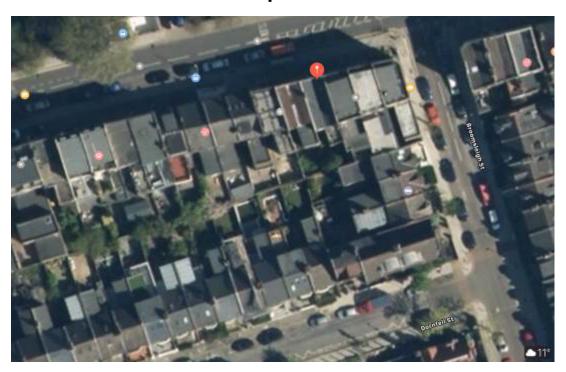
86 Mill Lane, NW6 1NL - 2016/6359/P



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Site photos



1. Aerial view



2. Front elevation



3 View to the east along Mill Lane





3. Rear elevation



4. Rear of the neighbouring building at No. 84 Mill Lane



5. West side view of the rear of the terrace row



6. View towards the side/rear of No. 88 Mill Lane



7. View from the rear garden

Delegated Report (Members Briefing)			Analysis sheet		Expiry Date:	20/04/2017
			N/A		Consultation Expiry Date:	24/03/2017
Officer				Application N	umber(s)	
Nora-Andreea Constantinescu				2016/6359/P		
Application Address				Drawing Numbers		
Ground and Lower Ground Floors 86 Mill Lane London NW6 1NL				See draft decision notice		
PO 3/4	Area Tean	n Signature	C&UD	Authorised Of	fficer Signature	
Proposal(s)						
		•	•		m cafe/restauran storey rear exter	,
Recommendation(s): Grant conditional permission subject to section 106 legal agreement						al agreement

Full Planning Permission

Application Type:

Conditions or Reasons for Refusal:	Refer to Draft Decision Notice					
Informatives:						
Consultations						
Summary of consultation:	Three site notices were displayed near to the site on the 03/03/2017 (consultation expiry 24/03/2017)					
Adjoining Occupiers:	No. of responses	2	No. of objections	2		
Summary of consultation responses:	 The neighbouring residents at nos. 69 Fordwych Road and Lawn Mansions on Gondar Gardens have raised concerns in relation to the proposed development on the following grounds: The commercial premises on Mill Lane should be retained for business to benefit the local resident. Object to loss of A1/A3 units between Kilburn Station, Cricklewood and West End Lane – loss of vibrancy of the local area. Officer response: The proposal includes a partial retention of the commercial use. Please see paras 4.1 to 4.6 The application site is part of the commercial frontage on Mill Lane. The retail survey undertaken by the Council does not identify significant loss in Mill Lane area. Please see paras 4.5. The commercial units at Kilburn Station, Cricklewood and West End Lane are not part of this planning application and they are also partially outside Camden Council boundary. 					
Fortune Green & West Hampstead Neighbourhood Development Forum	 Raised concerns in relation to the proposed development on the following grounds: No objection to the conversion of the lower ground floor but objection to the large conversion of the ground floor In breach of Neighbourhood Plan Policy 14 – which protects ground floor employment uses in Mill Lane Neighbourhood Centre The remaining commercial space of 22sqm is too small and unlikely to be viable Require all the ground floor maintained in employment use. Officer response: The proposal does include part conversion of the ground floor commercial unit, however part of it would be retained, which is considered in line with Policy 14 on balance. Please see para 4.4. It is considered that the retained space would be sufficient for the provision of a new occupier in the near future. 					

Site Description

The application site is located on the southern side of Mill Lane, in close proximity to the junction with Broomsleigh Street. The site is part of a secondary shopping parade with a variety of uses at street level, where many of which have retained the traditional shopfront frontage.

The application building as well as the group it is part of, are 3 storeys properties, with traditional butterfly roofs, which have been extended with mansard roof extensions. The buildings are set back from the pavement to allow a generous footway.

The lower ground and ground floor levels of the property are currently vacant and have been since May 2016. Previously they were occupied by a cake shop and café/deli in Class A3 use.

