use of buff brick is preferable to the original proposal to use large amounts of glazing at the top of the building, and the fact the windows would now relate to the windows on the lower floors is welcomed; however, the overall detailed design of the extension is not considered to be of sufficiently high quality"* (paragraph 6.11).
- 7.10. The proposed glazed panels would align with the window openings below; however, it is not considered that this would be readily apparent in views of the resultant building and it is considered that the large amounts of glazing at the top of the building would detract significantly from the established character and appearance of the host building. The existing building features a mixture of different facing materials (brickwork, render, glass block banding), and it has a coherent overall design. It is not considered that the proposed extension above the existing building would relate well to the existing building and it is considered that the resultant building would lack the same coherence that it currently exhibits. This would be to the detriment of the character and appearance of the host building, the street scene along Flaxman Terrace and also the wider conservation area.
- 7.11. The resultant building, by virtue of the large amounts of glazing, would also have greater visual presence in the street, which is not in keeping with the "back street" character of this

particular street and this part of the conservation area. Contrary to the BCAAMS guidance, it is considered that the proposed extension would result in the host building being overly prominent in the street scene and the proposal would interrupt the consistency of the prevailing scale and character of the street, to the detriment of the character and appearance of the Bloomsbury Conservation Area.

7.12. The increased visual presence of the host building would also adversely alter the existing relationship between the application building and nearby listed buildings, insofar as the resultant building would no longer appear as subservient in scale, character and appearance as it currently does. Thus it would not preserve the setting of nearby listed buildings, to their detriment.

7.13. To conclude, the proposed roof extension, by virtue of its siting, size, detailed design and appearance, would cause harm to the character and appearance of the host building, the street scene along Flaxman Terrace and the Bloomsbury Conservation Area, as well as the setting of nearby listed buildings (17 Duke's Road and The Lodge on Flaxman Terrace). The proposal is therefore contrary to Policies CS14, DP24 and DP25 and the application is recommended for refusal on this basis.

## **8. impact on the amenities of the occupiers of neighbouring properties**

8.1. Policy DP26 notes that the Council will protect the quality of life of occupiers and neighbours by only granting permission for development that does not cause harm to amenity. The factors to consider include: overlooking; outlook; sunlight, daylight and artificial light levels; noise and vibration levels; odour, fumes and dust; microclimate; and the inclusion of appropriate attenuation measures.

8.2. At the time of the previous application, it was considered overall that the impact on nearby and neighbouring properties would be acceptable. It was noted that, whilst the proposed extension might be visible from residential properties in Grafton Mansions, it would be viewed at an angle and the part of the host building closest to those properties would remain unaltered. It was not considered that the proposed extension would cause undue harm to the outlook or sunlight/daylight levels at these properties. Furthermore, there would have been no windows facing these properties, and therefore overlooking would not pose a problem either. The revised proposal does not change this assessment.

8.3. It was previously noted that the proposed extension would be visible from 22 Dukes Road, the adjacent property to the south-west. In particular, it would be visible from the windows on the eastern elevation of this building, which face towards Flaxman Terrace. Nevertheless, it was noted that this building is an office building and any loss of outlook from the windows on the eastern elevation was considered to be acceptable because these windows would not lose their pleasant, long-range outlook onto Flaxman Terrace; they would only lose some outlook in a specific direction towards the sky. Furthermore, it was not considered that this building would suffer undue loss of light because the host building is located towards the north-east. The revised proposal does not change this assessment, except for the fact the revised proposal shows glazing on the side-elevation, facing towards No. 22 Dukes Road. If the application was otherwise considered to be acceptable, a planning condition could require the side-facing windows to be fitted with obscure-glazing, to prevent any direct overlooking into No. 22 Dukes Road.

8.4. At the time of the previous application, a Daylight and Sunlight Report was submitted; however, no such report has been provided with this current application. Nevertheless, at the time of the previous application, the impact of the proposal on neighbouring properties in terms of daylight and sunlight was considered to be acceptable on the basis that the proposed

extension would sit atop the front part of the host building (i.e. the 1950's modern element) rather than the rear part which would limit the impact on neighbouring buildings.

- 8.5. In relation to No. 22 Duke's Road it was noted that because the application building is located to the north-east of this building, loss of sunlight would not be an issue. With regards to daylight, No. 22 is an irregular shape, with 3 elevations facing outwards onto the street, and 1 towards the application building, with a gap of about 4 metres between the two. The internal layout of No. 22 is unknown; however, whilst there may be some loss of daylight to the rear-facing windows on the property (in particular the lower ones), this is unlikely to be significant. The building is fortunate in that the area to the south-east is open in character, which is likely to further reduce any loss of daylight that might be felt within the building as a result of the proposed works. Overall, the impact on this building was judged to be acceptable. The revised proposal does not change this assessment.
- 8.6. At the time of the previous application, concerns were raised about additional comings and goings to the building as a result of the increased floor space; however, despite Flaxman Terrace itself being a relatively quiet street, it is located in Central London, where the Council considers it appropriate to focus further development of this kind. Overall, the impact of the increased floor space in terms of general activity at the application site was not considered to be so sufficient as to warrant a refusal of the application on this basis. The revised proposal does not change this assessment.
- 8.7. At the time of the previous application, concerns were also raised about the proposed bin store and the impact on properties to the rear. It was noted that, if the application was otherwise considered to be acceptable, this issue could be satisfactorily overcome through the use of an appropriate planning condition. This remains the case.
- 8.8. Policy DP28 notes that the Council will seek to minimise the impact on local amenity from the demolition and construction phases of development. Concerns have been raised by local residents and businesses about the impact of the construction phase. Given the nature of the proposed works and the application site's location, if the application was otherwise considered to be acceptable, the Council would look to secure the submission of a Construction Management Plan (CMP) through the legal agreement. The applicant has indicated a willingness to secure a CMP through a legal agreement; however, they have failed to enter into a section 106 legal agreement to secure this, and the application is therefore recommended for refusal on this basis.
- 8.9. Overall, the proposal is considered to be acceptable in this respect.

## **9. Transport considerations**

- 9.1. The application site has a Public Transport Accessibility Level (PTAL) of 6b (the highest rating), and is within a Controlled Parking Zone. Policy DP18 expects development, including non-residential development, to be car free in the Central London Area and the proposal complies in this respect.
- 9.2. The London Plan 2016 requires 1 long-stay cycling space per 90 square metres of floor space and 1 short-stay cycling space per 500 square metres of floor space, which equates to a requirement to provide 4 spaces (to serve the additional 233sqm of floor space). The proposal would provide 20 cycle parking spaces to serve the whole building (1621sqm) which falls 2 spaces short of the London Plan target (the requirement would be 22 spaces). Nevertheless, as part of this application, the Council can only require the 4 spaces to serve the additional floor space which is being created, and therefore the provision of 20 spaces is welcomed.

9.3. All cycle parking facilities should be fully enclosed, secure and covered, which is not clear from the submitted information. Nevertheless, if the application was otherwise considered to be acceptable, a suitable planning condition could require full details of cycle parking to be submitted to and agreed in writing by the Council prior to the commencement of development.

9.4. Policy DP20 seeks to minimise the impact of the movement of goods and materials by road. Given the constraints of the application site and the nature of the proposed works, if the application was otherwise considered to be acceptable, the Council would look to secure the submission of a Construction Management Plan (CMP) through the legal agreement. As noted above, the applicant has indicated a willingness to secure a CMP through a legal agreement; however, they have failed to enter into a section 106 legal agreement to secure this, and the application is therefore recommended for refusal on this basis.

## **10. Sustainability considerations**

10.1. Policy CS13 notes that the Council will require all development to take measures to minimise the effects of, and adapt to, climate change and the policy encourages all development to meet the highest feasible environmental standards that are financially viable during construction and occupation. Policy DP22 requires development to incorporate sustainable design and construction measures and it requires the incorporation of green or brown roofs, wherever suitable.

10.2. The Planning Statement which accompanies the application notes that the building will be highly sustainable. It notes that the development will use responsibly sourced and low environmental impact materials to ensure that the building is fully sustainable throughout the construction and operation of the building.

10.3. It is not considered that the applicant has satisfactorily demonstrated that the proposal would take measures to minimise the effects of, and adapt to, climate change through sustainable design and construction measures, in compliance with Policies CS13 and DP22. Furthermore, the proposal does not include a green or brown roof and no justification is provided for the lack of such features. The application is therefore recommended for refusal on this basis.

## **11. Planning obligations and CIL**

11.1. The proposal would be liable for the Mayor of London and Camden Community Infrastructure Levy (CIL) as the floor space exceeds 100sqm. The Mayoral CIL rate in Camden is £50/sqm. The Camden CIL rate for office development in Zone A is £25/sqm. Based on the information provided (net additional gross internal floor space of 233sqm), the CIL payments are likely to be £11,650 (£50 x 233) and £5825 (£25 x 233). This will be collected by Camden after the scheme is implemented and could be subject to surcharges for failure to assume liability, submit a commencement notice and late payment, and subject to indexation in line with the construction costs index.

**Recommendation:** Refuse planning permission.



**APPENDIX 3**  
**Revised Application Submission**  
**dated 18/10/2016**

1384/08-1610PON01

18 October 2016



Kate Phillips  
London Borough of Camden  
Regeneration and Planning  
5 Pancras Square  
London  
N1C 4AG

Dear Kate,

4 Underwood Row London N1 7LQ  
t 020 7324 2662 f 020 7324 2663  
e info@metropolispd.com  
w metropolispd.com  
w metropolisgreen.com

**20 FLAXMAN TERRACE, LONDON, WC1**  
**PLANNING APPLICATION REF: 2016/0788/P**  
**PRE-APPLICATION ADVICE REF: 2016/3801/PRE**

Further to your email dated 23 August 2016, we have thoroughly reviewed the comments provided as part of the pre-application request and have prepared a revised scheme outlined within the Addendum Heritage, Design and Access statement to support application ref 2016/0788/P.

The Addendum Document sets out how we have address your comments and provides further analysis of the site context and the Bloomsbury Conservation Area. This further analysis has also assisted with the revised design approach presented to you through the pre-application process.

**Reduction in Height**

The primary amendment to the scheme as submitted is the reduction in the roof extension by one floor. The scheme as now proposed will retain the existing pitched warehouse roof and create an extension at second floor level towards Flaxman Terrace to provide additional commercial floorspace (226 sqm).

The height of the extension will sit below the existing former warehouse roof and will extend forwards toward Flaxman Terrace. There are no changes to the rear of the building addressing the previous concerns of the residents at Grafton Mansions.

In particular, given that the height has been reduced and now sits below the existing warehouse roof, levels of daylight and sunlight will be maintained for residents to Grafton Mansions. Further, levels of amenity for residents at Flaxman Lodge will also be protected given that the original scheme as submitted, being a two storey extension, complied with the BRE requirements as demonstrated by the submitted Daylight and Sunlight Assessment.

### Change in Material

As discussed during the pre-application process, the design approach of the scheme has been revised to introduce brick opposed to glass for the extension. This material change reflects the local vernacular and elevational design within the surrounding context to allow the second floor extension to integrate well within the character and appearance of the Conservation Area.

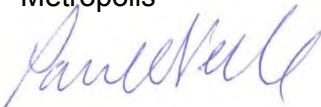
The proposed critical windows to the new extension have retained a horizontal appearance to mirror the floors below but have been reduced in size to reflect officer comments. The windows also reflect the prevailing local character further demonstrating that the proposals will preserve the Bloomsbury Conservation Area.

### Summary

In summary, the revised scheme has addressed the pre-application comments raised by yourself to not only preserve and enhance the character and appearance of the Conservation Area but proposes a scheme which complements the existing building at 20 Flaxman Terrace and maintain levels of residential amenity.

I trust that this is sufficient to consider the application further and I would be happy to discuss with you further once you have had the opportunity to review the Addendum document.

Yours sincerely  
Metropolis



Paul O'Neill  
Director

Encl:-

Addendum Heritage, Design and Access Statement – October 2016;

Revised Proposed Application Drawings:

- 1384-D4099- rev 01 – Proposed Lower Ground Floor Plan
- 1384-D4100- rev 01 – Proposed Ground Floor Plan
- 1384-D4101- rev 01 – Proposed First Floor Plan
- 1384-D4102- rev 02 – Proposed Second Floor Plan
- 1384-D4104- rev 02 – Proposed Roof Plan
- 1384-D4520- rev 00 – Proposed Section AA
- 1384-D4521- rev 00 – Proposed Section BB & CC
- 1384-D4710- rev 00 – Proposed Elevation AA
- 1384-D4711- rev 00 – Proposed Elevation BB
- 1384-D4712- rev 00 – Proposed Elevation CC
- 1384-D4820- rev 02 – Proposed Photomontage 1

## Community Infrastructure Levy (CIL) - Determining whether a Development may be CIL Liable Planning Application Additional Information Requirement form

Following the introduction of the Community Infrastructure Levy (CIL) all applicants for full planning permission, including householder applications and reserved matters following an outline planning permission, and applicants for lawful development certificates are required to provide the following information. **Please read the associated Guidance Notes before you complete the form. Notes on the questions are provided at [http://www.planningportal.gov.uk/uploads/1app/cil\\_guidance.pdf](http://www.planningportal.gov.uk/uploads/1app/cil_guidance.pdf)**

### 1. Application Details

Applicant or Agent Name:

Metropolis Planning & Design

Planning Portal Reference  
(if applicable):

Local authority planning application number  
(if allocated):

2016/0788/P

Site Address:

20 Flaxman Terrace  
London  
WC1H 9AT

Description of development:

Single storey extension of existing building at second floor level to provide 226 sqm (GIA) of additional B1 office accommodation with associated plant, cycle and refuse store

Does the application relate to minor material changes to an existing planning permission (is it a Section 73 application)?

Yes

Please enter the application number:

No

If yes, please go to **Question 3**. If no, please continue to **Question 2**.

## 2. Liability for CIL

Does your development include:

a) New build floorspace (including extensions and replacement) of 100 sq ms or above?

Yes  No

b) Proposals for one or more new dwellings either through conversion or new build (except the conversion of a single dwelling house into two or more separate dwellings)?

Yes  No

c) None of the above

Yes  No

If you answered yes to either a), or b) please go to **Question 4**.

If you answered yes to c), please go to **8. Declaration** at the end of the form.

## 3. Applications for Minor Material Changes to an Existing Planning Permission

a) Does this application involve a change in the amount or use of new build floorspace, where the total floorspace, including that previously granted planning permission, is over 100 sq m?

Yes  No

b) Does this application involve a change in the amount of floorspace where one or more new dwellings are proposed, either through conversion or new build (except the conversion of a single dwelling house into two or more separate dwellings)?

Yes  No

If you answered yes to either a), or b) please go to **Question 4**.

If you answered no to both a) and b), please go to **8. Declaration** at the end of the form.

## 4. Exemption or Relief

a) Is the site owned by a charity where the development will be wholly or mainly for charitable purposes, and the development will be either occupied by or under the control of a charitable institution?

Yes  No

b) Does the proposed development include affordable housing which qualifies for mandatory or discretionary Social Housing relief?

Yes  No

If you answered yes to a) or b), please also complete CIL Form 2 – '**Claiming Exemption or Relief**' available from [www.planningportal.gov.uk/cil](http://www.planningportal.gov.uk/cil). You will also need to complete this form if you think you are eligible for discretionary charitable relief offered by the relevant local authority, please check their website for details.

c) Do you wish to claim a self build exemption for a whole new home?

Yes  No

If you have answered yes to c) please also complete a CIL Form 2a - '**Claiming A Self Build Exemption**' available from [www.planningportal.gov.uk/cil](http://www.planningportal.gov.uk/cil).

d) Do you wish to claim a self build exemption for a residential annex or extension?

Yes  No

If you have answered yes to d) please also complete CIL Form '**Self Build Annex or Extension Claim Form**' available from [www.planningportal.gov.uk/cil](http://www.planningportal.gov.uk/cil).

## 5. Reserved Matters Applications

Does this application relate to details or reserved matters pursuant to an application that was granted planning permission prior to the introduction of the CIL charge in the relevant local authority area?

Yes  Please enter the application number:

No

If you answered yes, please go to **8. Declaration** at the end of the form.

If you answered no, please continue to complete the form.

## 6. Proposed New Floorspace

a) Does your application involve new **residential floorspace** (including new dwellings, extensions, conversions/changes of use, garages, basements or any other buildings ancillary to residential use)?

N.B. conversion of a single dwelling house into two or more separate dwellings (without extending them) is NOT liable for CIL. If this is the sole purpose of your development proposal, answer 'no' to Question 2b and go straight to the declaration at Question 8.

Yes  No

If yes, please complete the table in section 6c) below, providing the requested information, including the floorspace relating to new dwellings, extensions, conversions, garages or any other buildings ancillary to residential use.

b) Does your application involve new **non-residential floorspace**?

Yes  No

If yes, please complete the table in section 6c) below, using the information provided for Question 18 on your planning application form.

c) Proposed floorspace:

Development type	(i) Existing gross internal floorspace (square metres)	(ii) Gross internal floorspace to be lost by change of use or demolition (square metres)	(iii) Total gross internal floorspace proposed (including change of use, basements, and ancillary buildings) (square metres)	(iv) Net additional gross internal floorspace following development (square metres) (iv) = (iii) - (ii)
Market Housing (if known)				
Social Housing, including shared ownership housing (if known)				
Total residential floorspace				
Total non-residential floorspace	1,388	0	226	226
Total floorspace	1,388	0	226	226

## 7. Existing Buildings

a) How many existing buildings on the site will be retained, demolished or partially demolished as part of the development proposed?

Number of buildings:

b) Please state for each existing building/part of an existing building that is to be retained or demolished, the gross internal floorspace that is to be retained and/or demolished and whether all or part of each building has been in use for a continuous period of at least six months within the past thirty six months. Any existing buildings into which people do not usually go or only go into intermittently for the purposes of inspecting or maintaining plant or machinery, or which were granted temporary planning permission should not be included here, but should be included in the table in question 7c).

	Brief description of existing building/part of existing building to be retained or demolished.	Gross internal area (sq ms) to be retained.	Proposed use of retained floorspace.	Gross internal area (sq ms) to be demolished.	Was the building or part of the building occupied for its lawful use for 6 of the 36 previous months (excluding temporary permissions)?		When was the building last occupied for its lawful use? Please enter the date (dd/mm/yyyy) or tick still in use.
1	B1 office	1,388	B1 office	0	Yes <input checked="" type="checkbox"/>	No <input type="checkbox"/>	Date: <input type="text"/> or Still in use: <input checked="" type="checkbox"/>
2					Yes <input type="checkbox"/>	No <input type="checkbox"/>	Date: <input type="text"/> or Still in use: <input type="checkbox"/>
3					Yes <input type="checkbox"/>	No <input type="checkbox"/>	Date: <input type="text"/> or Still in use: <input type="checkbox"/>
4					Yes <input type="checkbox"/>	No <input type="checkbox"/>	Date: <input type="text"/> or Still in use: <input type="checkbox"/>
Total floorspace		1,388		0			

### 7. Existing Buildings continued

c) Does your proposal include the retention, demolition or partial demolition of any whole buildings **into which people do not usually go or only go into intermittently for the purposes of inspecting or maintaining plant or machinery, or which were granted planning permission for a temporary period**? If yes, please complete the following table:

	Brief description of existing building (as per above description) to be retained or demolished.	Gross internal area (sq ms) to be retained	Proposed use of retained floorspace	Gross internal area (sq ms) to be demolished
1				
2				
3				
4				
Total floorspace into which people do not normally go, only go intermittently to inspect or maintain plant or machinery, or which was granted temporary planning permission				

d) If your development involves the conversion of an existing building, will you be creating a new mezzanine floor within the existing building?

Yes  No

e) If Yes, how much of the gross internal floorspace proposed will be created by the mezzanine floor (sq ms)?

Use	Mezzanine floorspace (sq ms)

## 8. Declaration

I/we confirm that the details given are correct.

Name:

Metropolis Planning & Design

Date (DD/MM/YYYY). Date cannot be pre-application:

09/12/2016

It is an offence for a person to knowingly or recklessly supply information which is false or misleading in a material respect to a collecting or charging authority in response to a requirement under the Community Infrastructure Levy Regulations (2010) as amended (regulation 110, SI 2010/948). A person guilty of an offence under this regulation may face unlimited fines, two years imprisonment, or both.


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For local authority use only

App. No:





20 Flaxman Terrace, London, WC1 | Heritage, Design and Access Statement   
Planning Application Reference - 2016/0788/P

## Addendum Document

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# Introduction

## Addendum Document

This Addendum Document has been prepared by Metropolis Planning and Design on behalf of Salaft Properties Ltd to address the Design Comments received from the LPA on planning application ref 2016/0788/P (23/08/16). The LPA comment that the scheme should -

- Preserve and enhance the character of the conservation area and setting of adjacent listed buildings.
- Retain the existing building, its architectural interest and fabric.
- Principle of extending upwards by 1no. storey is considered acceptable.
- Proposals should unify the whole building, respecting its historical development.
- Provide a contemporary approach to design, appearing as a later edition
- Retain the horizontal emphasis
- Retain the existing brickwork, parapet, roof edge, Crittal windows, and feature entrance.
- Review existing elevational composition to inform new design
- Analyse local precedents of materials and design to inform proposals.

