

# 338 KILBURN HIGH ROAD & 2A IVERSON ROAD LONDON, NW6 2QN

DOUBLE MANSARD ROOF EXTENSION TO CREATE 3 SELF-CONTAINED FLATS

Prepared By

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## Client

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**Melview Ltd**

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## 1.0 INTRODUCTION

1.1 This statement accompanies an application to the London Borough of Camden (“the Council” hereafter) for a double mansard roof extension to create 3 flats (1 x 2B3P and 2 x 1B2P) at 338 Kilburn High Road and 2A Iverson Road, London, NW6 2QN.

1.2 This application follows a previous application for a part 1/part 2 storey contemporary roof extension that was refused in February 2017 (planning application ref: 2016/6270/P). The principal reason for refusal was made on the following grounds:

*“The proposed two-storey roof extension by reason of its height, bulk, detailed design would be detrimental to the character and appearance of the building and the terrace, contrary to policies CS14 (Promoting high quality places and conserving our heritage) of the London Borough of Camden Local Development Framework Core Strategy and policy DP24 (Securing high quality design) of the London Borough of Camden Local Development Framework Development Policies.”*

1.3 An appeal was subsequently submitted to the Planning Inspectorate, which was dismissed in August 2017 (appeal ref: APP/X5210/W/17/3174423).

1.4 In their decision, the Inspectorate considered that the contemporary form and materiality of the proposed two-storey extension would not be characteristic of the host building and the surrounding area.

1.5 A new proposal is now submitted to the Council which takes account of the concerns raised by the Council and the Inspectorate under the previous application. This application proposes a more traditional double mansard extension that is more consistent with the predominant character of the area and the architectural style of the single-storey mansard extension that was approved at the site in September 2015 (planning application ref: 2015/3445/P).

1.6 This planning statement is structured as follows:

- Section 2 provides a brief description of the site and surrounding area.
- Section 3 offers a summary of planning history relevant to the site.
- Section 4 details the proposed development.
- Section 5 outlines the planning policy framework against which this application should be assessed.
- Section 6 assesses the proposed development in planning terms.
- Section 7 summarises and concludes this assessment.

## 2.0 DESCRIPTION OF THE APPLICATION SITE AND SURROUNDING AREA

### a. The Application Site

- 2.1 338 Kilburn High Road and 2A Iverson Road is a four-storey brick building from the 19<sup>th</sup> century. It is situated at the cross-junction of Kilburn High Road with Iverson Road and Cavendish Road.



SITE LOCATION PLAN

- 2.2 Ground floor level accommodates retail uses (Use Class A1); upper floors accommodate office floorspace (Use Class B1(a)). The building is distinctive by virtue of its prominent corner location and its bevelled corner feature forming the junction of Kilburn High Road and Iverson Road.



APPLICATION SITE VIEWED FROM JUNCTION

- 2.3 The predominant material is London stock brick with rows of sash windows either of aluminium or timber, defining clear lines of axis within its façade. The facade is further detailed with ornamental design elements such as gauged arches, string courses, dentil course and corncicing.
- 2.4 The ground floor shopfront lacks the same character as it has been altered significantly through the years by its various commercial tenants.
- 2.5 At roof level the building is distinct from its neighbours, comprising one of the only flat roofed structures in the area. The flat roof accommodates various antenna/plant equipment on the eastern side of the roof, which are visible from street level behind the building's decorative parapet and are considered to detract from the building's overall appearance.



ANTENNAE ON ROOF OF APPLICATION SITE

## b. The Surrounding Area

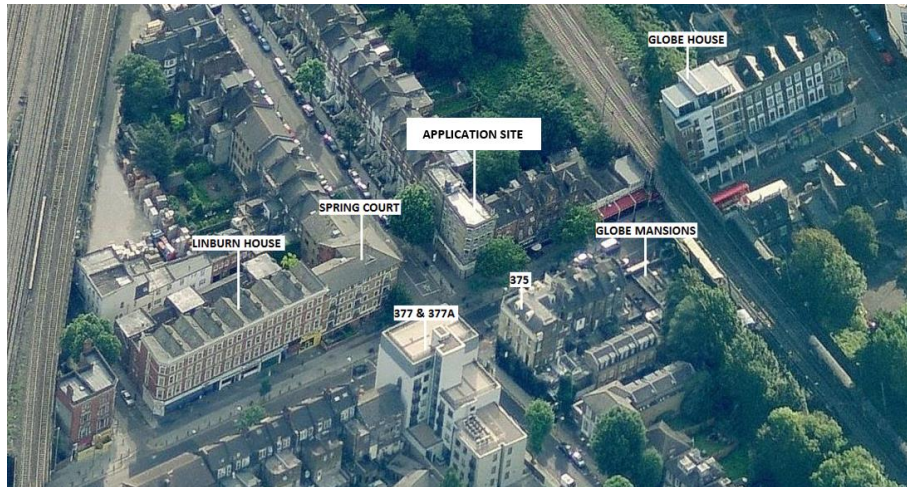
- 2.6 Kilburn High Road forms part of the A5, a busy, bustling, densely developed and populated arterial route stretching north as far as the M1 Motorway/Elstree, and south into central London/ Hyde Park and Oxford Street.
- 2.7 Situated between Brondesbury and Kilburn train stations, the site is well served by Overground, Underground and bus services and has a public transport accessibility level (PTAL) of 5, on a scale where 0 is the worst and 6 is the best.
- 2.8 The site forms part of a prominent junction in Kilburn, the immediate context accommodates a variety of building heights, bulk and design compositions of traditional and contemporary forms.