Relevant History

Application site:

2004/5523/P - Change of use of basement and ground floors from coffee shop (Class A1) to restaurant (Class A3), and the installation of an extract duct to the rear elevation. - **Granted 27/06/2005**

2012/6813/P - Erection of mansard roof extension in connection with existing residential flat (Class C3). – **Granted – 19/02/2013**

2013/3820/P – Erection of rear extension at second floor level and mansard roof extension together with terrace to residential flat (Class C3). – **Refused – 21/08/2013**

2016/6358/P - Mansard roof extension with balcony to the rear, to residential Flat B (Class C3). – **Granted – 07/08/2017**

Neighbouring area:

2016/2932/P - 67 Mill Lane - Change of use of existing ground floor retail storage space (use Class A1) to studio flat (use Class C3) and erection of single storey side/rear extension. **– Resolve to** grant taken, final decision pending signing of s106 legal agreement.

Relevant policies

National Planning Policy Framework, 2012

The London Plan 2016

London Borough of Camden Local Plan 2017

- A1 (Managing the impact of development)
- D1 (Design)
- D2 (Heritage)
- H1 (Maximising housing supply)
- H6 (Housing choice and mix)
- H7 (Large and small homes)
- E1 (Economic development)

DM1 (Delivery and monitoring)

T1 (Prioritising walking, cycling and public transport)

T2 (Parking and car-free development)

Camden Supplementary Planning Guidance

CGP1 (Design) (2015)

CPG5 (Town Centres, Retail and Employment) 2013

CPG6 (Amenity) (2011)

Fortune Green & West Hampstead Neighbourhood Plan (September 2015)

Policy 14: Mill Lane Neighbourhood Centre

Assessment

1. Proposal

- 1.1 The applicant seeks planning permission for a partial change of use of the ground floor level from café/restaurant (Class A3) to residential (Class C3), extension of the lower ground and ground floor levels to the rear, to accommodate 1 bedroom 2 person flat.
- 1.2 The café area is currently of 91.66sqm. The proposed conversion would result in loss off 37.78sqm of A3 class use area. The retained A3 use area (53.88sqm) would expand on the ground floor and lower ground levels, accessed through an internal staircase.
- 1.3 The lower ground floor rear extension would infill and wrap around the existing three-storey outrigger and project further with a depth of 2.35m, and height of 2.7m and would expand along the full width of the building.
- 1.4 At the ground floor level the extension would infill the around the three-storey outrigger, and be set back from its rear wall by 0.45m.
- 1.5 The proposed residential unit would have an area of 56.52sgm for 1 bed 2 person flat.

2. Revisions

- 2.1 The original submission included the excavation of the front lightwell and extension at ground floor level beyond the outrigger rear wall, full conversion of the lower ground floor to accommodate a 2 bedroom flat, with the remaining shop area at the ground floor level of 22.32sqm.
- 2.2 The proposed lightwell was projecting under the footway which forms part of the Public Right of Way, established as the people had freedom of movement for more than 20 years. Under Highways Act section 31 the assessment would have considered the reduction in the footway to the detriment to pedestrian movement and comfort levels, which is contrary to policy T1. Furthermore, the lightwell would have required a full Basement Impact assessment due to its proposed depth and expansion.
- 2.3 Following negotiation with the applicant, it has been agreed that the lightwell element would be removed and the floor space of the commercial area should outweigh the proposed residential area.

3. Considerations

- 3.1 The main planning considerations are:
 - Land use
 - Design
 - Residential accommodation
 - Amenity
 - Transport and parking