This document sets out further analysis of the Site Context and Bloomsbury Conservation Area and describes how this, alongside the design comments, inform the amended design proposals.

The amended scheme addresses these comments and proposes a single storey extension of 226 sqm.





# 01 | Context Analysis



# Context Analysis

## Conservation Area Analysis

### Bloomsbury Conservation Area

The Bloomsbury Conservation Area is divided into 14 Sub - Areas each with their own character. The subject site is within Sub Area 13, which is influenced by adjacent sub areas including 1-6 and 11-15.

### Kings Cross Conservation Area

This separates the 4 character areas and contains “some of the most important historic buildings/structures” in the UK

- 1 St Pancras Gardens
- 2 King’s Cross/St Pancras
- 3 Euston Road
- 4 Gray’s Inn Road

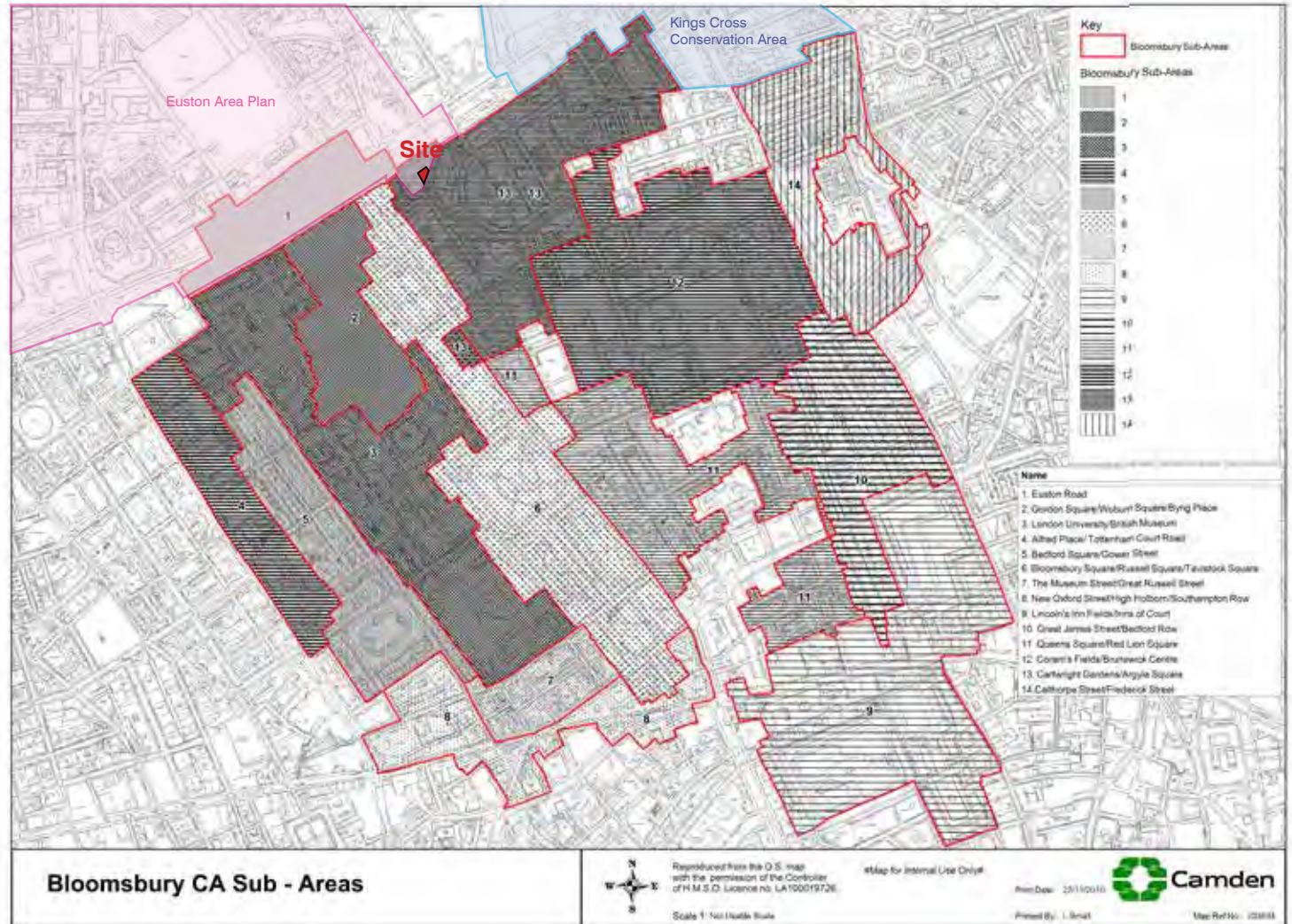
### Euston Area Plan

The Euston Area Plan, abuts and overlaps the northern boundary of Sub Area 13 of the Bloomsbury Conservation Area. Its main focus affecting the site context are the intended improved pedestrian links and access towards the site from Euston Station. The site falls within the EAP.

Kings Cross Conservation Area



Bloomsbury Conservation Area



Euston Area Plan



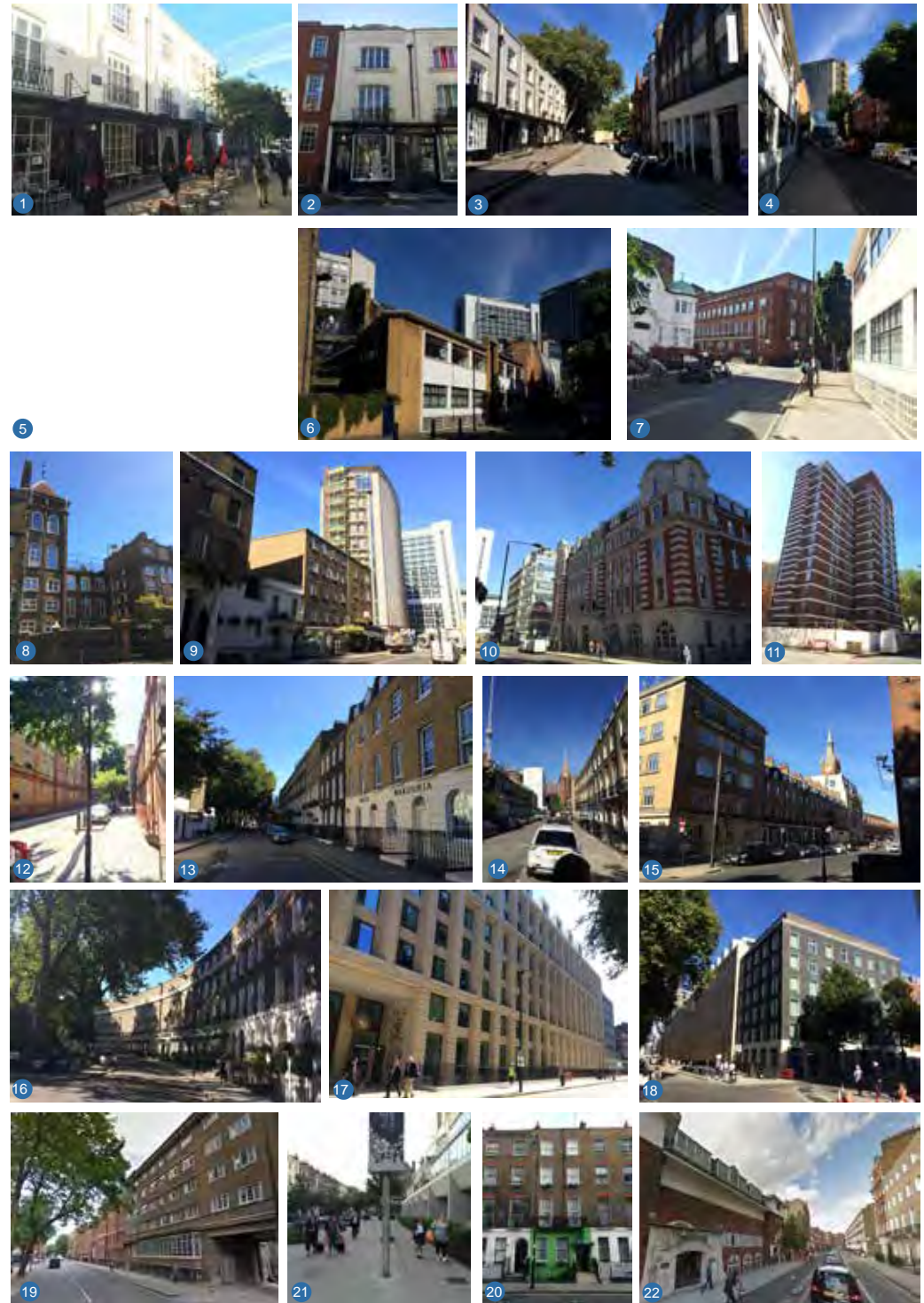
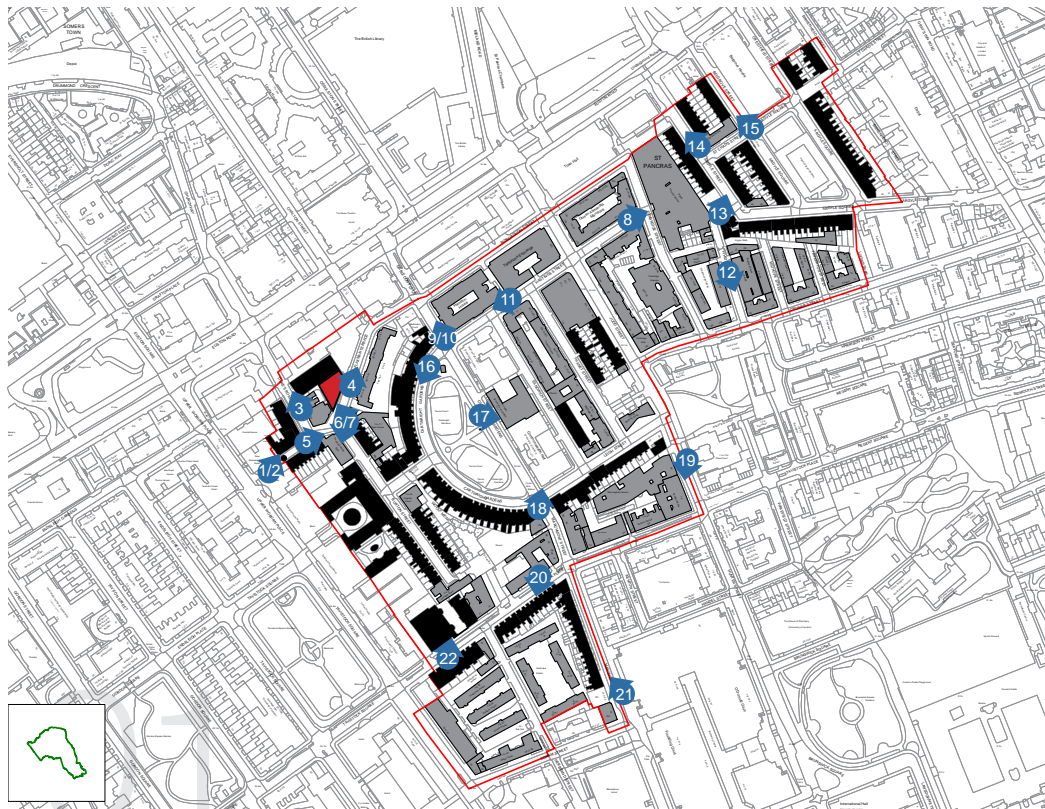
# Context Analysis

## Conservation Area Analysis

### Sub Area 13 - Cartwright Gardens and Surrounding Streets

This Sub Area is characterised by -

- The Cartwright Gardens Crescent
- Uniform terraced housing 1810-20
- Large tenement blocks 1890-1900's
- Mixed use plots to north west corner
- Listed terraces and buildings
- The site is in a "back street" character" location within the conservation area.



Bloomsbury CA Sub Area 13 Townscape Appraisal

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# Context Analysis

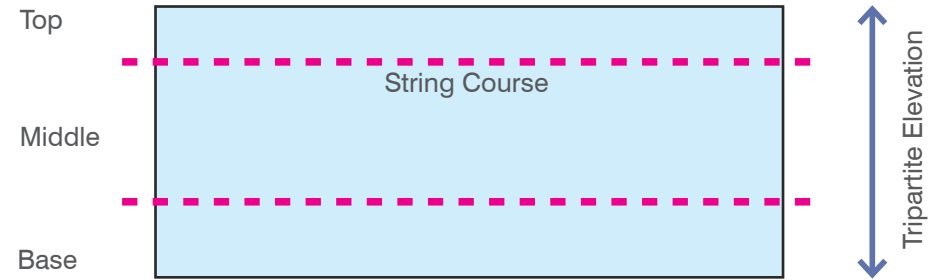
## Wider Context

### Design Character

#### 1. Tripartite Elevations

##### Horizontal emphasis

Elevational analysis of historic and contemporary buildings within the Conservation Area gives numerous examples of horizontal emphasis to elevations. Tripartite Facades are often divided into Base, Middle and Top, where upperfloors are separated by horizontal string course or banding.





# Context Analysis

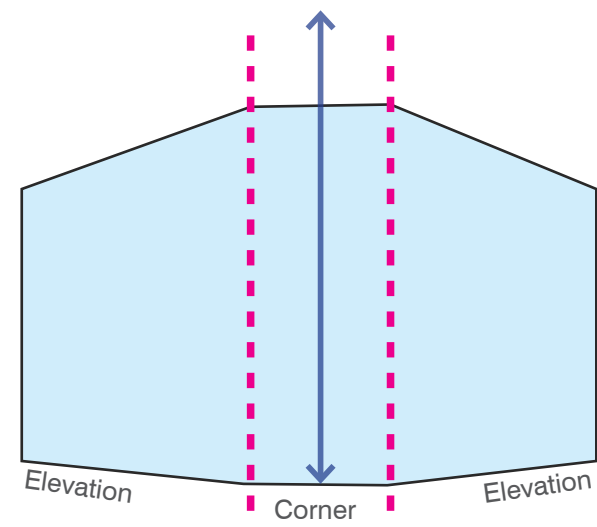
## Wider Context

## Design Character

### 2. Corner Details

#### Vertical Emphasis and Details

Building situated at road junctions and prominent corner locations within the conservation area demonstrate a range of design characteristics. Typically buildings that turn a corner provide additional detail and often additional height.

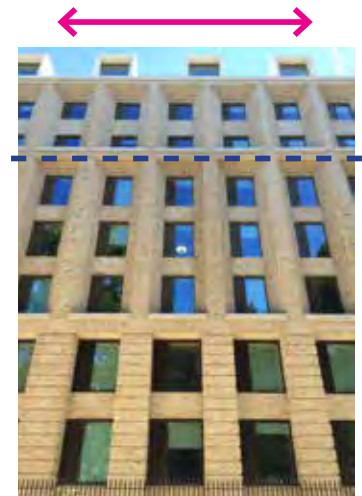
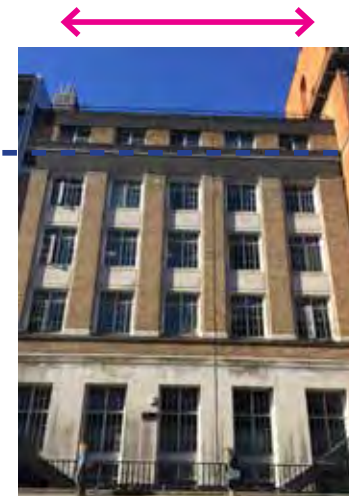


# Context Analysis Design Characteristics

## 3. Top Floors

### Horizontal Emphasis

Elevational treatments in the conservation area often highlight the upper floor(s) of buildings using prominent string-course or cill details. This creates a horizontal emphasis giving a defined "top" to the buildings.





# Context Analysis

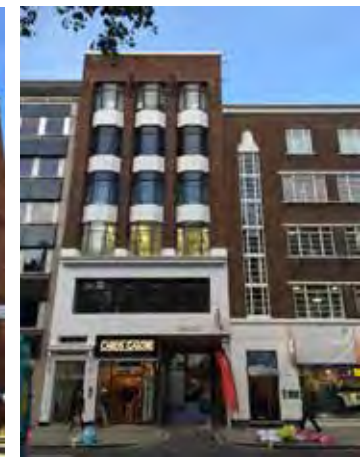
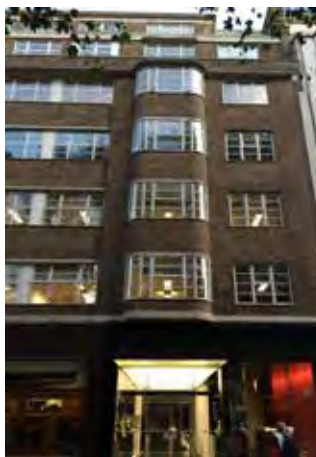
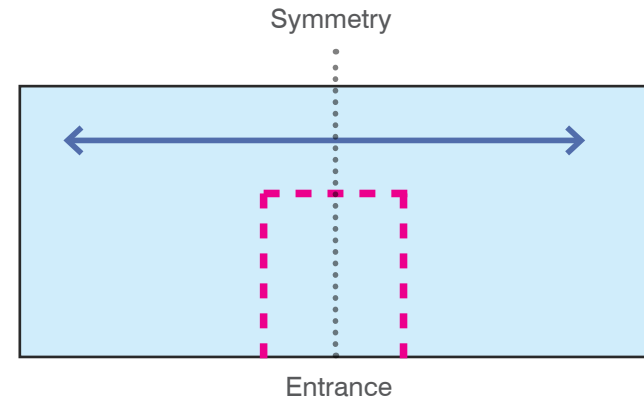
## Wider Context

### Design Character

#### 4. Entrances

##### Entrances - location and detailing

Typically elevations within the conservation area that present central entrances, provide an enlarged and detailed entrance with surrounding details and canopy. Upper floors sometimes continue over the entrance, often with additional elevational details. The composition of the elevation is generally symmetrical about the entrance.



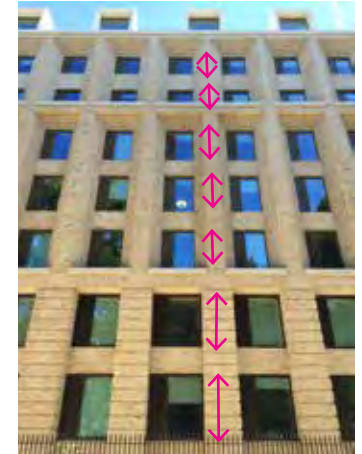
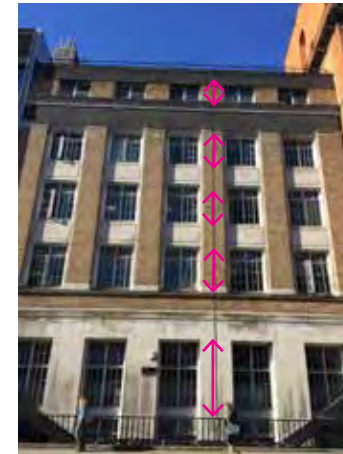
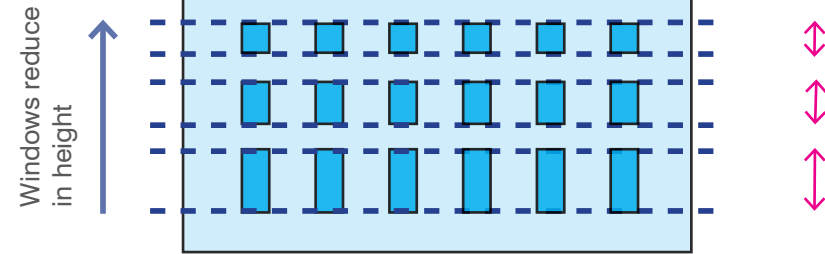
# Context Analysis

## Wider Context Design Character

### 5. Window Hierarchy

#### Glazing Hierarchy

Typical elevations, ranging from Georgian to contemporary exhibit a fenestrational hierarchy. Windows reduce in size as the distance from ground plane increases. This accentuates the grandeur and perceived height of the building through false perspective.





# Context Analysis

## Wider Context

### Design Character

## 6. Materials

### Materials and Glazing

The LPA have requested a review of local precedents for materials, glazing and elevational design to inform proposals.

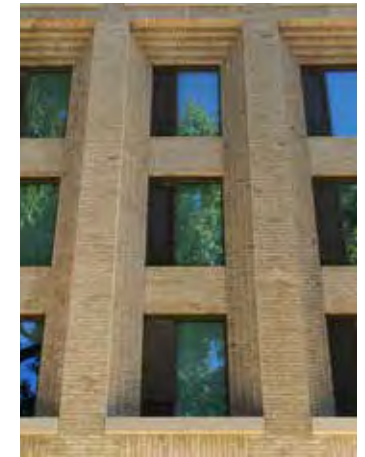
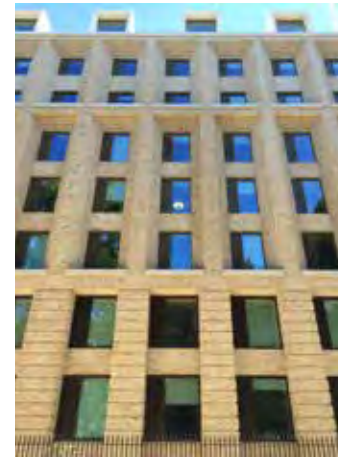
The images below highlight a number of contemporary examples, showing materials and glazing details alongside elevational treatments. These can be read against the historic buildings and character of the conservation area, as shown previously.