VARIETY IN SCALE, HEIGHT AND DESIGN OF NEIGHBOURING BUILDINGS  
 (LEFT: 375 KILBURN HIGH ROAD  
 UPPER RIGHT: 336-332 KILBURN HIGH ROAD  
 LOWER RIGHT: SPRING COURT)

- 2.9 The north-east corner of the junction accommodates Spring Court, a part 5/part 4 storey building in residential use. The property is faced in red brick at ground floor with yellow brick and 'stone' banding features over 4 upper floors with pitched tiled roof over.

- 2.10 Further north is 340-354 Kilburn High Road (Linburn House), taller than Spring Court by approximately half a storey, these Victorian properties are characterised by a repetition of pediments above the first-floor windows.



AERIAL VIEW

- 2.11 At the south-west corner of the junction is 375 Kilburn High Road. Being on the western side of Kilburn High Road, the property falls within the administration of the London Borough of Brent. Notwithstanding this the site forms part of the established context.



375 KILBURN HIGH ROAD

- 2.12 The property comprises three principal storeys with an additional mansard roof extension. There is a public house at ground floor level with residential units on the upper floors.



377 &amp; 377A KILBURN HIGH ROAD

- 2.13 At the north-west corner of the junction. Nos. 377 & 377A Kilburn High Road comprises a significant building of an entirely contemporary vernacular.
- 2.14 The ground floor level is largely curtain glazed; first floor to fourth floor is faced in off-white render. The building is terminated at fifth floor level in a contrasting grey coloured standing seam cladding which references the form of a mansard roof extension.



### 3.0 RELEVANT PLANNING HISTORY

#### a. The Application Site

*2014/7304/P*

- 3.1 In 2014, prior approval was granted for the change of use of first, second and third floors from office (B1a) to self-contained flats (Class C3). This consent has not yet been implemented but it is the appellants' intention to implement in due course.

*2015/3445/P*

- 3.2 An application for a single-storey mansard extension to provide 1 x 2-bed and 1 x 1-bed flats was approved in September 2015.



**SUPERSEDED AND APPROVED FRONT ELEVATION**

- 3.3 The initial drawings had proposed a two-storey roof extension. The fourth floor was to continue the style and appearance of the host building, while the fifth floor was to consist of a mansard extension. Although the officer found that the presence of tall buildings was characteristic of the established character of the surrounding area, he found that the proposed design was a significant departure from this character.
- 3.4 Amended drawings proposing a single-storey mansard extension were submitted, and the application was subsequently approved.
- 3.5 The approved mansard extension covered the area of the existing roof area. This scheme has not been implemented.

*2016/6270/P*

- 3.6 An application for a contemporary part 1/part 2 storey roof extension was refused in February 2017.
- 3.7 The proposal was characterised by its angular slopes, zinc standing seam cladding and aluminium-framed windows.



EXISTING AND REFUSED FRONT ELEVATIONS

- 3.8 In the delegated report, officers found that the building formed a pair with 375 Kilburn High Road on the other side of the junction. The proposed contemporary extension was seen to be *“overscaled and out of proportion... and unsympathetic to the host building in point of design and materials... the angular, diagonal lines and small metal windows proposed are at odds with the traditional, regular, rectilinear forms and mannered sash windows of the host building”*.
- 3.9 The existing building was seen to relate well to adjoining properties, *“being only one storey taller than them yet forming an emphasis to strengthen the corner.”* It was not accepted that 377 & 377A Kilburn High Road provided an appropriate design precedent as it was *“designed of a piece, with only the top floor designed to read as a mansard”*.
- 3.10 In the decision notice, Reason for Refusal 1 was as follows:

*“The proposed two-storey roof extension by reason of its height, bulk, detailed design would be detrimental to the character and appearance of the building and the terrace, contrary to policies CS14 (Promoting high quality places and conserving our heritage) of the London Borough of Camden Local Development Framework Core Strategy and policy DP24 (Securing high quality design) of the London Borough of Camden Local Development Framework Development Policies.”*

- 3.11 The lack of a S106 legal agreement on various matters was also cited as the grounds for Reasons for Refusal 2-5.