4. Land use

- 4.1 The application site is located within one of Camden's Neighbourhood Centres (Mill Lane), located outside of the Central London Area. Neighbourhood Centres provide day-to-day needs of people living, working or staying nearby. These uses contribute positively to the character, function, vitality and viability of these centres. Local Plan policy TC2 states that the Council will seek to retain convenience shopping for local residents in Neighbourhood Centres and will ensure that development in them does not harm the function, character or success of that centre. CPG5 highlights that the Council would resist schemes that result in less than 50% of ground floor premises being in retail use or more than 3 consecutive premises being in non-retail use.
- 4.2 The existing lower ground and ground floor are currently vacant but were in use as a café/restaurant (Use Class A3) from 2006 until May 2016. The proposed scheme includes partial conversion of the lower ground floor and the ground floor levels and the retention of 53.88sqm of A3 use, to include a small kitchen and toilet at the lower ground floor. The proposed scheme would maintain a commercial ground floor unit and retain the unit's frontage onto Mill Lane. The conversion would involve a reduction in the internal area to the unit, however, the retained area is considered sufficient to allow for future viable use either as a café (as existing) or as a retail unit in the future. The proposed plans were reviewed by the Council's Economic Development officers who confirmed that, whilst the resulting unit would be smaller than existing, there is no reason to suggest that this would jeopardise future commercial viability. In fact, commercial units vary considerably in size across the centre; forming part of its defining character. The applicant has provided a survey which indicates the overall floor areas of the commercial premises on Mill Lane and around the area, which indicates that the majority of the units feature from a floor area below 50sqm.
- 4.3 The proposed works would not result in any loss of A1 retail space within the Neighbourhood Centre and the Council's policy framework contains no minimum thresholds or protections for A3 uses. Either way, a café use would be retained on site and the works are considered to maintain the current function and character of this section of the Neighbourhood Centre, in line with policy TC2 and CPG5.
- 4.4 Policy 14 of Mill Lane Neighbourhood Centre states that development to include change of use shall preserve or enhance the character of the Neighbourhood Centre and promote diverse range of shops, businesses and economic activity. It states that this shall be achieved by support of proposals to improve and restore the original character of shop-fronts, including windows, signs and external fittings; resisting proposals to convert ground floor retail/business space into residential use; and that the Council should seek contributions to public realm improvements. The proposed scheme would retain the original features of the shopfront and both the existing use and existing unit (albeit reduced in size). Although the policy states that conversion of ground floor 'business space' should be protected from conversions, in this

instance the slight reduction proposed to the unit is still considered to maintain a viable business premise on the site. As such the development would preserve the character of the Neighbourhood Centre and promote a diverse range of shops, businesses and economic activity as required by policy 14. The proposal does not include alterations to front of the property and therefore the requirement for public realm improvements do not seem to be justifiable in this instance.

- 4.5 Camden's annual survey for the Mill Lane NC from between 2013 and 2016 shows a decrease from 31 retail units (Class A1) to 30, for financial services (Class A2) an increase from 8 to 9 units, and in terms of restaurants (Class A3) an increase from 4 to 5 units. Overall it is considered that Mill Lane has not suffered substantial decrease in commercial units, but a rather constant level of occupancy since 2013. Considering that the proposed scheme would involve the retention of the commercial unit at the ground floor level and basement levels, it is considered that his would support the vibrancy and activity of the frontage on Mill Lane..
- 4.6 The resulting conversion would result in the café being in close proximity to the proposed residential unit. In order to ensure that the two adjacent uses remain compatible, conditions are recommended to limit the business's opening hours as well as for the submission of noise insulation between the existing (retained) commercial use and the adjacent residential unit. It should be noted that the unit does not currently feature a kitchen extract and no extract system is proposed under this application (this was not required for the former café use). Should any future business tenant wish to install a kitchen extract or any other form of plant equipment, full planning permission would be required. In line of the above it is considered that the resulting adjacent uses would be compatible subject to the conditions imposed.

5. Design

- 5.1 The Council's design policies are aimed at achieving the highest standard of design in all developments. The following considerations contained within policy D1 are relevant to the application: development should consider the character, setting, context and the form and scale of neighbouring buildings, and the quality of materials to be used.
- 5.2 The rear of the terrace row the property is part of is characterised by staggered elevations due to the original two-three storey outriggers and subsequent extensions at lower ground and ground floor levels. There is a clear mix of rear additions along this row, however the separation between the later ones and original building are still retained predominantly at upper levels, with set backs and subservient extensions.
- 5.3 The neighbouring property at No. 88 has been extended with a three storey extension from the rear of its outrigger along the boundary with the application site. This is set down towards the rear to two storeys, up to the rear boundary and small courtyard facing the application's site rear garden.
- 5.4 The neighbouring property at No. 84 has not been extended beyond the rear wall of the outrigger; however, the gap in between the outrigger and the adjacent property at No. 82 has been infilled historically at lower ground and ground floor levels and flushed with the outrigger rear wall.
- 5.5 As such, at lower ground floor level, the proposal would infill the gap between the existing outrigger and the neighbouring property at No. 84 Mill Lane and project modestly to the rear beyond the neighbour's rear wall. In relation to the building at No. 88 the proposed extension would still be set back by 0.9m from the building's three storey extension. The proposed extension would project along the full width of the rear elevation at this level. There are number of properties that have been extended full width at this low level so this can be acknowledged as being within the character of this row. Furthermore, within the hierarchy of spaces the loss of

the outrigger corner at this level it is not considered to cause significant harm to the appearance of the host building. The proposed extension would accommodate a living and dining room and open to the rear with aluminium framed sliding folding doors.