### Brickwork and Fenestration

While the conservation area exhibits a large diversity of construction materials, the predominance is of brick / masonry construction. This is especially interesting as the development of Bloomsbury itself, hailed from the popularity and use of the brickearth dug from the area. This was in high demand throughout 18th century and the Burton Family among others built extensively on this land in the years following.

Contemporary Buildings are typically in brick, including a variety of types and an increasing compliment of both subtle and complex brickwork detailing.

Glazing styles vary in the area, however there is currently a return to the Georgian proportions in fenestration, with large pane glazing and fine framing details.





# Context Analysis

## Local Context

### Back Street Character Areas

#### “Back Streets”

These are typically secondary, tertiary or pedestrian only routes. Building forms are often more diverse in design and character and are more individual in nature, scale and materials. Often these “back streets” provide a refuge from the monumental scale of the surrounding main routes, providing a high quality yet diverse conservation area setting. This character sees 3-15 storey buildings from different centuries set side-by-side.



Bloomsbury CA Sub Area 13 Townscape Appraisal



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# Context Analysis

## Local Context

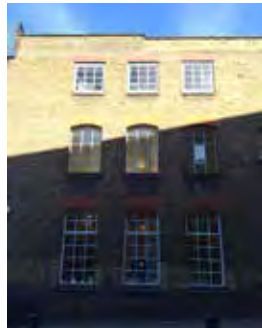
### Adjacent context

#### Flaxman Terrace, Burton Road, Woburn Walk and Duke Street

This specific "Back Street" location provides a particularly eclectic mix of architectural styles and developments. From the G2 Listed Flaxman Lodge and 17 Duke Street opposite and behind the site, to the 5 Storey Georgian Elevations of Burton Road. Flaxman Terrace itself provides a range of preindustrial warehouses, Edwardian Mansion blocks, a 1950's office frontage and a 1990's-2015 tower block, all in a single view (right).



Woburn Walk



Duke Street



Flaxman Terrace



Flaxman Terrace



Flaxman Terrace



Duke Street



Flaxman Terrace



Flaxman Terrace to Burton Street



Burton Street - South



Burton Street



# Context Analysis

## Existing Building

### Features and Details

20 Flaxman Terrace provides a 1950's presence to the street frontage, masking the majority of the original warehouse building. The resulting roof forms create an awkward and incoherent junction between the two elements, (visible from Duke's Road and along Burton Street). The reading of the warehouse is partially hidden, and instead the 1950's building forms the visible street frontage onto Flaxman Terrace.

The 1950's frontage has horizontal layering and provides a prominent entrance at its centre with stairwell behind. Glass block banding allows daylight into lower ground and provides a plinth for the elevation. Crittall windows puncture voids in the central rendered panels with projecting cill, head and surround details echoed in windows to the west elevation.

### Heritage Analysis Summary

No.20 holds a prominent position on Flaxman Terrace. Key features of the building include -

- Horizontal layering
- Central Entrance and Stairwell
- Light yellow brick / render detailing
- Crittall Windows + Glass Blocks



New GF entrance wall



Fire escape link



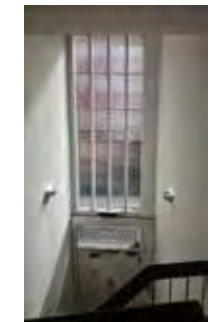
Dukes Road Access



Original Warehouse



Prominent Entrance



Stair Glazing



New / Old junction



Courtyard Access



1960's addition



Crittall windows + glassblocks



Internal Stair

# Context Analysis

## Existing Building

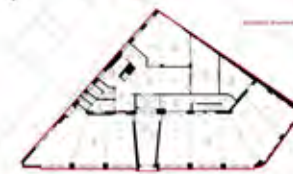
Lower Ground



Ground



First



Second



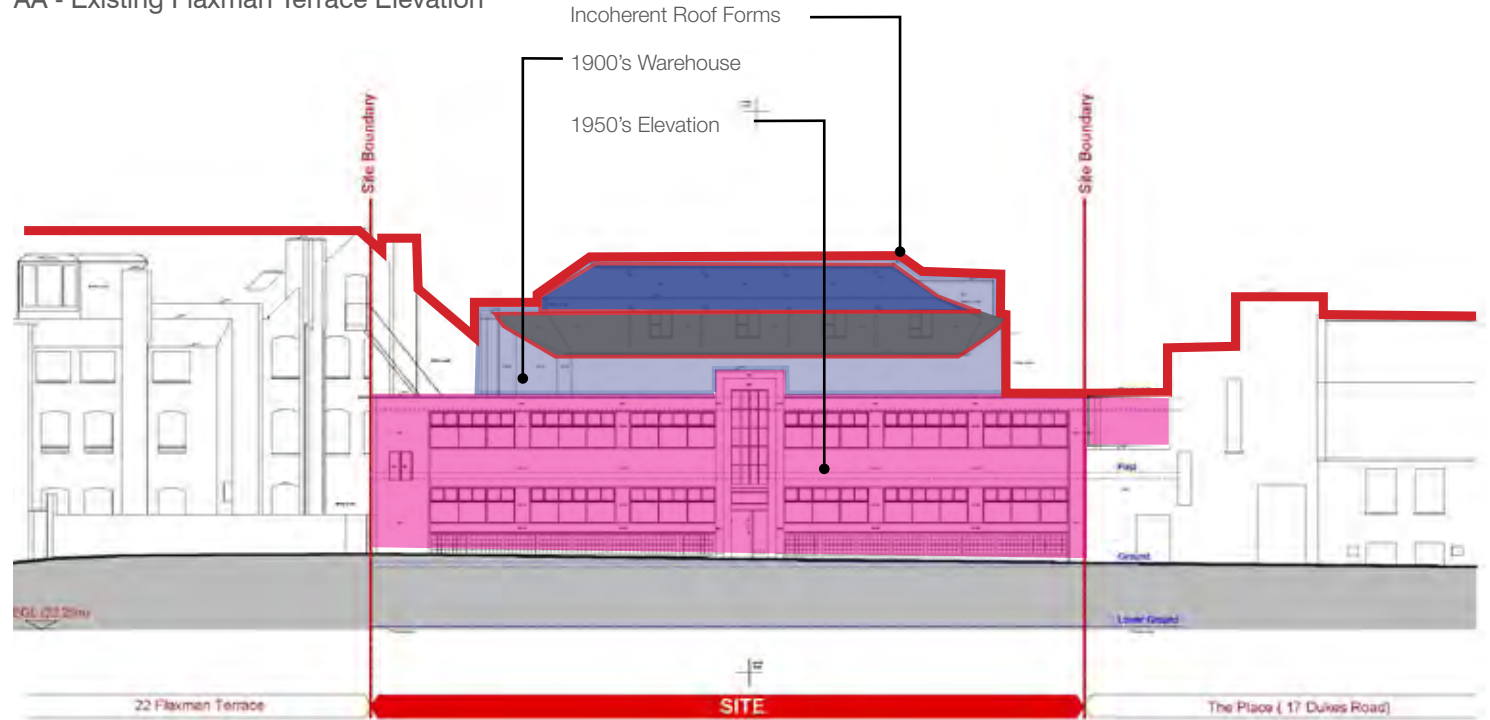
Roof



B-B

A-A

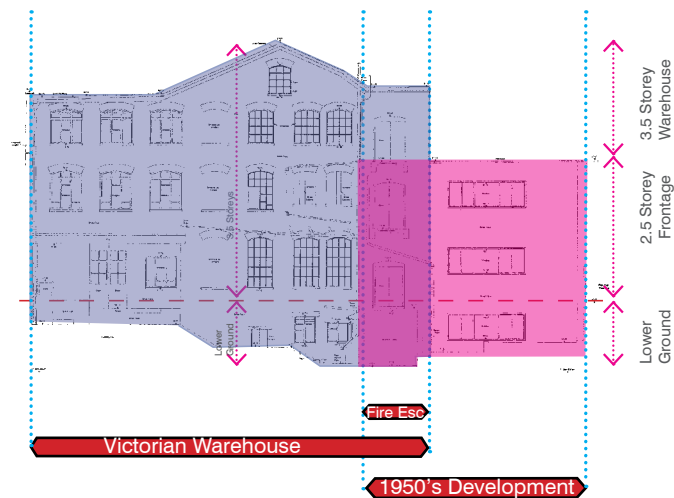
AA - Existing Flaxman Terrace Elevation



BB - Existing West (Secondary) Elevation

KEY

- 1900's Warehouse
- 1950's office extension





# Context Analysis

## Existing Building

### Principal Views

#### Views

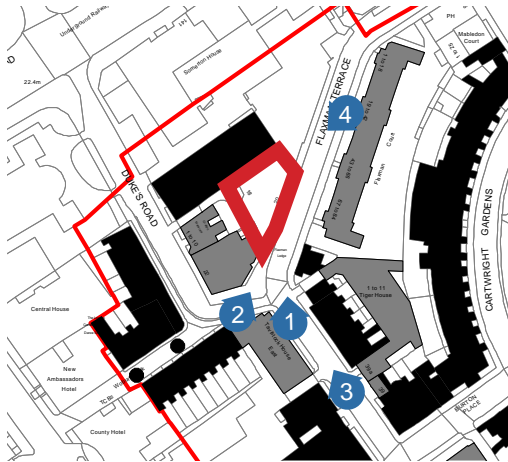
The following 4no. views we consider to be the principle views towards the site, are taken from the surrounding streets within the conservation area. There are limited opportunities to view the site from a distance.

View 1 - Towards 20 Flaxman Terrace from the Burton Street Junction

View 2 - Along Flaxman Terrace from the corner of Duke Street

View 3 - North West along Burton Street

View 4 - West along Flaxman Terrace from outside Flaxman Court.



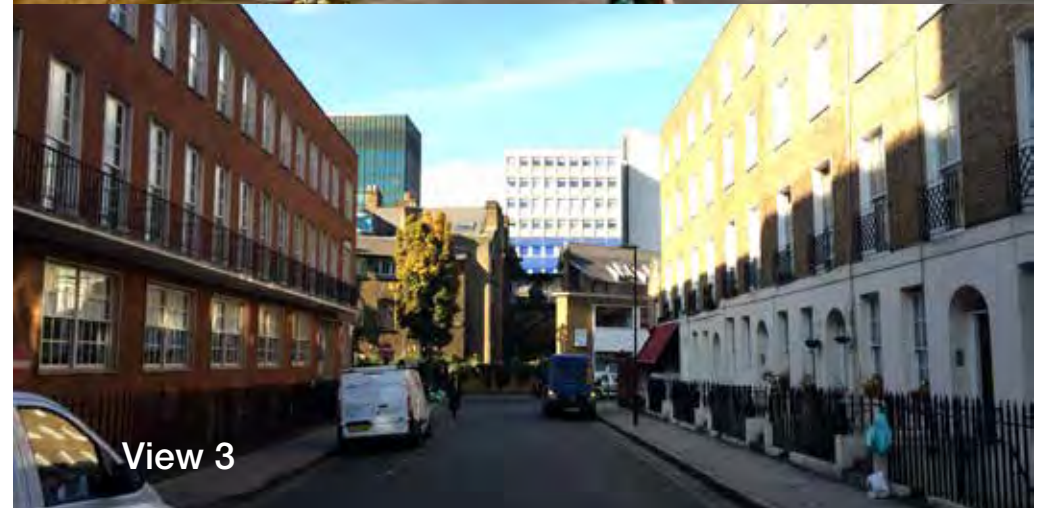
View 1



View 2



View 4



View 3

# Context Analysis

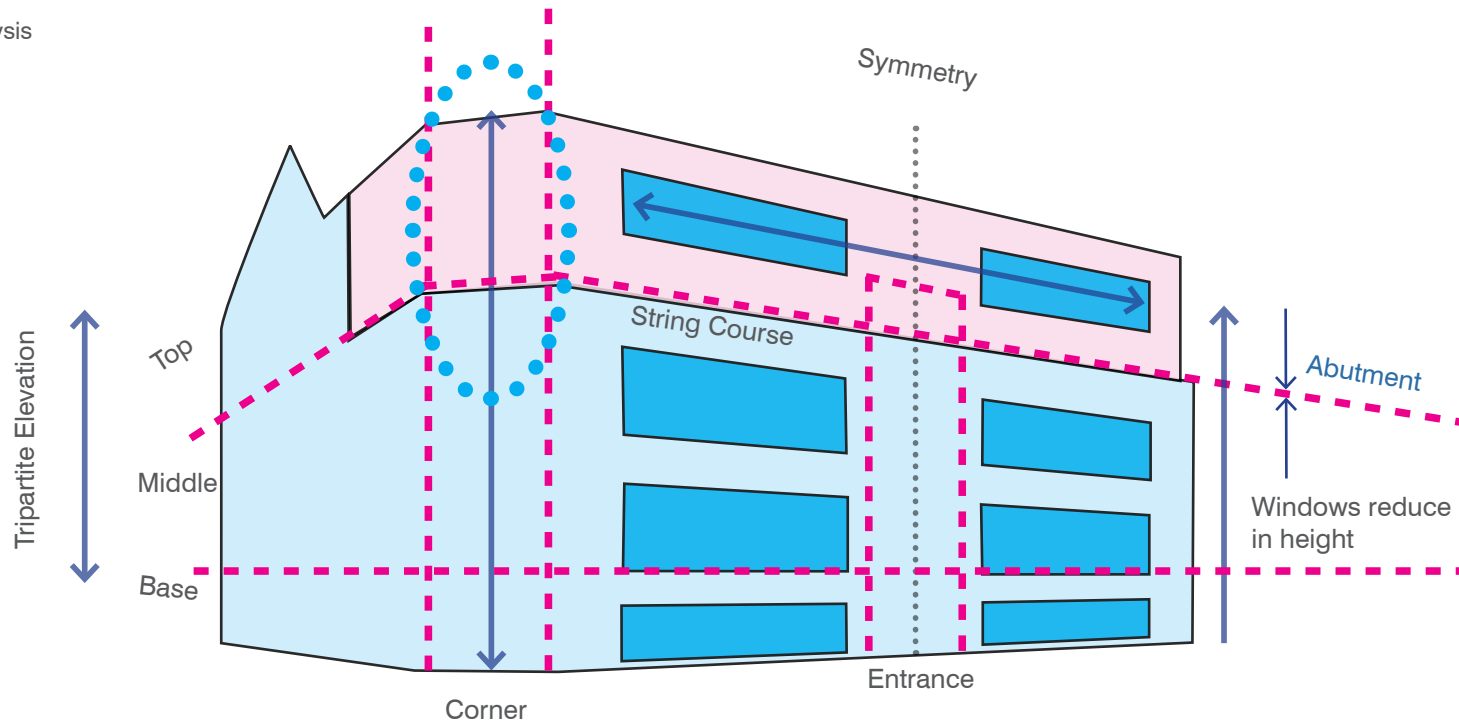
## Analysis Summary

### Conservation Area Summary

Analysis of the Conservation Area over the previous pages has led to a combination of elements which when applied to the subject site result in the following observations / responses -

1. Tripartite Elevations - exhibit base / middle / top
2. Corner Details - often provide additional interest
3. Symmetry retained about central entrance
4. Top Floors - often separated by a string course
5. Window Hierarchy - windows reduce in height/Size to the upper floors
6. Materials - Contemporary buildings typically present brick and simple glazing details.

- 20 Flaxman Terrace - Existing
- Conservation Area Analysis Summary





02

## LPA Comments & Design Evolution



# LPA Comments & Design Evolution

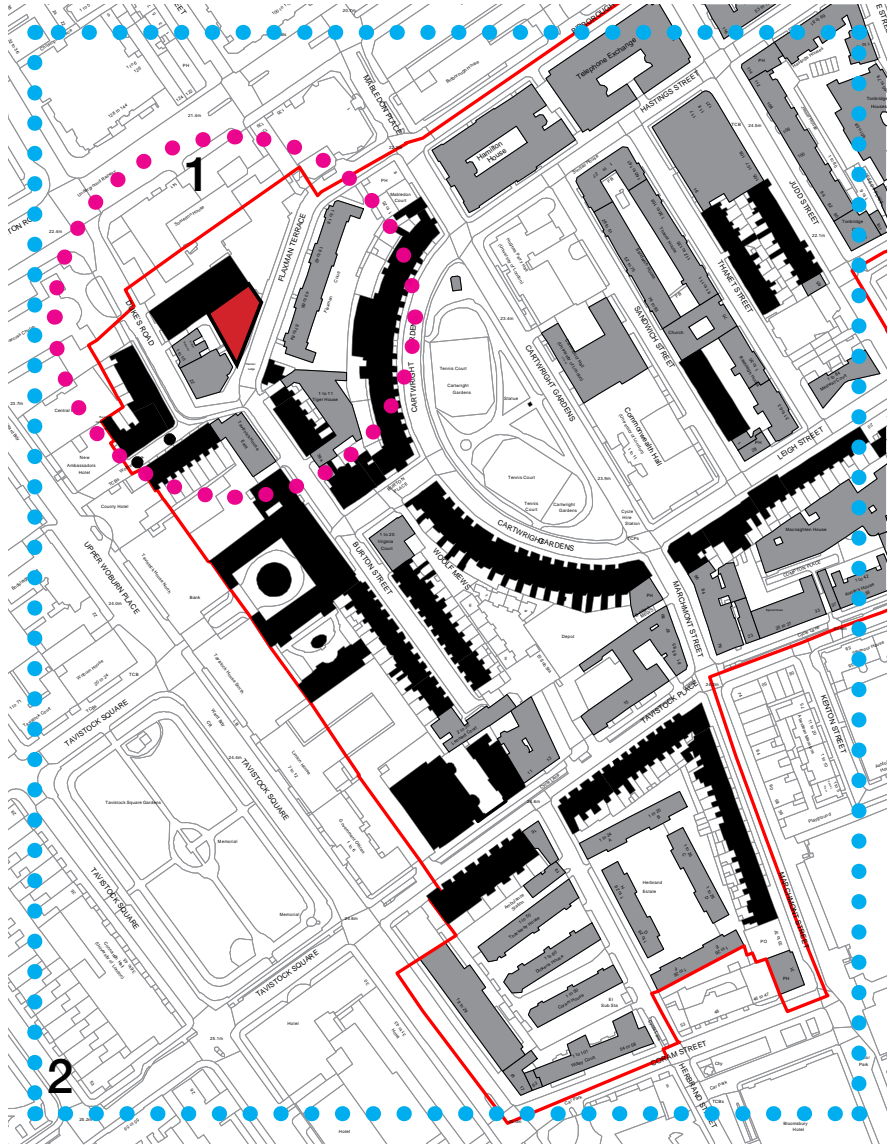
## LPA Summary

### LPA Design Comments

Following submission of the initial scheme, the LPA requested a further analysis of the site context, review of the Conservation Area and redesign of the scheme in relation to its “back street” location.

The following design considerations were highlighted -

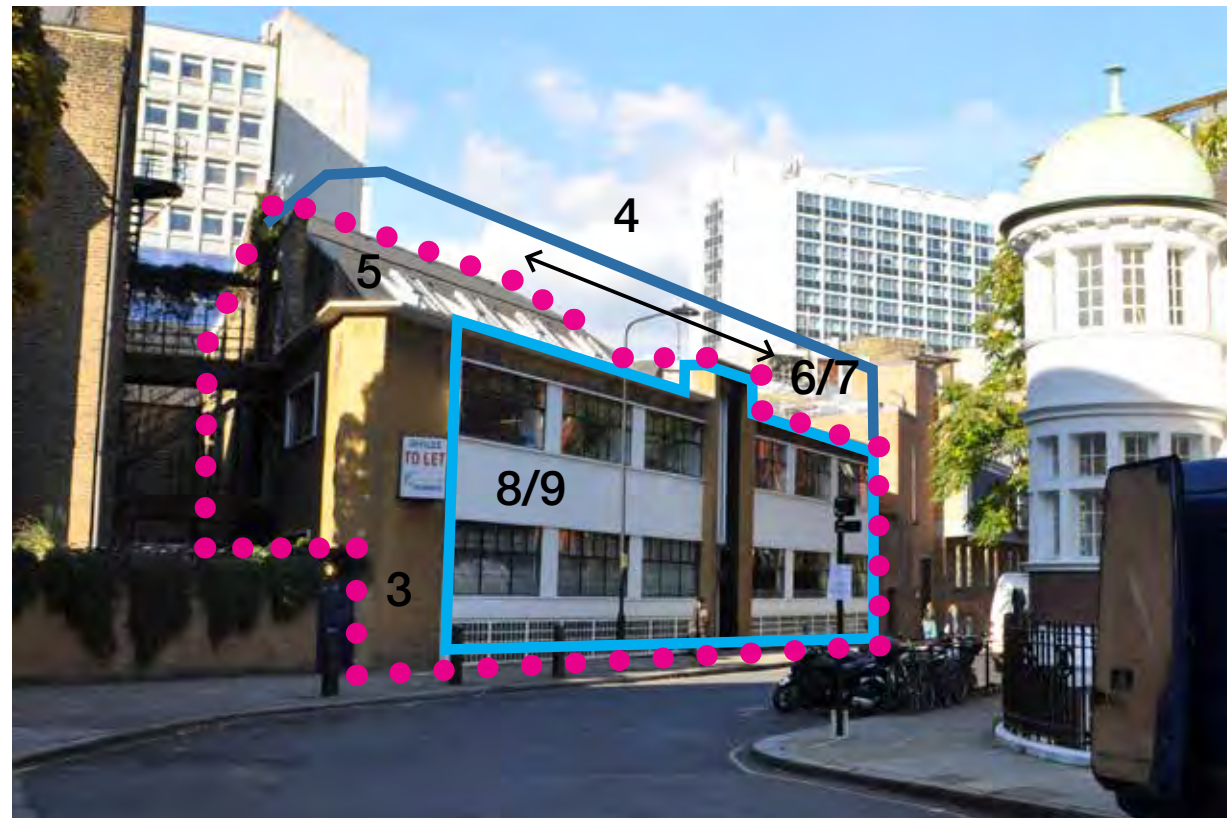
1. Preserve and enhance the character of the conservation area and setting of the adjacent listed buildings.
2. Analyse local precedents of materials and elevational design to inform proposals.