*APP/X5210/W/17/3174423*

- 3.12 Following refusal, an appeal was submitted to the Planning Inspectorate.
- 3.13 In their decision, the Inspectorate agreed that the appeal site formed a pair with 375 Kilburn High Road. In this regard, *“the proposed addition would unacceptably alter and unbalance this positive relationship.”*
- 3.14 The Inspectorate also found that the proposed extension *“would fundamentally change the proportions, height, shape and visual integrity of the building. The upward extension would be a prominent and top-heavy addition. Together with the use of grey materials, the additional floors would appear in stark contrast to the handsome facades of the building.”*



- 3.25 Finally, at 357-363 Kilburn High Road, permission was granted in 2008 (London Borough of Brent, planning application ref: 07/3130) for erection of a 5-storey building comprising 2 ground floor retail units and 11 flats above.



APPROVED EAST ELEVATION/STREET CONTEXT PLAN

- 3.26 In approving the proposals, the Urban Design Officer states *“the proposal is contemporary in approach with a scale and massing apparently relatively balanced to its surroundings...the scale is generally acceptable.”*

**4.0 PROPOSED DEVELOPMENT**

- 4.1 This application seeks to develop a double mansard extension to create 3 self-contained flats.
- 4.2 Unlike the previous application which referenced a double mansard roof form albeit within a contemporary idiom, the new proposal consists of a traditional mansard extension.
- 4.3 The extension spans the full area of the existing roof at fourth-floor level; however, the proposed fifth-floor is set well back from the eastern façade so as to limit the perception of any additional bulk or mass when approaching from the east along Iverson Road.
- 4.4 The conservation-style rooflights align with those of the host building, with a traditional black imitation slate proposed for the mansard.



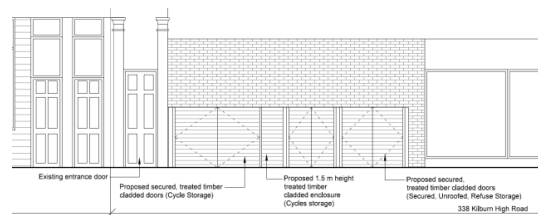
**EXISTING AND PROPOSED FRONT ELEVATION**

- 4.5 The proposed double mansard follows a traditional design in that the second slope has a shallower angle than the first. While the recently refused application proposed an extension that was flush with the façade on both north and west elevations, the proposed extension would slope away from the front façades; as such, the extension would appear much less prominent within the streetscene than the recently refused contemporary extension.