- 5.6 The proposed extension at the ground floor level would infill the gap between the outrigger and the adjacent property at No. 84, and project slightly beyond the neighbour's rear wall (0.72m). The extension would be set back from the building's outrigger rear wall, which is considered to respect and preserve the original design and proportions of the building. The extension would accommodate a bedroom and open to the rear with a traditional timber sash window to match existing.
- 5.7 The existing rear garden measures 28sqm and the proposal would result in a remaining area of 15.94sqm, with a remaining percentage of 56%. The application site is located within a dense town centre area, and therefore the remaining garden space is considered to be sufficient to provide amenity for the proposed residential unit.
- 5.8 Both extensions would be built in London stock bricks with parapet detailing of over-sailing brick course finished with a brick on edge to the extended party walls. Overall, the proposed extensions due to their design, modest bulk, scale and rear projection, would have a subordinate appearance in relation to the host building and would not cause harm to its character and appearance. The extensions proposed would similarly not result in harm to the character of the wider terrace or any streetscene.
- 5.9 The retention of the existing shopfront is supported by the officers, as this would retain the commercial character of the property and would contribute to preserving the streetscene and wider views.

6. Residential accommodation

- 6.1 Policy 3.5 of the London Plan promotes high quality design of housing development that takes into account its physical context, local character, density, tenure and land use mix and its relationship with and provision for public, communal and open space taking into account the needs of children and older people.
- 6.2 In principle, the proposal to provide additional housing remains in accordance with policy H1 of Camden Local Plan 2017 by encouraging new residential units.. The Dwelling Size Priority Table accompanying policy H7 identifies 1 bedroom market units as being of lower priority. Due to the existing site constraints, the requirement for the retention of an adequately sized commercial unit and the modestly scaled proposed extensions; the proposed 1 bedroom flat would be considered acceptable in this instance in principle.
- 6.3 New residential units should provide a high standard of living accommodation for the prospective occupiers whilst maintaining the amenities of the neighbouring residential properties. In line with the National Housing Space Standards 1 bed 2 person flats on 2 levels should have a minimum gross internal floor area of 58sqm. The proposed unit would be 1 bedroom 2 person and would have a total of 56.52sqm. It is acknowledged that the proposed unit would be slightly below the National standards (by 1.5sqm), however, considering the otherwise suitable standard of accommodation as well as the provision of a private outdoor amenity area (not usually expected for 1bedroom units), this slight deficit in internal area is acceptable. Due to the commercial character along Mill Lane, existing site constraints and preference for the retention of an adequately sized commercial unit within the NC, the applicant was advised that the viability of the commercial floor space would outweigh the short deficit in area for the residential unit and so revisions to form a larger unit were not requested.
- 6.4 The flat would include at the lower ground floor a living/dining room to include the kitchen with

an area of 33.51sqm, which opens into the rear garden with wide glazing doors. In addition, it would have a bathroom and a study room as a non-habitable space to make use of the existing lower ground level. At the ground floor level the flat includes a bedroom with an area of 12.66sqm which exceeds the minimum of 11.5sqm with en-suite and cycle store space, and served by two large windows to the rear. All habitable rooms would feature acceptable outlooks (either unrestricted rear GF views, or views onto the private garden at LGF level).

6.5 It is acknowledged that the unit would not have dual aspect, however due the building's sitting with a south-facing rear elevation, the proposed extended glazed the lower ground rear wall and additional window at the ground floor level to the rear, would allow a good level of sunlight, daylight and outlook for the future occupiers. It is therefore considered that the proposed unit would provide an adequate level of accommodation for future occupiers, in line with policies H1, H6 and H7.