# LPA Comments & Design Evolution LPA Summary

## LPA Design Comments (Cont.)

3. Retain the existing building, its architectural interest and fabric.
4. Principle of extending upwards by 1 no. storey is considered acceptable.
5. Proposals should unify the whole building, respecting its historical development.
6. Provide a contemporary approach to the design, the extension appearing as a later edition.
7. Retain the horizontal emphasis.
8. Retain the existing brickwork, parapet, roof edge, Crittal windows, and feature entrance.
9. Review existing elevational composition to inform new design





# LPA Comments

## Design Evolution

### Amended Design Proposals

The amended design proposals seek to harmonize the existing building with a single storey roof extension. This -

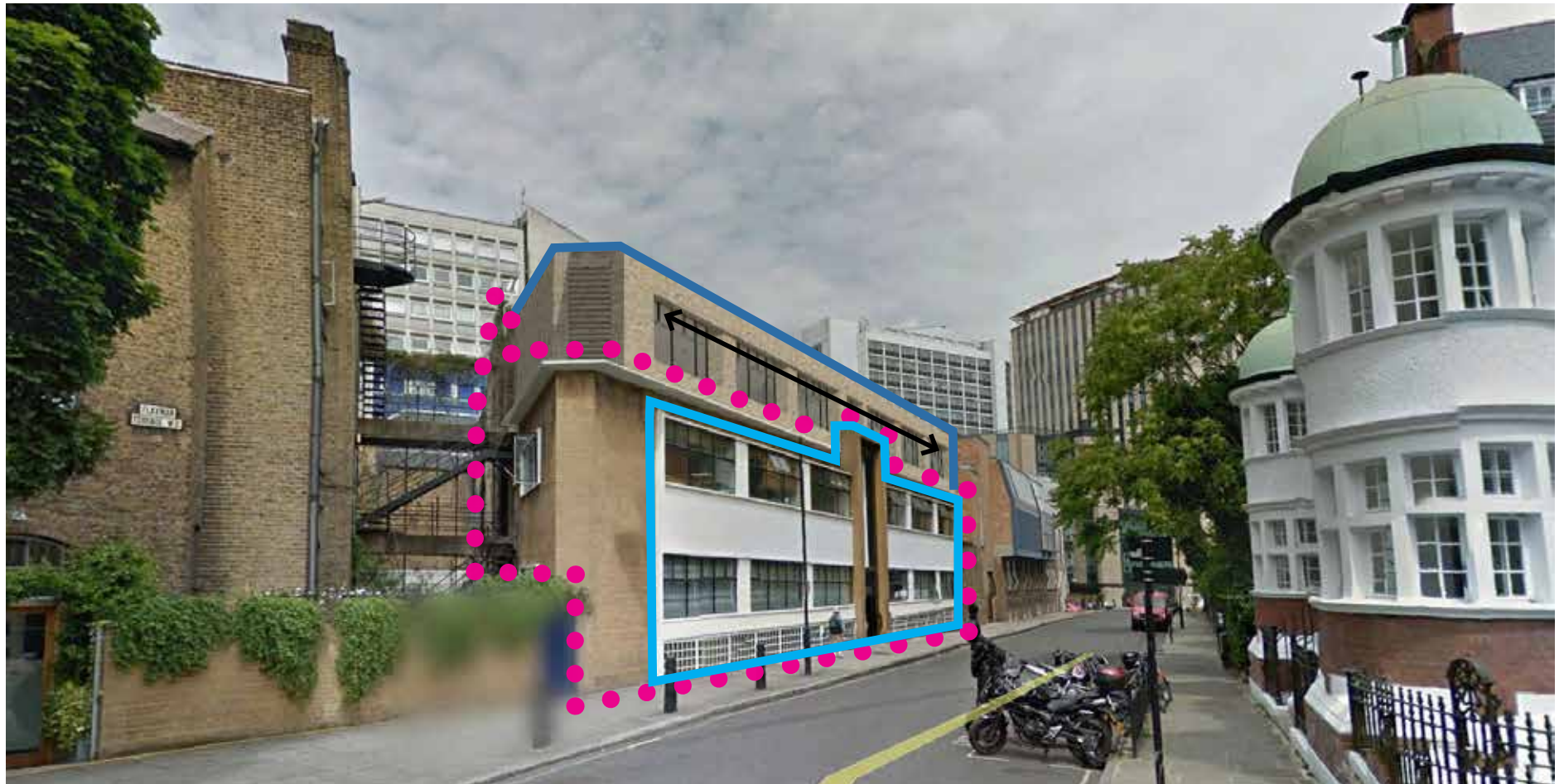
- Preserves and enhances its setting within the CA, echoing principle key “top of building” design strategies adopted locally.
- Retains the existing building, its

architectural interest and fabric.

- Unifies the building, respecting its historical development.
- Provides a contemporary design, appearing as a later addition.
- Retains the horizontal emphasis and elevational composition.
- Retains the existing brickwork, parapet, roof edge, Crittal windows,

and feature entrance.

- Reflects local materials and elevation design to inform the proposals.
- Hierarchy of windows with the top floor windows reduced in size to the floors below.





View 1

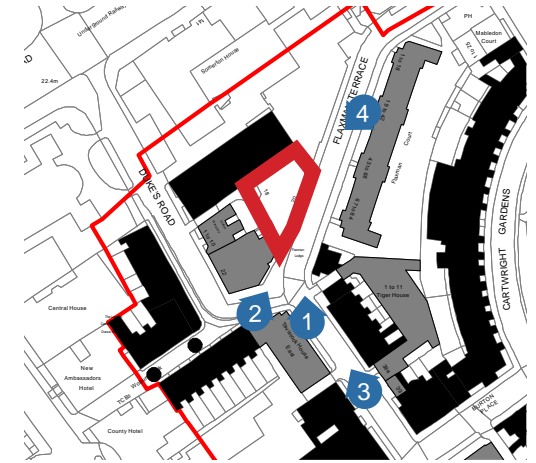


# LPA Comments

## Views

### Views

The views 1-4 provide an artists impression of the proposed design.



View 2





View 3



View 4





# 03 | Scheme Design

# Scheme Design Use

## Uses

The proposal retains existing commercial space on Lower Ground to Second floors with proposed new office space on Second floor only, as follows:

### Basement Floor to Third Floor Areas

Lower Ground -	421sq.m Existing GIA
Ground -	371sq.m Existing GIA
First -	421sq.m Existing GIA
Second -	175sq.m Existing GIA 226sq.m Proposed Additional GIA
<b>Totals -</b>	<b>1,388sq.m Existing GIA</b> <b>226sq.m Proposed Additional GIA</b>

- Existing Commercial
- Proposed Commercial

Second Floor



Roof Plan





# Scheme Design Layout

Lower Ground



Ground Floor



First Floor



- Existing Commercial Space
- Proposed Commercial Space

Second Floor



Roof Plan





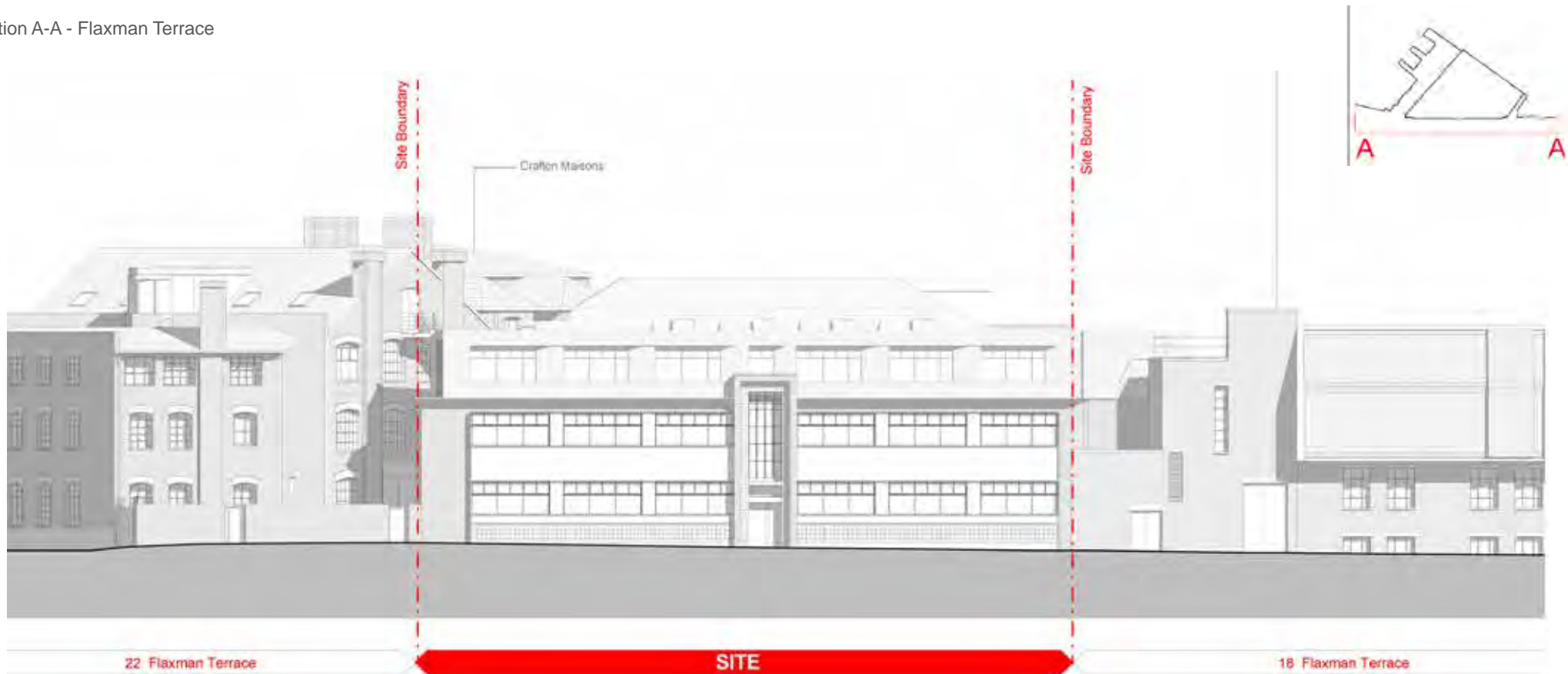
# Scheme Design

## Elevations 1

### Flaxman Terrace Elevation

This drawing shows the main Flaxman Terrace elevation of the proposed extended building. This faces South East towards Flaxman Court opposite.

Elevation A-A - Flaxman Terrace



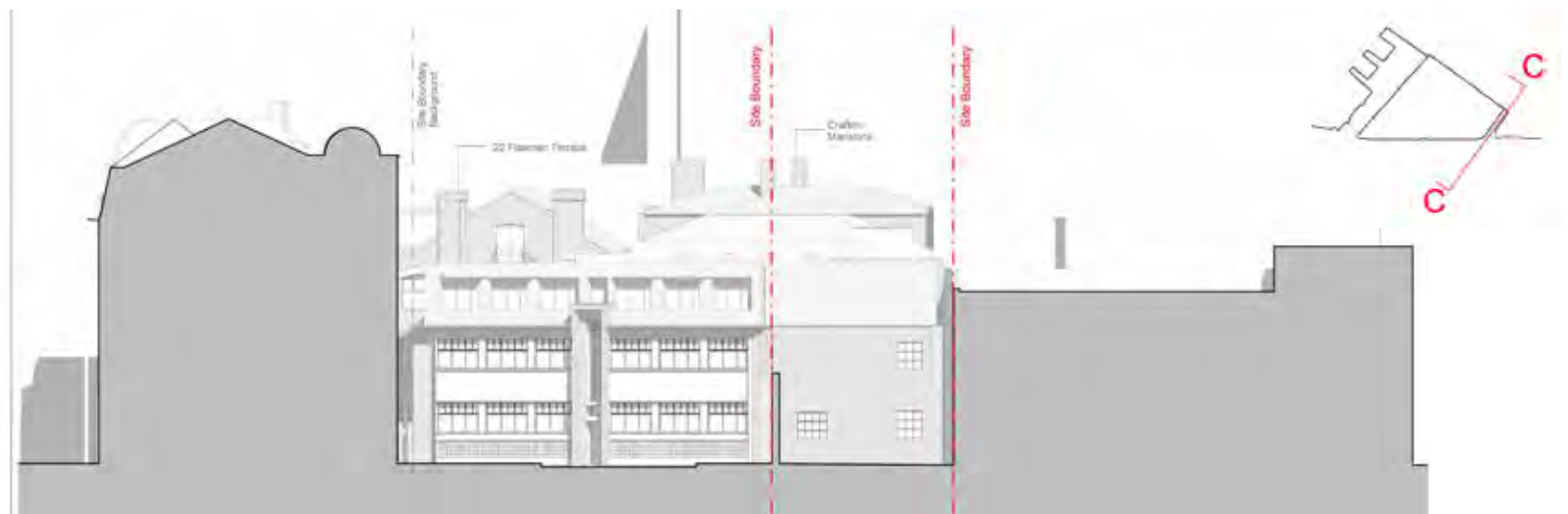
# Scheme Design

## Elevations 2

Elevation B-B - Western Elevation



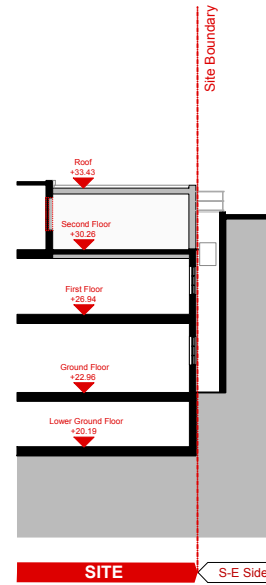
Elevation C-C - Flaxman Terrace East



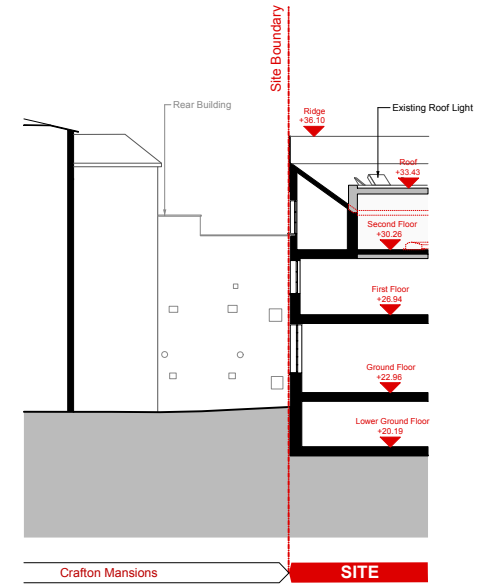
# Scheme Design Sections

## Sections

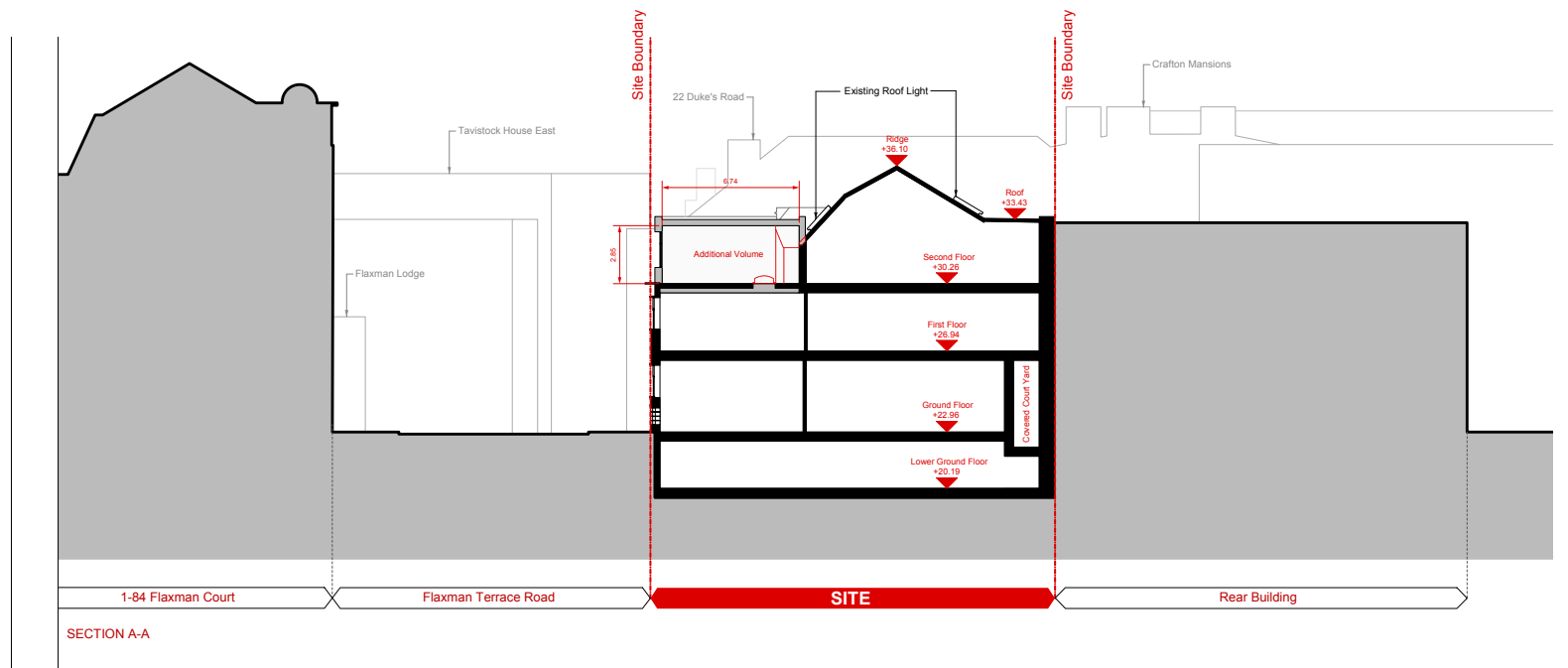
The adjacent drawings show the relationship between the existing and proposed elements of the scheme.



SECTION B-B



SECTION C-C

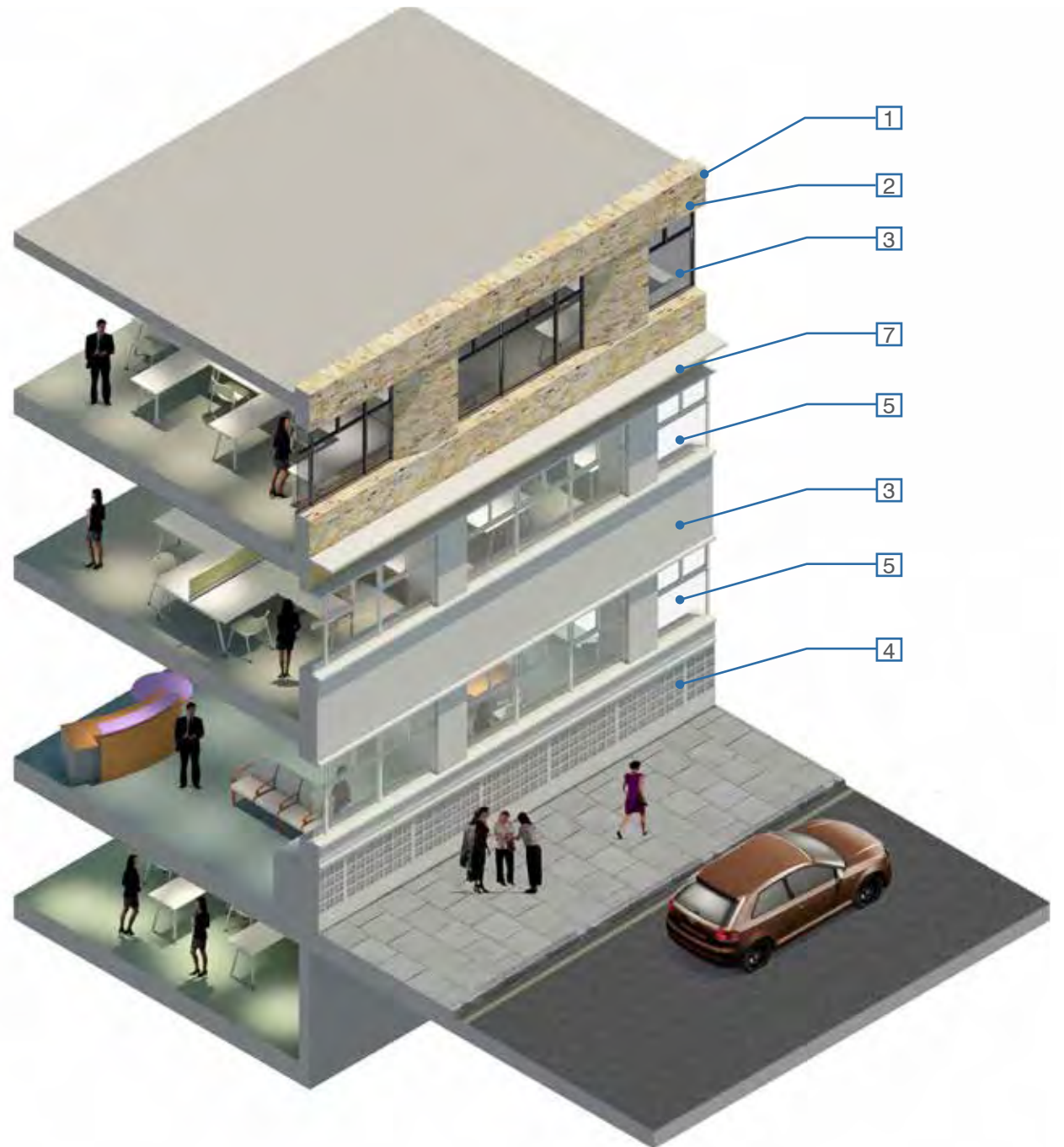


SECTION A-A

# Scheme Design Materials

## Materials

1. Buff Brickwork
2. Buff Brick Reveal Detail
3. Double Glazed Metal Window
4. Existing Glass Block Panels
5. Existing Crittal Metal Window
6. Existing Render Panel
7. Existing Roof Detail
8. Existing Vertical Glazing
9. Existing Lift Shaft









# 04 | Conclusion



View looking east along Flaxman Terrace

# Conclusion

## Conclusion

The proposed extension to the 2nd floor serves to preserve and enhance the existing 1900's warehouse and 1950's extension by -

- **Resolving the currently incoherent roof line.**
- **Preseve the 1900's and 1950's elements of the exisitng building.**
- **Enhance the central feature entrance, by extending this elemen vertically. This will highlight the building's main feature.**
- **Enhance the existing frontage with a sensitively designed extension which sits comfortably within the street scene. The extension echos the horizontal character of the 1950's extension and a contemporary style.**
- **Improve accessibility within the existing building.**

The proposed extension seeks to provide enhanced office accomodation in this accessible location. The proposals apply high quality design and materials, providing a positive contribution to enhance the setting of the Bloomsbury Conservation Area and adjacent listed buildings.



Revisions:

00 06 Nov 15

01 10 Feb 16

20 Flaxman Terrace  
London WC1H 9AT

1384-D4099-rev01

Scale: 1:100 @ A1  
Date: 06 March 2015

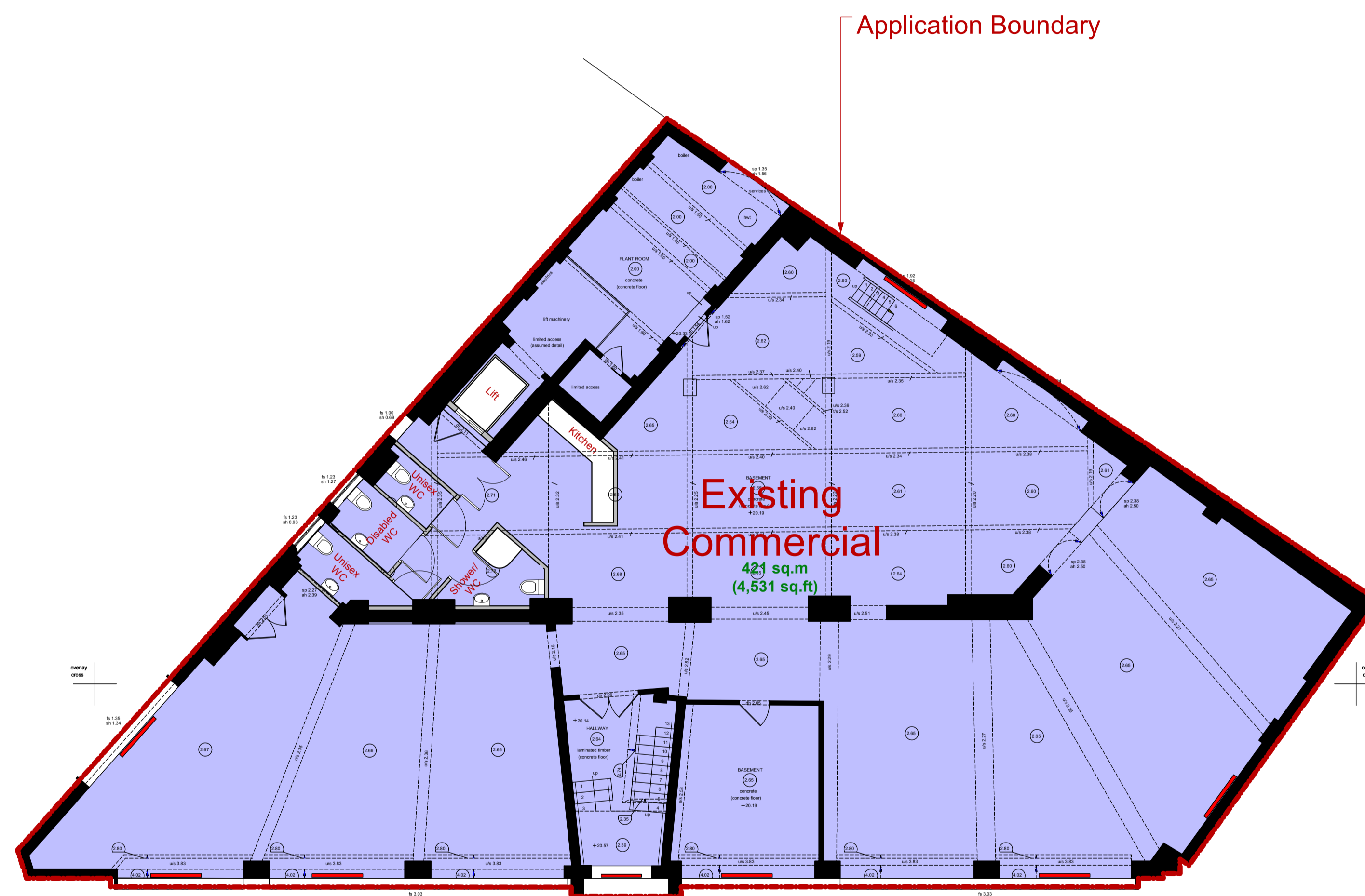
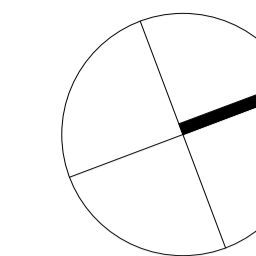
Lower Ground Floor  
Plan: Proposed

Key:

Existing Commercial



Additional Commercial

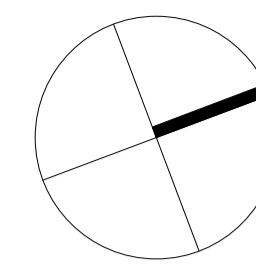


Planning



**Key:**

- Existing Commercial
- Additional Commercial

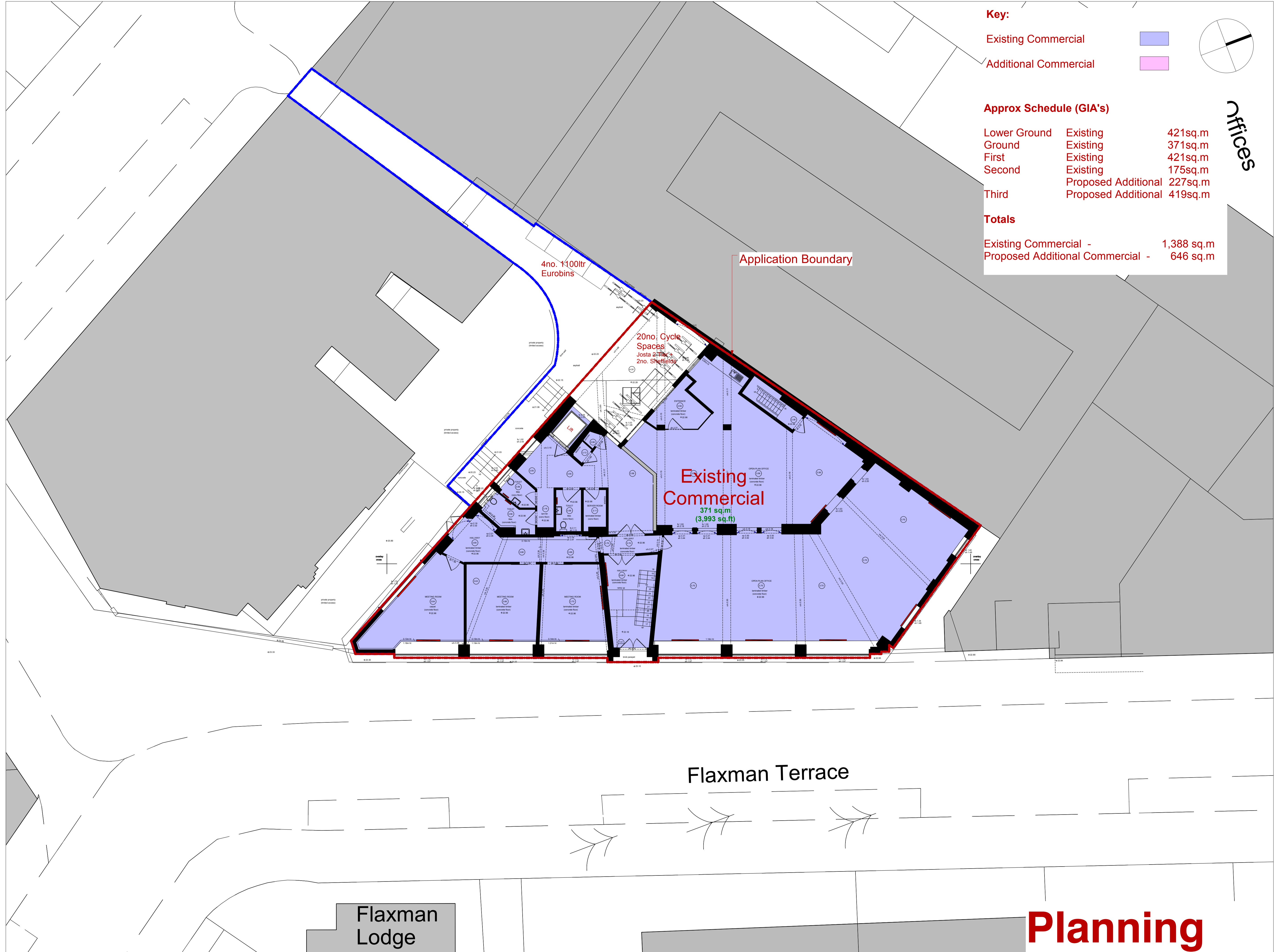


**Approx Schedule (GIA's)**

Lower Ground	Existing	421sq.m
Ground	Existing	371sq.m
First	Existing	421sq.m
Second	Existing	175sq.m
	Proposed Additional	227sq.m
Third	Proposed Additional	419sq.m

**Totals**

Existing Commercial -	1,388 sq.m
Proposed Additional Commercial -	646 sq.m



4no. 1100ltr Eurobins

Application Boundary

20no. Cycle Spaces  
Josta 2700 x 1100  
2no. Sheffield

Existing Commercial  
371 sq.m  
(3,993 sq.ft)

Flaxman Terrace

Flaxman Lodge

**Planning**

Revisions:  
00 06 Nov 15  
01 10 Feb 16

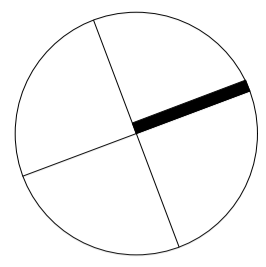
20 Flaxman Terrace  
London WC1H 9AT

1384-D4100-rev01

Scale: 1:100 @ A1  
Date: 06 March 2015  
Ground floor plan:  
Proposed







Offices

Key:

Existing Commercial



Additional Commercial



Mansions  
Crafton

Application Boundary

Existing  
Commercial

421 sq.m  
(4,531 sq.ft)

Potential to Remove  
Staircase

Possible escape corridor  
dependent on future subdivision

New  
Staircase  
Above

Flaxman Terrace

Flaxman  
Lodge

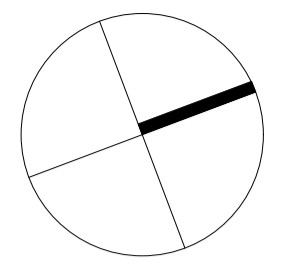
Planning

Key:

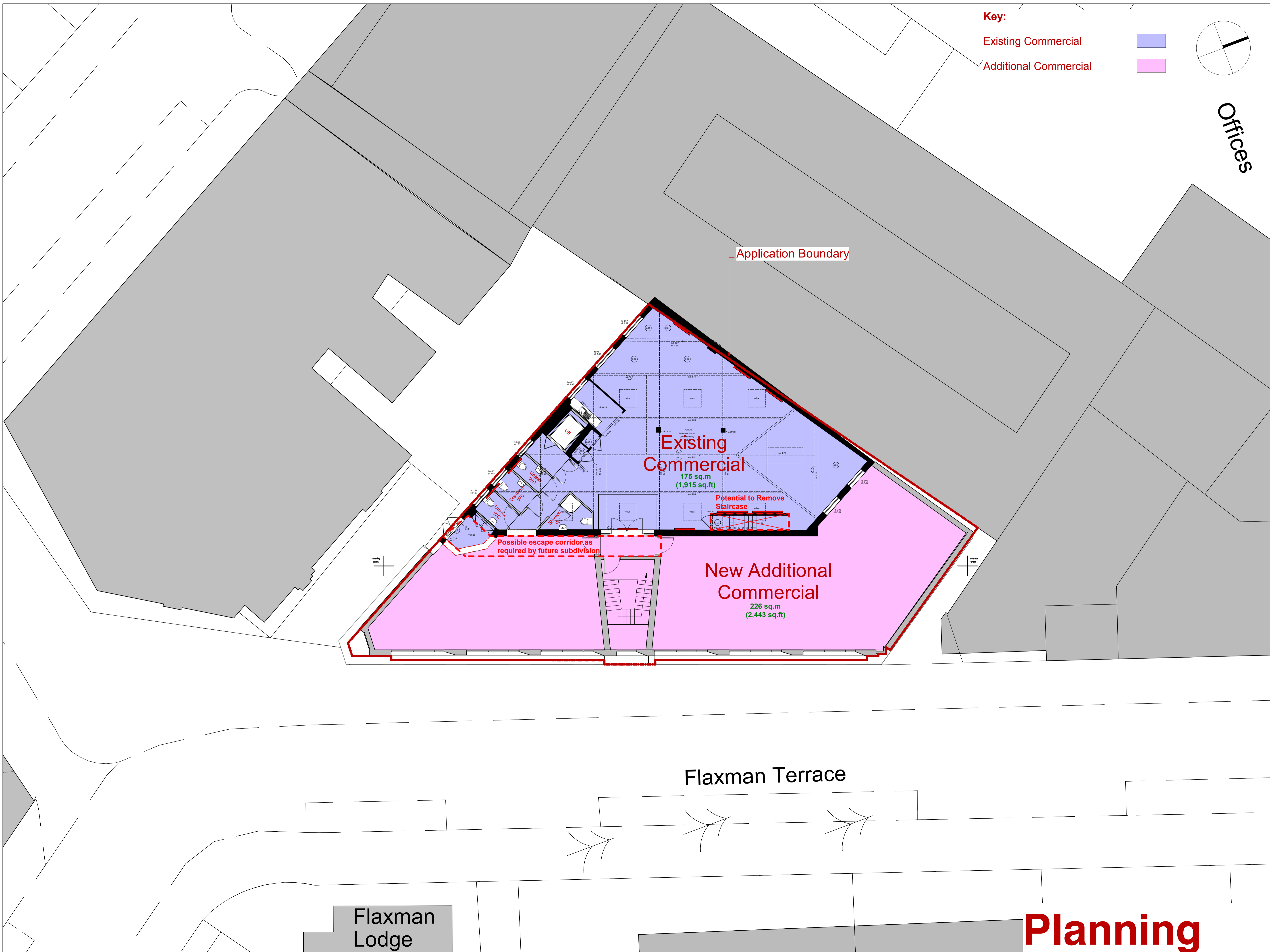
Existing Commercial



Additional Commercial

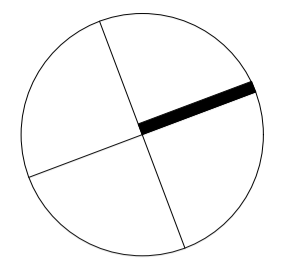


Offices



**Planning**





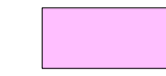
Offices

Key:

Existing Commercial



Additional Commercial



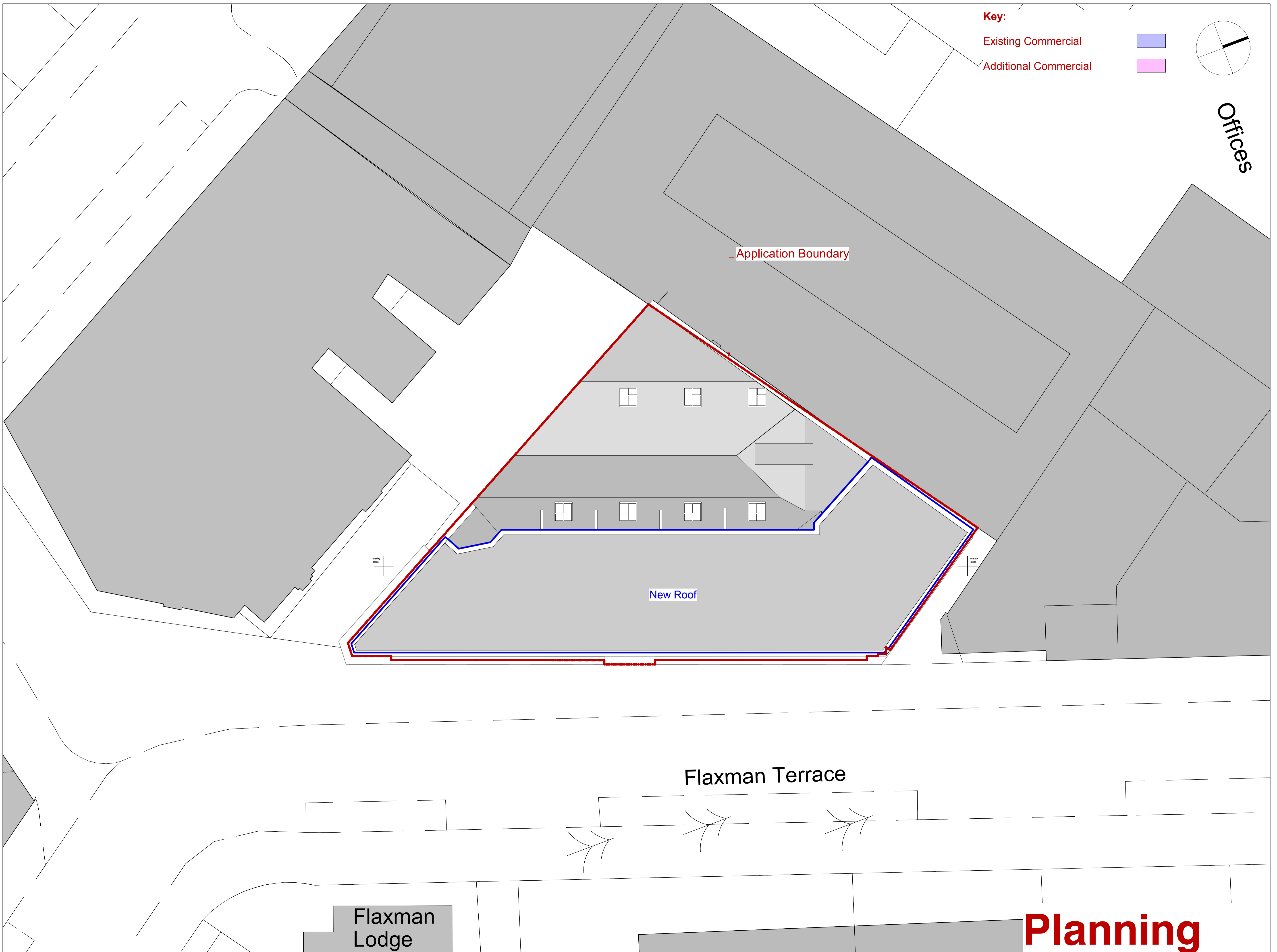
Application Boundary

New Roof

Flaxman Terrace

Flaxman Lodge

Planning



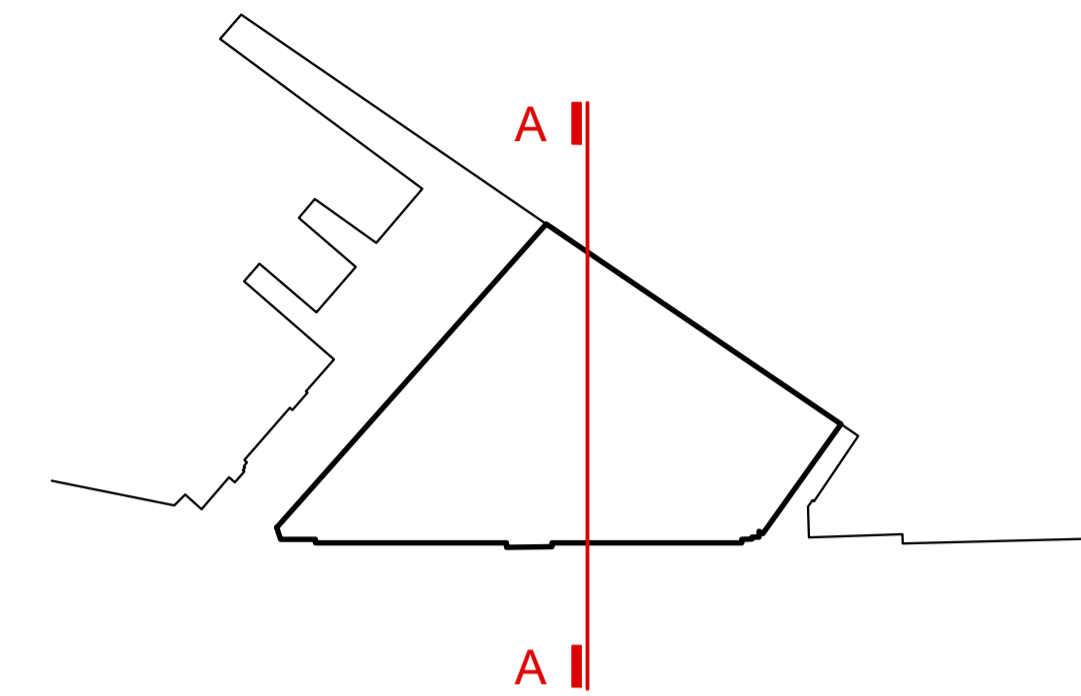
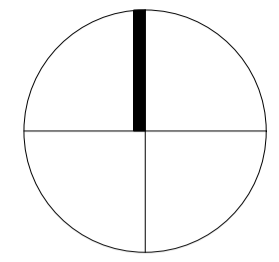
**Note:**

This is a preliminary design study based on the level of information available.