7. Amenity

- 7.1 Policy A1 seeks to protect the amenity of Camden's residents by ensuring the impact of development is fully considered. CPG6 seeks developments to be designed to protect the privacy of both new and existing dwellings to a reasonable degree and highlights as good practice that a distance of 18m from the view point to the windows of a habitable rooms would be sufficient to overcome harmful overlooking. Furthermore, CPG1 stresses that that development in the rear garden should not detract from the open character and garden amenity of the neighbouring gardens and the wider surrounding area.
- 7.2 In line with the above description of the setting of the application building and its neighbours, the proposed extensions would be set back from the existing three storey extension at No. 88, and subsequently the small courtyard formed at this property. There are no planning records to support the extension at No. 88. It is acknowledged the close proximity of the proposed extension's windows and the windows which serve No. 88 at the lower ground floor level, however there will be no direct views and the oblique angle would restrict overlooking. It is therefore considered that no harmful overlooking would be caused by the proposed extensions.
- 7.3 Due to the proposed extension's sitting, design, bulk and scale, it is not considered that significant harm in terms of loss outlook, daylight and sunlight would be caused to the occupiers of no. 88.
- 7.4 The neighbouring property at No. 84 has a glazed door at the lower ground floor level, set in from the boundary with the application site by approximately 1.5m, followed by two small windows towards no. 82. In line with the door below the window at the first floor level is set in by 1.5m. The proposed lower ground floor element would modestly project beyond the rear wall of no. 84, with a height of 2.6m. At the first floor level the extension would project by 0.72m beyond the neighbour's rear wall.
- 7.5 Due to the proposals sitting, design, small bulk and scale, cumulatively, they are not considered to cause significant harm in terms of loss of light of daylight/sunlight, outlook or overlooking.

8. Transport and parking

- 8.1 As the proposal would result in an increase in the number of residential units, the London Plan requirements would require 1 space for 1 bedroom unit. The proposal includes the provision of a cycle store inside the building close to the entrance. The propose cycle store would be secured and lockable which is considered acceptable in line with London Plan requirements, CPG7, policy T1.
- 8.2 As required by policy T2, the proposed development would be 'car-free' to ensure that no

additional parking congestion occurs in the area. This would be secured by way of a s106 legal agreement.
8.3 Due to the small scale development proposed it is not considered that a Construction Management Plan would be required in this instance.
9. Recommendation
8.1 Grant conditional permission subject to s106 legal agreement

The decision to refer an application to Planning Committee lies with the Director of Regeneration and Planning. Following the Members Briefing panel on Monday 11th December 2017, nominated members will advise whether they consider this application should be reported to the Planning Committee. For further information, please go to www.camden.gov.uk and search for 'Members Briefing'.



Regeneration and Planning Development Management

London Borough of Camden Town Hall Judd Street London WC1H 9JE

Tel 020 7974 4444

planning@camden.gov.uk www.camden.gov.uk/planning

The Design Works 32 Grange Road Plympton Plymouth PL7 2HY

Application Ref: 2016/6359/P

06 December 2017

Dear Sir/Madam

FOR INFORMATION ONLY - THIS IS NOT A FORMAL DECISION

Town and Country Planning Act 1990 (as amended)

DECISION SUBJECT TO A SECTION 106 LEGAL AGREEMENT

Address:

Ground and Lower Ground Floors 86 Mill Lane London NW6 1NL

Proposal:

Partial change of use of the lower ground and ground floor levels from cafe/restaurant (Class A3) to residential (Class C3) to create a 1 x 1 bedroom flat, including a two storey rear extension.

Drawing Nos: 161028/01 Rev. D; 161028/03 Rev. 1; 161028/06; 161028/08 Rev A; 161028/09 Rev. D; 161028/10 Rev. E; 161028/11 Rev. F; Applicant letter in response of objections dated 13/11/217.

The Council has considered your application and decided to grant permission subject to the conditions and informatives (if applicable) listed below **AND** subject to the successful conclusion of a Section 106 Legal Agreement.

The matter has been referred to the Council's Legal Department and you will be contacted shortly. If you wish to discuss the matter please contact **Aidan Brookes** in the Legal Department on **020 7 974 1947**.

Once the Legal Agreement has been concluded, the formal decision letter will be sent to you.

Condition(s) and Reason(s):

1 The development hereby permitted must be begun not later than the end of three years from the date of this permission.

Reason: In order to comply with the provisions of Section 91 of the Town and Country Planning Act 1990 (as amended).

All new external work shall be carried out in materials that resemble, as closely as possible, in colour and texture those of the existing building, unless otherwise specified in the approved application.

Reason: To safeguard the appearance of the premises and the character of the immediate area in accordance with the requirements of policy D1 [and D2 if in CA] of the London Borough of Camden Local Plan 2017.

The development hereby permitted shall be carried out in accordance with the following approved plans:

161028/01 Rev. D; 161028/03 Rev. 1; 161028/06; 161028/08 Rev A; 161028/09 Rev. D; 161028/10 Rev. E; 161028/11 Rev. F; Applicant letter in response of objections dated 13/11/217.