Subject to measured survey, utilities survey, soil investigation, structural, legal, daylight / sunlight, highways, tree survey, M&E, acoustic consultation together with local authority negotiation.

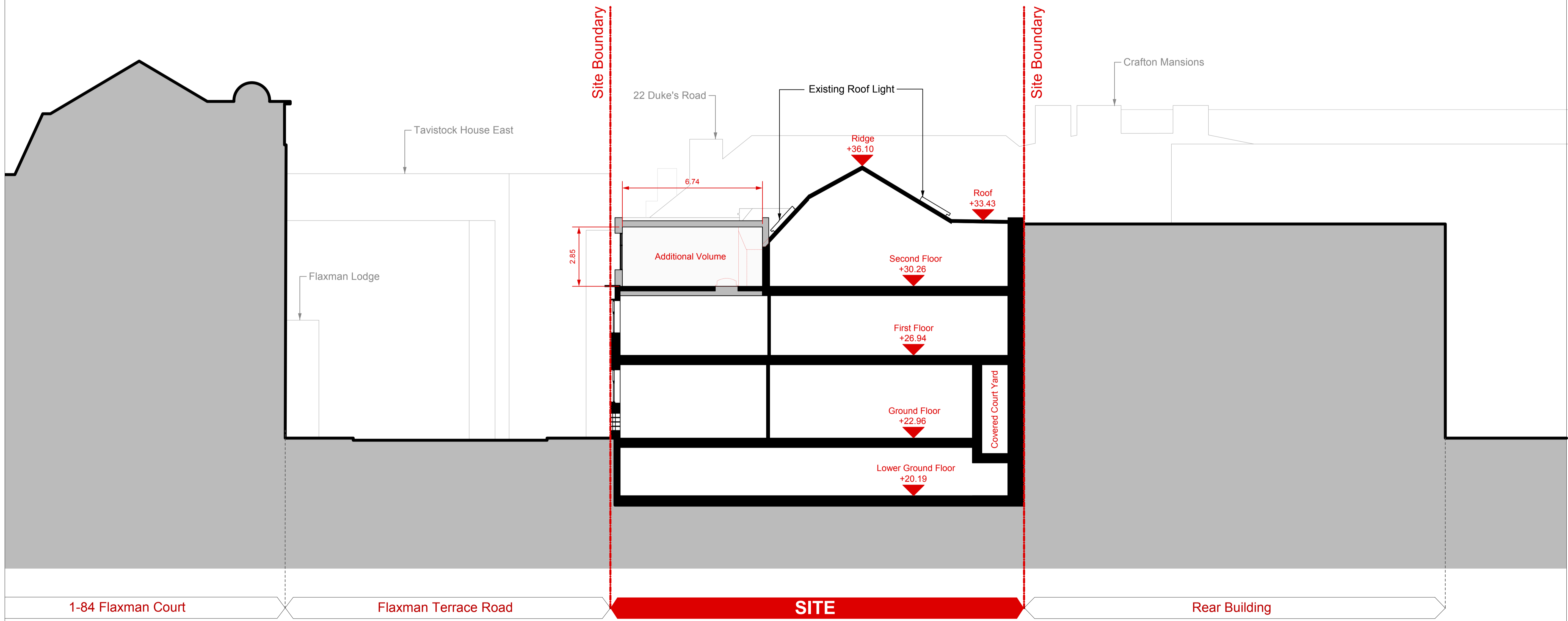
**Key:**

- Existing
- Proposed New Structure
- Removed Existing



Note:  
Do not scale this drawing

Revisions:  
00 14 March 07



SECTION A-A

20 Flaxman Terrace,  
London WC1 9AT

1384-D4520-rev00

Scale: 1:100 @ A1  
Date: 29 September 2016

Section AA

**Preliminary**




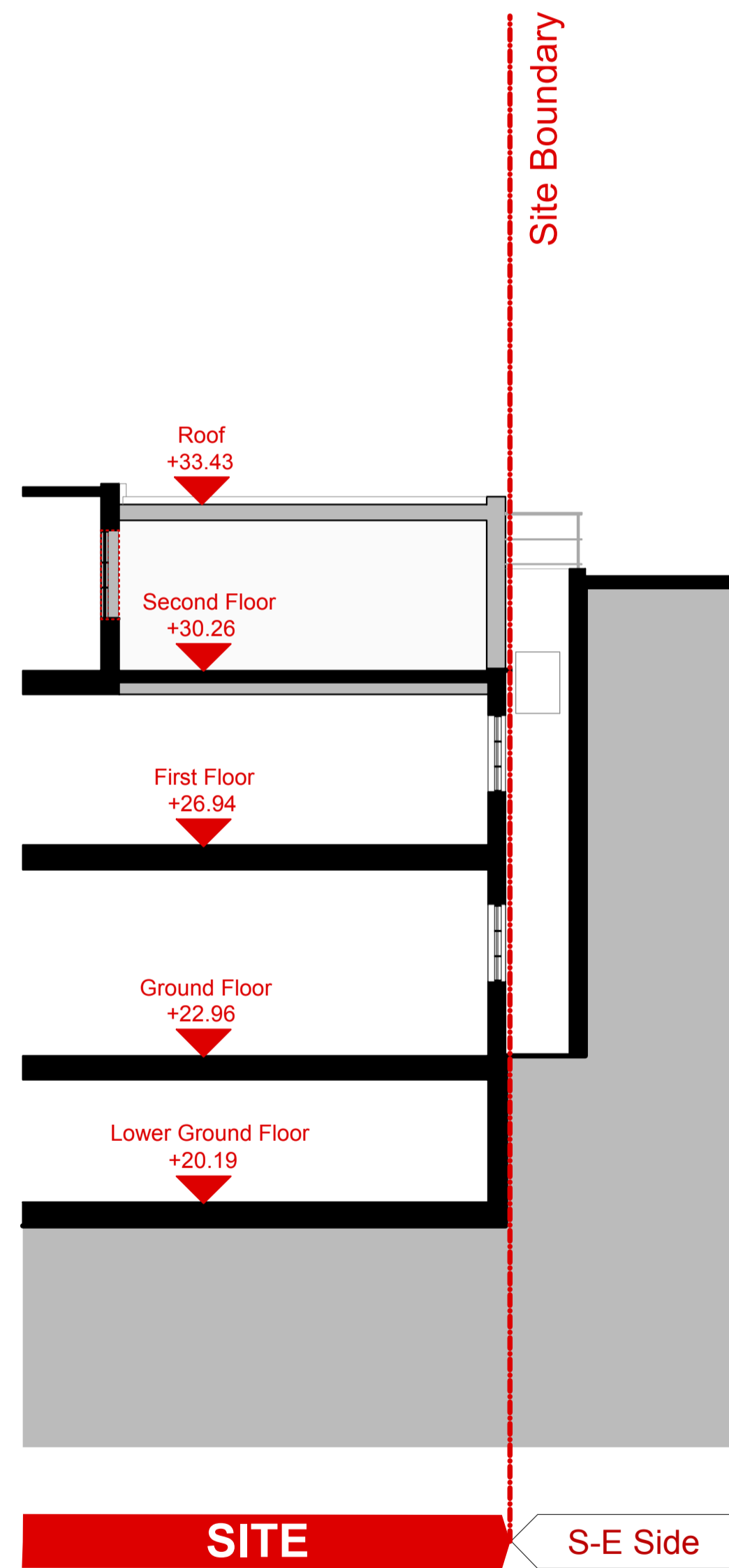
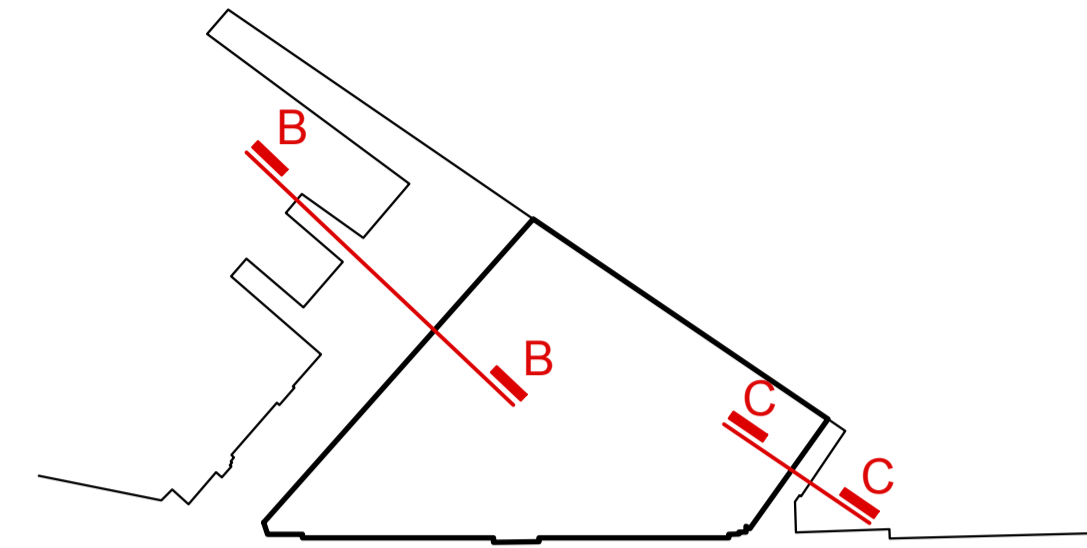
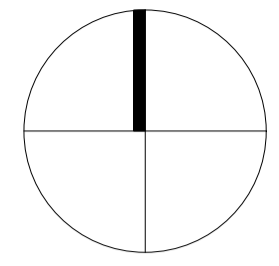
**Note:**

This is a preliminary design study based on the level of information available.

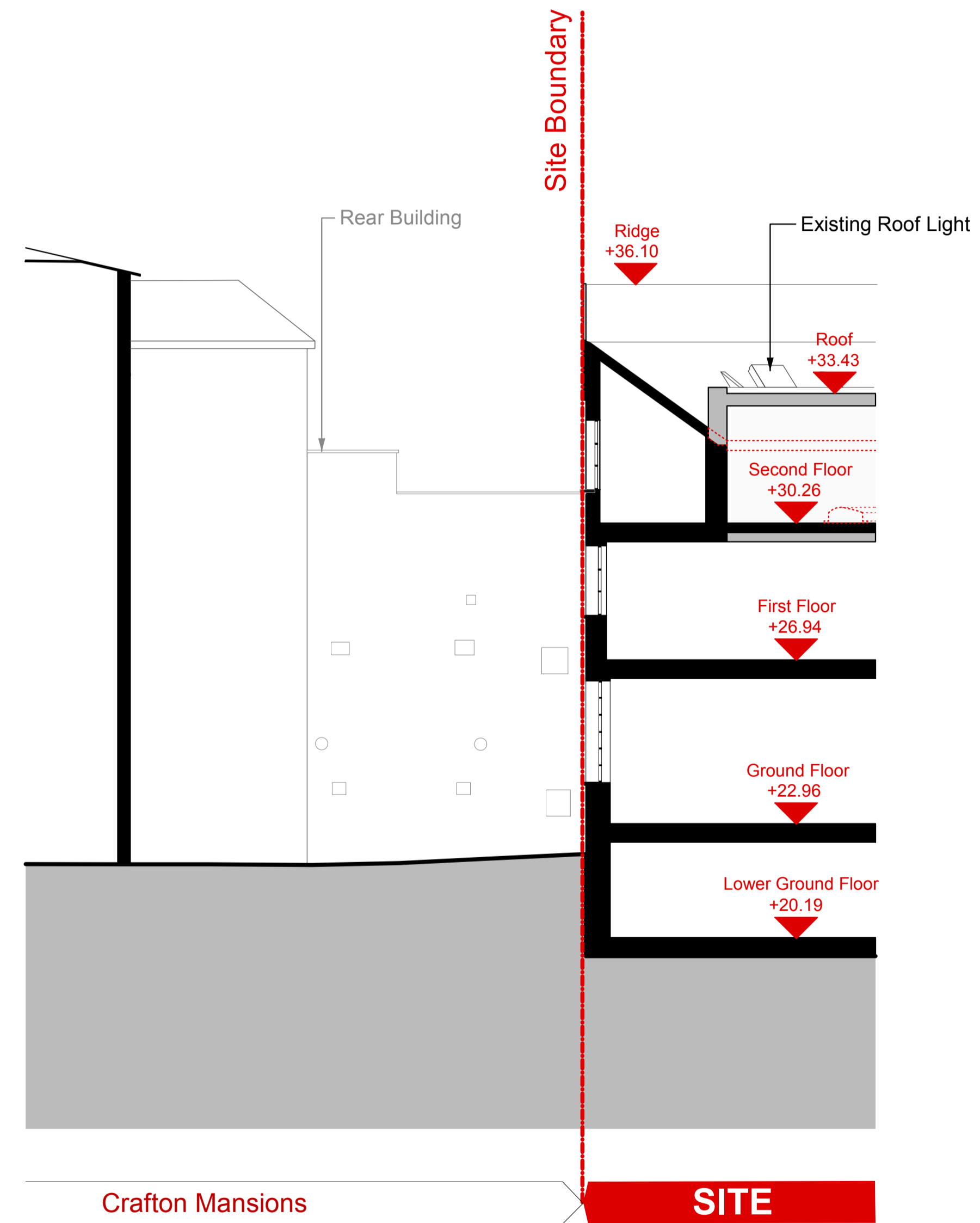
Subject to measured survey, utilities survey, soil investigation, structural, legal, daylight / sunlight, highways, tree survey, M&E, acoustic consultation together with local authority negotiation.

**Key:**

- Existing 
- Proposed New Structure 
- Removed Existing 



SECTION B-B



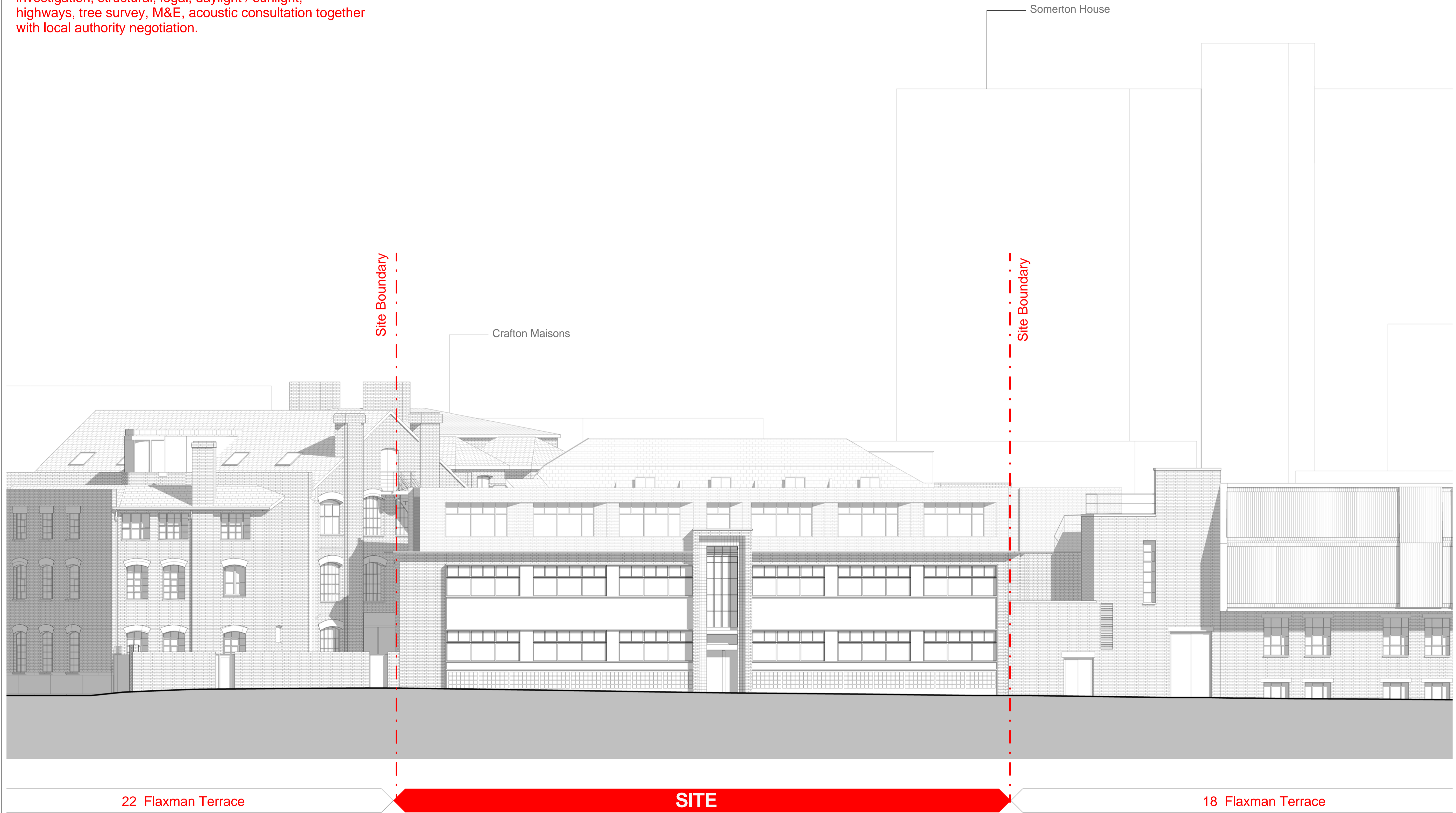
SECTION C-C

**Preliminary**

**Note:**

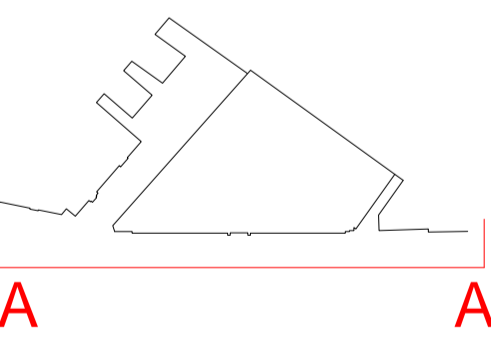
This is a preliminary design study based on the level of information available.

Subject to measured survey, utilities survey, soil investigation, structural, legal, daylight / sunlight, highways, tree survey, M&E, acoustic consultation together with local authority negotiation.



0m 55m  
Note:  
Do Not Scale This Drawing

Revisions:  
00 07 October 16



20 Flaxman  
Terrace London  
WC1 9AT  
for

22 Flaxman Terrace

**SITE**

18 Flaxman Terrace

ELEVATION A-A

**Preliminary**

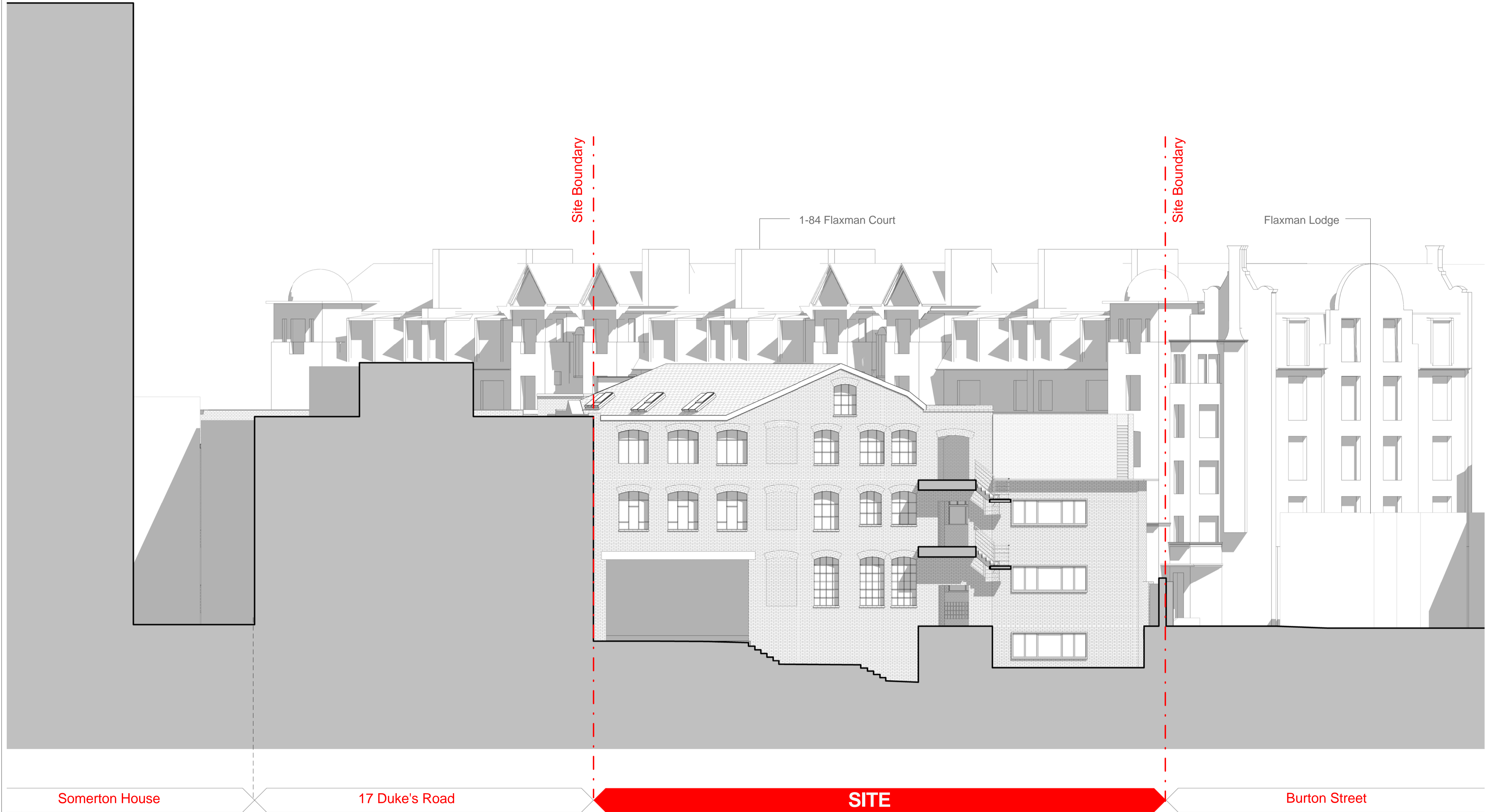
1384-D4710-rev00  
Scale: 1:100 @ A1  
Scale: 1:200 @ A3  
Date: 07 October 2016  
Elevation A-A  
Proposed



**Note:**

This is a preliminary design study based on the level of information available.

Subject to measured survey, utilities survey, soil investigation, structural, legal, daylight / sunlight, highways, tree survey, M&E, acoustic consultation together with local authority negotiation.

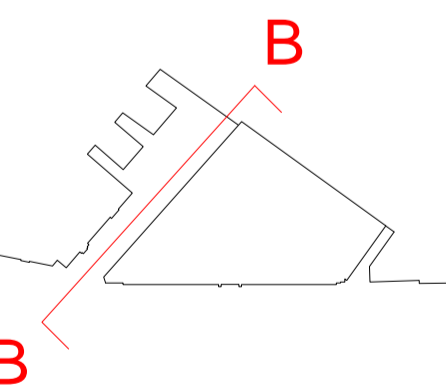


ELEVATION B-B

0m 55m

Note:  
Do Not Scale This Drawing

Revisions:  
00 07 October 16



20 Flaxman  
Terrace London  
WC1 9AT  
for

1384-D4711-rev00

Scale: 1:100 @ A1  
Scale: 1:200 @ A3  
Date: 07 October 2016

Elevation B-B  
Proposed

**Preliminary**



**Note:**

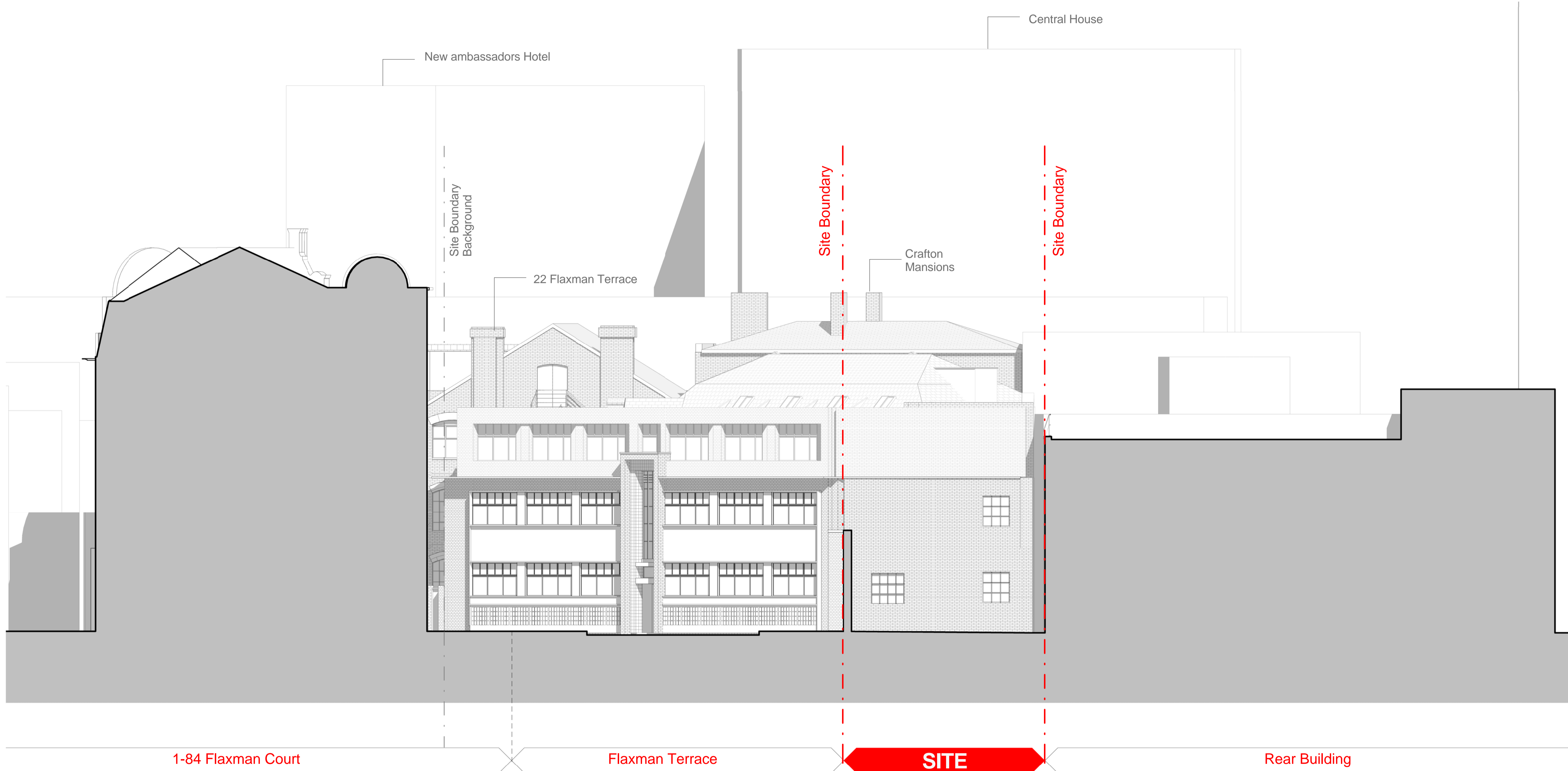
This is a preliminary design study based on the level of information available.

Subject to measured survey, utilities survey, soil investigation, structural, legal, daylight / sunlight, highways, tree survey, M&E, acoustic consultation together with local authority negotiation.

0m 55m

Note:  
Do Not Scale This Drawing

Revisions:  
00 07 October 16



ELEVATION C-C

**Preliminary**

20 Flaxman  
Terrace London  
WC1 9AT  
for

1384-D4712-rev00  
Scale: 1:100 @ A1  
Scale: 1:200 @ A3  
Date: 07 October 2016  
Elevation C-C  
Proposed





Revisions:  
00 10 May 16  
01 18 May 16  
02 07 October 16

20 Flaxman  
Terrace London  
WC1 H9AT

1384-D4820-rev02

Scale: NTS @ A3  
Date: 18 May 2016  
Photomontage 1:



**APPENDIX 4  
Email Correspondence  
dated 15/03/17**

**Lisa Lindsley**

---

**From:** Phillips, Kate <Kate.Phillips@camden.gov.uk>  
**Sent:** 15 March 2016 16:32  
**To:** Lisa Lindsley  
**Subject:** 2016/0788/P - 20 Flaxman Terrace

Dear Mr O'Neill,

**Re: 2016/0788/P - 20 Flaxman Terrace, London, WC1H 9AT - Part one and part two storey roof extension to provide 646 sqm additional office space (Class B1a); and associated works**

Further to my previous email I have now discussed the application with my team, the conservation officers and the urban design officers.

The application site is in Bloomsbury Conservation Area and there are a number of listed buildings in the vicinity. As such, careful consideration needs to be paid to the impact on the wider area and the setting of the listed buildings.

In general, the principle of extending the building upwards is considered to be acceptable, particularly because the works would obscure the views of buildings to the rear which do not make a positive contribution to the character and appearance of the area. However, a number of concerns have been raised about the proposed design, as follows:

- The existing brick entrance should be left untouched, and not be raised upwards – instead the new element should appear entirely separate
- The brickwork on the existing building should not be raised upwards either (leave the existing building largely as it is)
- The new extension should be set back from the existing building line, so that it is clear how the building has developed over time, and to avoid impacting on the openness of the street
- The proposed extension features too much glazing (need a greater brick-to-glazing ratio)
- The existing building has a strong horizontal emphasis, which needs to be reflected in the new extension (rather than creating a vertical emphasis to the building)
- Take reference from the height of the adjacent building

It is felt that quite a lot of work needs to be done on the design before we can support the application. Can you discuss this with your client and then contact me to discuss the way forward.

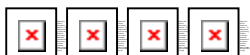
I look forward to hearing from you.

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

Telephone: 0207 974 2521  
Web: [camden.gov.uk](http://camden.gov.uk)

Floor 2  
5 Pancras Square

5 Pancras Square  
London N1C 4AG



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**APPENDIX 5  
Officer's Response  
dated 23/08/16**



## **Lisa Lindsley**

---

**From:** Phillips, Kate <Kate.Phillips@camden.gov.uk>  
**Sent:** 23 August 2016 17:11  
**To:** Lisa Lindsley  
**Subject:** Pre-Application Advice - 2016/3081/PRE - 20 Flaxman Terrace  
**Attachments:** 20 Flaxman Terrace Ref: 2016/0788/P - Energy and Sustainability; CIL Form 1.pdf

Dear Mr O'Neill,

### **Re: 2016/3081/PRE - 20 Flaxman Terrace, London, WC1H 9AT – Two-storey/single-storey roof extension to provide additional office space (Class B1a); and associated works**

Thank you for submitting the above pre-application request, to be considered alongside the existing planning application, reference 2016/0788/P. Further to our meeting at the Council offices, and the submission of revised images, please see my comments below:

#### **Constraints**

Bloomsbury Conservation Area  
Central London Area  
CIL charging Zone A  
Nearby listed buildings – 17 Duke's Road (Grade II); The Lodge and attached railings, Flaxman Terrace (Grade II)

#### **Relevant planning history**

PSX0104610 - The change of use of the basement and ground floor from Class B1(a) light industrial to Class B1(a) offices without complying with condition 1 of planning permission PL8601583 dated 19 May 2001 under the meaning of the Town and Country Planning (Use Class) Order 1985 – Granted 24-07-2001.

8601583 - Continued use for University purposes – Granted 14-05-1987.

#### **Pre-application comments**

##### *The principle of development*

- Policies CS8 and DP13 seek to safeguard existing employment sites and premises in the borough that meet the needs of modern industry and other employers. The extension of the building to provide additional office space is therefore welcomed.
- Policy DP1 requires development in Central London which is creating more than 200sqm (gross) additional floor space to provide 50% of all floor space as residential floor space.
- The Council will normally require any secondary uses to be provided on site, particularly where 1000sqm (gross) of additional floor space or more is proposed.
- Housing provided as part of a mixed use scheme should be independent of other uses and have a separate access at street level, or other arrangements which provide for occupation independent of any non-residential use.
- In this case, the provision of a secondary use on site may not be practical, which you would need to demonstrate (e.g. the inability to provide a separate access etc.).
- If you are unable to provide residential floor space on site, the Council may accept an off-site contribution to housing in the same area, secured by means of a planning obligation.

- The Council expects additional housing floor space to match the net addition to non-residential floor space (e.g. if you provide 646sqm of additional office space you will be required to provide the same amount of residential floor space, either through building elsewhere in the local area, or by converting an existing building to housing).
- If you can demonstrate, to the Council's satisfaction, that it is not possible to provide the required residential floor space off-site (i.e. you do not own any other land or buildings that would be suitable, and it is not possible to purchase any suitable land or buildings for this purpose), then the Council may, in exceptional circumstances, accept a payment in lieu of provision, directly related in scale and kind to the development proposed.
- The payment would be pooled into an affordable housing fund and used to assist the provision of affordable housing in the borough (Please note that the Council will take the project management and implementation costs of off-site contributions into account and obligations may therefore need to include a payment to cover the costs of delivery of off-site contributions where such costs fall to the Council)
- Where a contribution to housing is sought under Policy DP1, CPG8 requires a payment of £700 per square metres multiplied by the on-site target for housing (in this case 50%), which equates to £452,000 (the residential off-site would need to match the uplift) (N.B. this figure will change if the amount of floor space to be provided changes).
- If you do not have a potential tenant in mind for the additional office floor space you are advised to contact the Council's Economic Development Team who would be happy to provide details of prospective tenants.

### *Design considerations*

- The application site is located within the Bloomsbury Conservation Area, wherein the Council has a statutory duty to pay special attention to the desirability of preserving or enhancing the character or appearance of that area, in accordance with Section 72 of The Planning (Listed Buildings and Conservation Areas Act) 1990.
- Nearby Grade II listed buildings include 17 Duke's Road and The Lodge and attached railings on Flaxman Terrace. The Council has a statutory duty, under Section 66 of The Planning (Listed Buildings and Conservation Areas) Act 1990, to have special regard to the desirability of preserving a listed building(s) or its setting or any features of special architectural or historic interest which it possesses.
- As discussed at the meeting, the Council firmly welcomes the retention of the existing building and would strongly resist any plans for the demolition and rebuilding of the building. This is because the building is considered to be architecturally interesting (the horizontal emphasis, the crittall windows, the bricks, the overall design) and 'of its time', and it is considered that it fits in well with the back street character of this part of the conservation area.
- The proposal to extend the building upwards is considered to be acceptable in principle; however, it is very important to get the design right, so that it complements the existing building, and in order to preserve and enhance the character and appearance of the Bloomsbury Conservation Area.
- In townscape terms, the proposal to add two storeys to the building (essentially doubling the height) is significant. It is important that the proposed design unifies the whole building, whilst also allowing the historical development of the building to be understood (i.e. the difference between the old and the new).
- The existing building has a very defined 'top' and to a certain extent it already appears complete. Special attention therefore needs to be paid to how to extend it upwards without harming its appearance, or making it appear too tall, which would be out of keeping with the back street character of the local area.
- At the meeting we advised you to consider a more contemporary approach, rather than replicating the existing building. We consider that the extension should appear entirely separate and read as a later addition to the existing building.

- We advised that the existing brick entrance should be left untouched, and not be raised upwards, otherwise it would detract from the strong horizontal emphasis of the existing building.
- We advised that the existing brickwork should not be raised upwards, due to the difficulties of matching in the new bricks.
- We advised that materials and elevational design are very important considerations in the conservation area and we advised you to undertake an analysis of the wider area, to better understand the context and to inform the revised designs.
- We advised that glazing is not necessarily the best material for the extension as it will appear too lightweight. It is considered that the extension should be more solid in appearance, with a similar window-to-wall ratio as the lower floors (but without necessarily directly copying the lower floors)
- We advised that the Council will firmly resist the loss of the existing crittall windows as they are an intrinsic part of the building and they contribute to its character.

#### Comment on revised designs

- You have provided a number of photomontages to show different options; however, you have not indicated a preference (other than indicating that you think a single storey extension would work better).
- We agree that a single storey extension to the building is likely to work better, due the reasons given above concerning the horizontality of the building and the need for it not to appear top-heavy following the works.
- A single storey extension to the building is also likely to appear more subservient to the original building, as per the guidance in CPG1.
- It is difficult to provide detailed comments on the photomontages; it would have been preferable to receive full plans and elevation drawings.
- We were expecting you to undertake a full analysis of the context of the area and to provide an explanation of how you reached the proposed designs.
- The CGI's show one view of the site; however, in order to properly assess the application we need to understand how the building would look from a number of local viewpoints.
- We note that the warehouse to the rear is currently very visible and we are interested to see how views of the building would change as a result of the proposal.
- We would also like to understand more about the roof on the rear part of the building and how this will tie in with a new extension.
- Elevation drawings will also allow us to better understand the proposed fenestration design on the extension.

#### *Impact on nearby and neighbouring properties*

- In line with Policy DP26 the Council will only permit development that does not cause harm to amenity by way of visual privacy and overlooking; overshadowing and outlook; sunlight, daylight and artificial light levels; noise and vibration levels; odour, fumes and dust; microclimate.
- A number of objections to the existing planning application (2016/0788/P) have been received, which can be viewed on our website ([search for a planning application](#))
- It is likely that visual and privacy concerns can be overcome through careful design of the fenestration at the rear of the extension.
- Once the design of the extension has been finalised, you should look to update the daylight and sunlight report to take account of the comments that have been received.
- Details of any mechanical plant/machinery/equipment should be submitted, including external noise levels and mitigation measures as appropriate (The measures should ensure that the external noise level emitted from plant, machinery/ equipment will be lower than the lowest existing background noise level by at least 10dBA, as assessed according to

BS4142:2014 at the nearest and/or most affected noise sensitive premises, with all machinery operating together at maximum capacity).

- The Council is likely to seek the submission of a Construction Management Plan through a section 106 legal agreement, which should address noise and disruption during the construction period.

#### *Transport considerations*

- The application site has a Public Transport Accessibility Level (PTAL) of 6b (the highest rating), and is within a Controlled Parking Zone.
- Policy DP18 expects development, including non-residential development, to be car free in the Central London Area and the proposal complies in this respect.
- The London Plan 2016 requires 1 long-stay cycling space per 90 square metres of floor space and 1 short-stay cycling space per 500 square metres of floor space. The proposal would provide 20 cycle parking spaces, which is in accordance with the minimum requirements of the London Plan 2016.
- The cycle parking spaces need to be covered and secure (it is not clear from the plans whether they are covered)
- Policy DP20 (Movement of goods and materials) seeks to minimise the impact of the movement of goods and materials by road. Given the constraints of the application site and the nature of the works, the Council is likely to seek the submission of a Construction Management Plan, which should address the removal of any debris from the site and the delivery of construction equipment and materials.

#### *Sustainability considerations*

- The Council's Sustainability Officer's comments are attached to this email (there are some actions for you to follow, highlighted in purple).

#### *Nature conservation and biodiversity*

- Given that you are modifying an early 1900's structure, we need confirmation whether the building has features which may support protected species (e.g. bats).
- Please refer to the trigger list contained in CPG3 (page 101) for when protected species surveys are required ([Link to guidance](#))
- You should confirm if protected species are present or not and whether there is any implication from the development on any protected species (more guidance on how to do the survey is contained within CPG3)

#### *CIL*

- This proposal will be liable for the Mayor of London's Community Infrastructure Levy (CIL) and the Camden CIL as the additional floor space exceeds 100sqm.
- Please could you fill in and return the attached CIL form.