Reason: For the avoidance of doubt and in the interest of proper planning.

The proposed cycle storage shall be provided in its entirety prior to the first occupation of the unit, and permanently retained thereafter.

Reason: To ensure the development provides adequate cycle parking facilities in accordance with the requirements of policy T1 of the London Borough of Camden Local Plan 2017.

Prior to commencement of the development, details shall be submitted to and approved in writing by the Council, of the sound insulation of the floor/ ceiling/ walls separating the commercial part(s) of the premises from noise sensitive premises in residential use. Details shall demonstrate that the sound insulation value DnT,w and L'nT,w is enhanced by at least 10dB above the Building Regulations value and, where necessary, additional mitigation measures are implemented to contain commercial noise within the commercial premises and to achieve the criteria of BS8233:2014 within the dwellings/ noise sensitive premises.

The details as approved shall be implemented prior to occupation of the development and thereafter be permanently retained.

Reason: To safeguard the amenities of the adjoining premises and the area generally in accordance with the requirements of policies G1, D1, A1 and A4 of the London Borough of Camden Local Plan 2017.

- Notwithstanding the approved plans, the commercial unit shall not be used for purposes described under the provisions of Class A4 (drinking establishment) of the Schedule of the Town and Country Planning (Use Classes) Order, 1987, or any provision equivalent to that Class in any statutory instrument revoking and re-enacting that Order.
 - Reason: To ensure that the future occupation of the building does not adversely affect the adjoining premises/immediate area by reason of noise and disturbance in accordance with policies G1, D1, A1 and A4 of the London Borough of Camden Local Plan 2017.
- The use hereby permitted shall not be carried out outside the following times: 07:00am to 22:30pm Monday to Friday, 07:00am to 23:30pm Saturdays and 08:00am to 17:00pm on Sundays and bank holidays.
 - Reason: To safeguard the amenities of the adjoining premises and the area generally in accordance with the requirements of policies G1, A1, A4 and TC2 of the London Borough of Camden Local Plan 2017.
- The new residential unit hereby approved shall achieve a maximum internal water use of 110litres/person/day. The dwelling shall not be occupied until the Building Regulation optional requirement has been complied with.
 - Reason: To ensure the development contributes to minimising the need for further water infrastructure in an area of water stress in accordance with Policies CC1, CC2, CC3 of the London Borough of Camden Local Plan 2017.

Informative(s):

- Your proposals may be subject to control under the Building Regulations and/or the London Buildings Acts that cover aspects including fire and emergency escape, access and facilities for people with disabilities and sound insulation between dwellings. You are advised to consult the Council's Building Control Service, Camden Town Hall, Judd St, Kings Cross, London NW1 2QS (tel: 020-7974 6941).
- Noise from demolition and construction works is subject to control under the Control of Pollution Act 1974. You must carry out any building works that can be heard at the boundary of the site only between 08.00 and 18.00 hours Monday to Friday and 08.00 to 13.00 on Saturday and not at all on Sundays and Public Holidays. You are advised to consult the Council's Noise and Licensing Enforcement Team, Camden Town Hall, Judd St, Kings Cross, London NW1 2QS (Tel. No. 020 7974 4444 or search for 'environmental health' on the Camden website or seek prior approval under Section 61 of the Act if you anticipate any difficulty in carrying out construction other than within the hours stated above.
- Your attention is drawn to the fact that there is a separate legal agreement with the Council which relates to the development for which this permission is granted. Information/drawings relating to the discharge of matters covered by the Heads of Terms of the legal agreement should be marked for the attention of the Planning Obligations Officer, Sites Team, Camden Town Hall, Argyle Street, WC1H 8EQ.

- 4 You are reminded that this decision only grants permission for permanent residential accommodation (Class C3). Any alternative use of the residential units for temporary accommodation, i.e. for periods of less than 90 days for tourist or short term lets etc, would constitute a material change of use and would require a further grant of planning permission.
- Any subsequent plant equipment in relation to the commercial unit would require approval in writing by the Local Planning Authority.

Reason: To ensure that the amenity of occupiers of the development site/surrounding premises is not adversely affected by noise from mechanical installations/ equipment, in line with the requirements of policy A1 and A4 of London Borough of Camden Local Plan 2017.

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.

Yours faithfully

Supporting Communities Directorate

DEGISION