#### **Conclusion:**

The proposed designs which we have seen so far are not considered to be of a sufficiently high standard for the Bloomsbury Conservation Area and it is considered that the proposal would cause undue harm to the character and appearance of the application building and the area. As discussed above, further work needs to be undertaken to fully understand the context of the site in order to better inform the proposed design. You need to demonstrate that this work has been undertaken as part of the formal planning application process.



We are happy to enter into further discussions about the proposed design; however, a lot of work is required (both on the design and other elements of the application) before I will be in a position to recommend approval of the planning application. Unless we can reach some agreement within the next 4 weeks, I propose that you withdraw the planning application, or I will need to write it up for refusal. I am happy to discuss the way forward with you once you have considered the contents of this email.

**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.**

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

Kind regards

Kate Phillips  
Senior Planning Officer  
Regeneration and Planning  
Supporting Communities  
London Borough of Camden

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## **APPENDIX 6 Delegated Report 2016/0788/P**

<b>Delegated Report</b>		<b>Analysis sheet</b>	<b>Expiry Date:</b>	<b>08/04/2016</b>
		N/A / attached	<b>Consultation Expiry Date:</b>	<b>30/12/2016</b>
<b>Officer</b>			<b>Application Number(s)</b>	
Kate Phillips			2016/0788/P	
<b>Application Address</b>			<b>Drawing Numbers</b>	
20 Flaxman Terrace London WC1H 9AT			Refer to Draft Decision Notice	
<b>PO 3/4</b>	<b>Area Team Signature</b>	<b>C&amp;UD</b>	<b>Authorised Officer Signature</b>	
<b>Proposal(s)</b>				
Erection of single storey roof extension to provide 226sqm additional office space (Class B1a) and associated works				
<b>Recommendation(s):</b>	Refuse planning permission			
<b>Application Type:</b>	Full Planning Permission			

<b>Conditions or Reasons for Refusal:</b>	<b>Refer to Draft Decision Notice</b>					
<b>Informatives:</b>						
<b>Consultations</b>						
<b>Adjoining Occupiers:</b>	No. notified	<b>19</b>	No. of responses	<b>09 R1- 09</b>	No. of objections	<b>09 R1- 01</b>
<b>Summary of consultation responses:</b>	<p>A Site Notice was displayed on 04/03/2016 (expiry date 25/03/2016) and a notice was placed in the local press on 10/03/2016 (expiry date 31/03/2016).</p> <p>In response to the original plans, responses have been received from 9 different properties (Flat 2, Grafton Mansions; Flat 3, Grafton Mansions; Flats 4 and 5, Grafton Mansions; Flat 6, Grafton Mansions; Flat 7, Grafton Mansions; Flat 8, Grafton Mansions; Flat 9, Grafton Mansions; 22 Duke's Road; 2<sup>nd</sup> floor, 20 Flaxman Terrace).</p> <p>The comments are summarised as follows:</p> <ul style="list-style-type: none"> <li>• Out of keeping with the surrounding area</li> <li>• Loss of upper part of original warehouse building</li> <li>• Impact on adjacent business (noise during construction period and from plant)</li> <li>• Impact on existing businesses within the building</li> <li>• Impact on traffic, access to buildings during construction period</li> <li>• Loss of light</li> <li>• Light pollution</li> <li>• Dust during construction period</li> <li>• Impact on flats at Grafton Mansions (overlooking, loss of light, privacy)</li> <li>• Inaccuracies in Daylight/Sunlight Report</li> <li>• Alteration to primarily residential character of area</li> <li>• Additional comings and goings to the building</li> <li>• Impact on bin store on Grafton Mansions</li> </ul> <p>In response to the revised plans, 1 response was received from the occupier of Flat 7, Grafton Mansions.</p> <p>The comments are summarised as follows:</p> <ul style="list-style-type: none"> <li>• No loss of light and privacy to Grafton Mansions</li> <li>• Existing 1950's building hides the historic part of the warehouse, which should be made more visible – the proposed roof extension would block views of the warehouse roof altogether</li> <li>• Proposal should be re-designed</li> </ul>					



**Bloomsbury CAAC**

No comments received (consultation expiry 23/03/2016).

**Site Description**

The building at 20 Flaxman Terrace comprises two parts; the original 1900's warehouse building and a later front and side extension (1950's) which fronts onto Flaxman Terrace. The building is between 2 and 3 and a half storeys tall above ground level. There are basements within each separate element of the building.

The part of the building which fronts onto Flaxman Terrace (the modern element) features yellow bricks, white render, Crittall windows and continuous glass block banding at street level to allow light into the lower floors.

The application site is within the Bloomsbury Conservation Area. Neither part of the building is listed. Nearby listed buildings include 17 Duke's Road (Grade II) and Flaxman Lodge and attached railings (Grade II).

**Relevant History**

**PSX0104610** - The change of use of the basement and ground floor from Class B1(a) light industrial to Class B1(a) offices without complying with condition 1 of planning permission PL8601583 dated 19 May 2001 under the meaning of the Town and Country Planning (Use Class) Order 1985 – **Granted 24-07-2001**.

**8601583** - Continued use for University purposes – **Granted 14-05-1987**.

**Relevant policies****LDF Core Strategy and Development Policies****National Planning Policy Framework (2012)****London Plan (2016)****LDF Core Strategy and Development Policies (2010)**

- CS1 Distribution of growth
- CS3 Other highly accessible areas
- CS5 Managing the impact of growth and development
- CS6 (Providing quality homes)
- CS8 Promoting a successful and inclusive Camden economy
- CS9 Achieving a successful Central London Borough of Camden
- CS10 Supporting community facilities and services
- CS11 Promoting sustainable and efficient travel
- CS13 Tackling climate change through promoting higher environmental standards
- CS14 Promoting high quality places and conserving our heritage
- CS18 Dealing with our waste and encouraging recycling
- CS19 Delivering and monitoring the Core Strategy

DP1 Mixed use development  
DP2 Making full use of Camden's capacity for housing  
DP3 Contributions to the supply of affordable housing  
DP12 Supporting strong centres and managing the impact of food, drink, entertainment and other town centre uses  
DP13 Employment sites and premises  
DP15 Community and leisure uses  
DP16 The transport implications of development  
DP17 Walking, cycling and public transport  
DP18 Parking standards and limiting the availability of car parking DP24 Securing high quality design  
DP20 Movement of goods and materials  
DP24 Securing high quality design  
DP25 Conserving Camden's heritage  
DP26 Managing the impact of development on occupiers and neighbours  
DP28 Noise and vibration

### **Camden Planning Guidance**

CPG1 Design (2015)  
CPG2 Housing (2015)  
CPG3 Sustainability (2015)  
CPG5 Town Centres, Retail & Employment (2013)  
CPG6 Amenity (2011)  
CPG7 Transport (2011)  
CPG8 Planning Obligations (2015)

### **Bloomsbury Conservation Area Appraisal and Management Strategy (2011)**

## **Assessment**

### **1. The proposal**

1.1. This application seeks planning permission for the following:

- Single storey roof extension to provide 226sqm (GIA) additional office space (Class B1a); and associated works.

1.2. The proposed extension would sit above the 1950's modern element of the building (the part that faces Flaxman Terrace). It would cover the whole of the undeveloped part of the flat roof and would adjoin the existing 3 ½ storey element above the older, original 1900's warehouse building at the rear of the site.

1.3. The proposed roof extension would measure approximately 2.6 metres tall and the building materials include buff brickwork and double glazed metal windows.

1.4. The existing overhang at the front of the building would be retained and the proposed extension would sit above. The front elevation would align with the existing front elevation.

### **2. Revisions**

2.1. The following revisions have been made during the course of the application:

- Reduction in height of roof extension by one storey (retention of existing pitched warehouse roof and creation of extension at 2nd floor level on Flaxman Terrace side

only)

- Omission of changes to retain rear elevation
- Change of facing material – buff brick instead of glazing

### **3. Assessment**

3.1. The principal considerations material to the determination of this application are summarised as follows:

- The principle of development;
- Mixed use policy- housing contribution;
- Impact on the character and appearance of the wider area (including the Bloomsbury Conservation Area and the settings of nearby listed building);
- The impact on the visual and residential amenities of the occupiers of nearby and neighbouring residential properties;
- Transport considerations;
- Sustainability considerations;
- Planning obligations and CIL

### **4. The principle of development**

- 4.1. Policies CS8 and DP13 seek to safeguard existing employment sites and premises in the borough that meet the needs of modern industry and other employers.
- 4.2. Policy CS3 seeks to promote appropriate development in the highly accessible areas of Central London (outside of the designated Growth Areas), as these areas are considered to be suitable locations for the provision of homes, shops, food, drink and entertainment uses, offices, community facilities and are particularly suitable for uses that are likely to significantly increase the demand for travel.
- 4.3. The principle of this development with office expansion in this location is considered to be acceptable, subject to the detailed consideration below.

### **5. Mixed use policy- housing contribution**

- 5.1. Policy DP1 requires development in Central London which is creating more than 200sqm (gross) additional floor space to provide 50% of all floor space as residential floor space. The revised proposal would provide 226sqm of additional commercial floor space, and therefore 50% should be provided as residential floor space.
- 5.2. The Council will normally require any secondary uses to be provided on site, particularly where 1000sqm (gross) of additional floor space or more is proposed. Housing provided as part of a mixed use scheme should be independent of other uses and have a separate access at street level, or other arrangements which provide for occupation independent of any non-residential use. In this case, the applicant has failed to provide any comment on the provision of housing on-site; however, the provision of a secondary use on site does not appear to be practical due to the difficulties of providing a separate access.
- 5.3. In cases where it is not possible to provide the required residential floor space on site, the Council may accept an off-site contribution to housing in the same area, secured by means of a planning obligation. The Council expects additional housing floor space to match the net

addition to non-residential floor space (e.g. if 226sqm of additional office space is provided, the same amount of residential floor space should be provided), either through building elsewhere in the local area, or by converting an existing building to housing.

5.4. The applicant has not demonstrated that it is not possible to provide the required residential floor space off-site (i.e. on other land / buildings within their ownership), or that it is not possible to purchase any suitable land or buildings for this purpose. Nevertheless, the Council may, in exceptional circumstances, accept a payment-in-lieu of provision, directly related in scale and kind to the development proposed. The payment would be pooled into an affordable housing fund and used to assist the provision of affordable housing elsewhere in the borough.

5.5. The proposal would provide 226sqm (GIA) of new floor space, which represents 282.5sqm GEA (i.e. multiply the GIA by 1.25, as per paragraph 6.13 of CPG8). Where a contribution to housing is sought under Policy DP1, CPG8 requires a payment of £700 per square metres multiplied by the on-site target for housing (in this case 50%), which equates to 141.25sqm. The proposed figure for the payment-in-lieu of housing is £98,875. The applicant has failed to enter into a section 106 legal agreement to secure this, and the application is recommended for refusal on this basis.

## **6. Impact on the character and appearance of the Bloomsbury Conservation Area and the setting of nearby listed buildings**

6.1. The application site is located within the Bloomsbury Conservation Area, wherein the Council has a statutory duty to pay special attention to the desirability of preserving or enhancing the character or appearance of that area, in accordance with Section 72 of The Planning (Listed Buildings and Conservation Areas Act) 1990.

6.2. Nearby Grade II listed buildings include 17 Duke's Road and The Lodge and attached railings on Flaxman Terrace. The Council has a statutory duty, under Section 66 of The Planning (Listed Buildings and Conservation Areas) Act 1990, to have special regard to the desirability of preserving a listed building(s) or its setting or any features of special architectural or historic interest which it possesses.

6.3. The application building is considered to be architecturally interesting by virtue of its horizontal emphasis, the Crittall windows, the bricks and render and its overall design. The building provides a typical example of 1950's architecture and it is considered that it fits in well with the "back street" character of this part of the Bloomsbury Conservation Area. The modest character and appearance of the host building also gives the building a subservience when viewed against the backdrop of grander buildings in the local area, such as the above-mentioned listed buildings. The roof of the older part of the building (the 1900's warehouse building at the rear of the site) is visible in long-range views of the building as the roof extends above the roof of the 1950's element; however, it is not possible to really discern what type of building lies at the rear of the site in most views of the application site.

6.4. The Bloomsbury Conservation Area Appraisal and Management Strategy (BCAAMS) notes that extensions and alterations to existing buildings within the conservation area can have a detrimental impact- for example, through the inappropriate design of extensions; the use of inappropriate materials or detailing; inappropriate roof level extensions, particularly where these interrupt the consistency of the prevailing scale and character of a block or are overly prominent in the street; or extensions of excessive scale, massing or height. The BCAAMS requires that development proposals must preserve or enhance the character and appearance of the Bloomsbury Conservation Area.

6.5. The proposal to extend the building upwards is considered to be acceptable in principle;



however, it is important to get the design right, so that the extension complements the existing building, and unifies the whole building, but at the same time allows the historical development of the building to be understood (i.e. the difference between the old and the new). It is recognised that extending the 1950's part of the building upwards would block views of the 1900's warehouse building at the rear, but this is considered to be acceptable on the basis that this part of the building is already relatively highly screened from public view and it has not previously been identified as making a positive contribution to the character and appearance of the Bloomsbury Conservation Area.

- 6.6. The existing building has a very defined 'top' (the overhang above the brickwork) and to a certain extent it already appears complete in design terms. Whilst the plans have been revised during the course of the application in order to try and address concerns raised by the Council's conservation and design officers, it is still not considered that the proposed extension would relate well to the existing building.
- 6.7. Although the existing overhang on the building would be retained (thereby indicating the top of the 'old' part of the building), it is not considered that the proposed extension would sit comfortably above. Instead, the extension would appear as an incongruous addition to the host building, and would give the building a top-heavy appearance.
- 6.8. From the visualisations provided, it appears that the proposed extension would dominate the host building and the increased height would detract from the horizontal emphasis of the building, which is considered to be important to its overall character and appearance.
- 6.9. The resultant building would have greater visual presence in the street, which is not in keeping with the aforementioned "back street" character of this particular street and this part of the conservation area. Contrary to the BCAAMS guidance, it is considered that the proposed extension would result in the host building being overly prominent in the street scene and the proposal would interrupt the consistency of the prevailing scale and character of the street, to the detriment of the character and appearance of the Bloomsbury Conservation Area.
- 6.10. The increased visual presence of the host building would also adversely alter the existing relationship between the application building and nearby listed buildings, insofar as the resultant building would no longer appear as subservient in scale, character and appearance as it currently does. Thus it would not preserve the setting of nearby listed buildings to their detriment.
- 6.11. Materials and detailing are also important considerations in a conservation area setting, and it is important that they are of a high quality and complement the character and appearance of the wider area. The use of buff brick is preferable to the original proposal to use large amounts of glazing at the top of the building, and the fact the windows would now relate to the windows on the lower floors is welcomed; however, the overall detailed design of the extension is not considered to be of sufficiently high quality. The existing building features a mixture of different facing materials (brickwork, render, glass block banding), and it has a coherent overall design. As already noted, it is not considered that the proposed extension above the existing building would relate well to the existing building and it is considered that the resultant building would lack the same coherence that it currently exhibits. This would be to the detriment of the character and appearance of the host building, the street scene along Flaxman Terrace and also the wider conservation area.
- 6.12. To conclude, the proposed roof extension, by virtue of its siting, size, detailed design and appearance, would cause harm to the character and appearance of the host building, the street scene along Flaxman Terrace and the Bloomsbury Conservation Area, as well as the

setting of nearby listed buildings (17 Duke's Road and The Lodge on Flaxman Terrace). The proposal is therefore contrary to Policies CS14, DP24 and DP25 and the application is recommended for refusal on this basis.

## **7. The impact on the amenities of the occupiers of neighbouring properties**

- 7.1. Policy DP26 notes that the Council will protect the quality of life of occupiers and neighbours by only granting permission for development that does not cause harm to amenity. The factors to consider include: overlooking; outlook; sunlight, daylight and artificial light levels; noise and vibration levels; odour, fumes and dust; microclimate; and the inclusion of appropriate attenuation measures.
- 7.2. The plans have been revised during the course of the application to omit the proposed extension to the rear part of the host building, which reduces the impact on neighbouring properties in Grafton Mansions (directly to the west) in terms of overlooking, outlook, sunlight and daylight. Whilst the proposed extension might be visible from these properties, it would now be viewed at an angle; the part of the host building closest to these properties would remain unaltered. It is not considered that the proposed extension would cause undue harm to the outlook or sunlight/daylight levels at these properties. Furthermore, there would be no windows facing these properties, and therefore overlooking would not pose a problem either.
- 7.3. The proposed extension would be visible from 22 Dukes Road, the adjacent property to the south-west. In particular, it would be visible from the windows on the eastern elevation of this building, which face towards Flaxman Terrace. Nevertheless, this building is an office building and any loss of outlook from the windows on the eastern elevation is considered to be acceptable. This is because these windows would not lose their pleasant, long-range outlook onto Flaxman Terrace; they would only lose some outlook in a specific direction towards the sky. Furthermore, it is not considered that this building would suffer undue loss of light because the host building is located towards the north-east. There would be no windows facing this property, and therefore overlooking would not pose a problem either.
- 7.4. A Daylight and Sunlight Report has been submitted with the application; however, because No. 22 is an office building, it has not been tested. Nevertheless, because the application building is located to the north-east of No. 22, loss of sunlight would not be an issue. With regards to daylight, No. 22 is an irregular shape, with 3 elevations facing outwards onto the street, and 1 towards the application building, with a gap of about 4 metres between the two. The internal layout of No. 22 is unknown; however, whilst there may be some loss of daylight to the rear-facing windows on the property (in particular the lower ones), this is unlikely to be significant. The building is fortunate in that the area to the south-east is open in character, which is likely to further reduce any loss of daylight that might be felt within the building as a result of the proposed works. Overall, the impact on this building is judged to be acceptable.
- 7.5. Concerns were also raised about additional comings and goings to the building as a result of the increased floor space; however, despite Flaxman Terrace itself being a relatively quiet street, it is located in Central London, where the Council considers it appropriate to focus further development of this kind. Overall, the impact of the increased floor space in terms of general activity at the application site is not considered to be so sufficient as to warrant a refusal of the application on this basis.
- 7.6. Concerns were also raised about the proposed bin store and the impact on properties to the rear. If the application was otherwise considered to be acceptable, it is considered that this issue could be satisfactorily overcome through the use of an appropriate planning condition.

7.7. Policy DP28 notes that the Council will seek to minimise the impact on local amenity from the demolition and construction phases of development. If the application was otherwise considered to be acceptable, the Council would look to secure the submission of a Construction Management Plan (CMP) through the legal agreement. The applicant has failed to enter into a section 106 legal agreement to secure this, and the application is recommended for refusal on this basis.

## **8. Transport considerations**

- 8.1. The application site has a Public Transport Accessibility Level (PTAL) of 6b (the highest rating), and is within a Controlled Parking Zone. Policy DP18 expects development, including non-residential development, to be car free in the Central London Area and the proposal complies in this respect.
- 8.2. The London Plan 2016 requires 1 long-stay cycling space per 90 square metres of floor space and 1 short-stay cycling space per 500 square metres of floor space, which equates to a requirement to provide 4 spaces (to serve the additional 226sqm of floor space). The proposal provides 20 cycle parking spaces to serve the whole building (1614sqm), which is welcomed.
- 8.3. All cycle parking facilities should be fully enclosed, secure and covered, which is not clear from the submitted information. Nevertheless, if the application was otherwise considered to be acceptable, a suitable planning condition could require full details of cycle parking to be submitted to and agreed in writing by the Council prior to the commencement of development.
- 8.4. Policy DP20 seeks to minimise the impact of the movement of goods and materials by road. Given the constraints of the application site and the nature of the proposed works, if the application was otherwise considered to be acceptable, the Council would look to secure the submission of a Construction Management Plan (CMP) through the legal agreement. The applicant has failed to enter into a section 106 legal agreement to secure this, and the application is therefore recommended for refusal on this basis.

## **9. Sustainability considerations**

- 9.1. Policy CS13 notes that the Council will require all development to take measures to minimise the effects of, and adapt to, climate change and the policy encourages all development to meet the highest feasible environmental standards that are financially viable during construction and occupation. Policy DP22 requires development to incorporate sustainable design and construction measures and it requires the incorporation of green or brown roofs, wherever suitable.
- 9.2. The applicant has provided an Energy & Sustainability Statement as part of the application; however, it does not adequately demonstrate compliance with Policies CS13 and DP22. Furthermore, the proposal does not include a green or brown roof and no justification is provided for the lack of such features. The application is therefore recommended for refusal based on the lack of satisfactory evidence to demonstrate that the proposed development would take measures to minimise the effects of, and adapt to, climate change through sustainable design and construction measures.

## **10. Planning obligations and CIL**

- 10.1. The proposal would be liable for the Mayor of London and Camden Community Infrastructure Levy (CIL) as the floor space exceeds 100sqm. The Mayoral CIL rate in Camden is £50/sqm. The Camden CIL rate for office development in Zone A is £25/sqm. Based on the information provided (net additional gross internal floor space of 226sqm), the CIL payments

are likely to be £11,300 (£50 x 226) and £5650 (£25 x 226). This will be collected by Camden after the scheme is implemented and could be subject to surcharges for failure to assume liability, submit a commencement notice and late payment, and subject to indexation in line with the construction costs index.

**Recommendation:** Refuse planning permission.