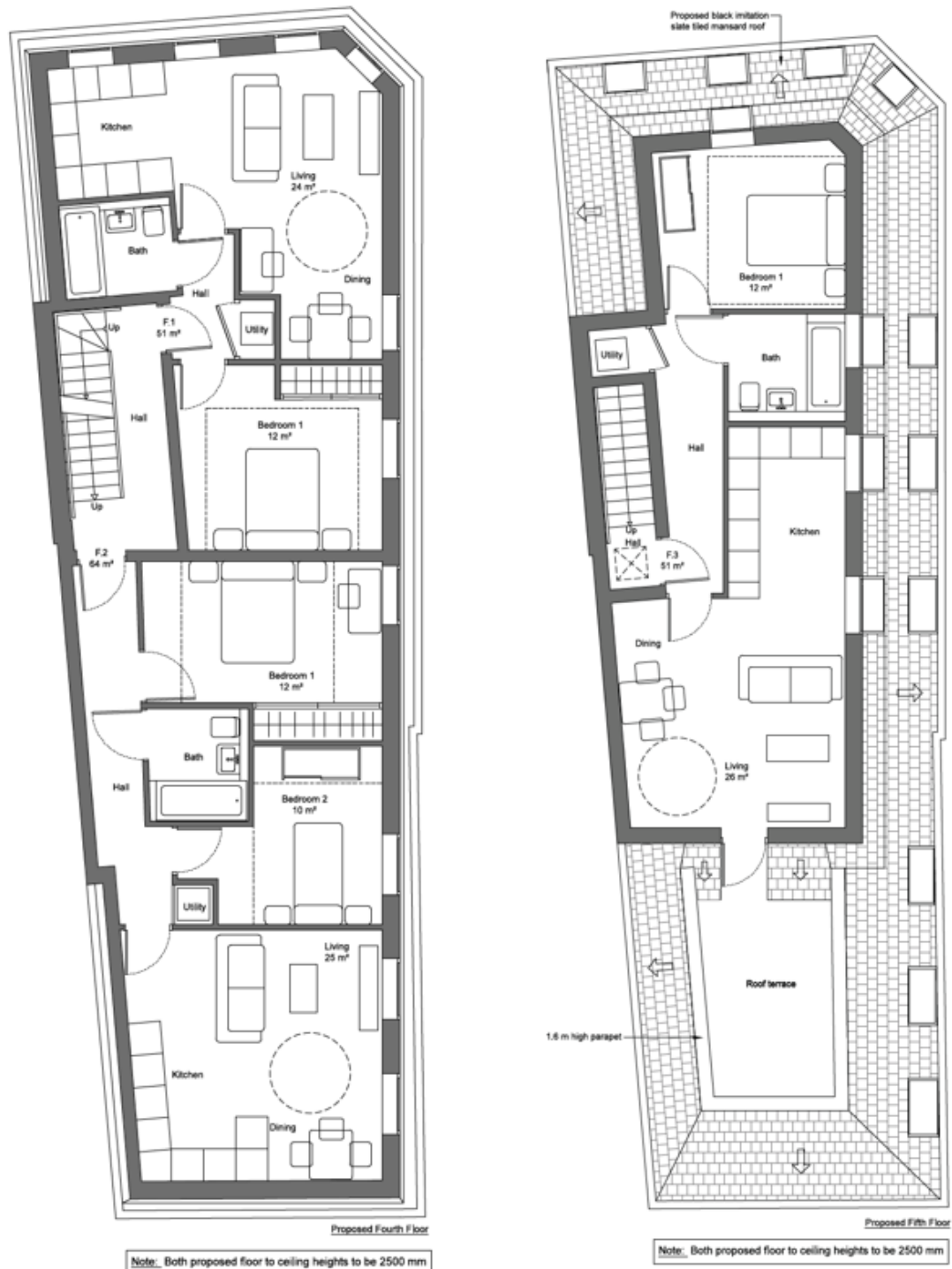
**REFUSED SIDE ELEVATION (2016/6270/P) AND PROPOSED SIDE ELEVATION**

- 4.6 Adequate cycle parking, waste and recycling storage are located at the front by the access door.



**PROPOSED CYCLE PARKING & WASTE/RECYCLING STORAGE**

- 4.7 The proposed fourth-floor layout is broadly identical to that which was approved with the 2015 mansard application, and includes a 2-bedroom flat as well as a 1-bedroom flat. Both units are self-contained and adhere to the national technical space standards.
- 4.8 The fifth-floor flat benefits from a roof terrace, which would be situated behind a parapet wall measuring 1.6m in height. This flat is also designed in accordance with the national technical space standards.



PROPOSED FOURTH AND FIFTH FLOOR LAYOUT PLANS

## 5.0 POLICY FRAMEWORK

5.1 The following documents comprise the Council's Development Plan Framework, and are relevant to this application:

### National

National Planning Policy Framework 2012

### London

The London Plan (with consolidated alterations) 2016

### London Borough of Camden

Local Plan 2017

### Supplementary Planning Documents

Camden Planning Guidance 1: Design 2015

Camden Planning Guidance 2: Housing 2015

Camden Planning Guidance 6: Amenity 2011

Camden Planning Guidance 7: Transport 2011

Camden Planning Guidance 8: Planning Obligations 2015

## 6.0 PLANNING ASSESSMENT

6.1 This section appraises the proposed development under the following criteria:

- a. Principle of Development
- b. Design
- c. Residential Amenity
- d. Highways
- e. Affordable Housing

### a. Principle of Development

6.2 Policy G1 (“Delivery and location of growth”) states that the Council will deliver “homes, jobs infrastructure and facilities” by “securing high quality development and promoting the most efficient use of land and buildings in Camden”. Kilburn High Road is explicitly identified as a “highly accessible location” where growth will be encouraged.

6.3 Policy G1 also refers to the London Plan, which currently requires that 16,800 additional homes are provided within Camden up to 2031. It is expected that the forthcoming draft of the new London Plan will almost double this requirement, clearly it is therefore important that sites are developed to their full potential. The supporting text to Policy G1 provides further justification for this stance:

*“We will promote the most efficient use of Camden’s land and buildings while also seeking to improve the quality of our environment... The Council wants to encourage high quality developments with high densities (i.e. the most homes or rooms that can appropriately be delivered in a given site area) to make the most efficient use of Camden’s land and buildings, particularly in the most accessible parts of the borough (generally, the growth areas, Central London and town centres of Camden Town, Finchley Road / Swiss Cottage, Kilburn High Road, and West Hampstead)... Good design can increase density while protecting and enhancing the character of an area.”*

6.4 Policy H1 (Maximising housing supply) further emphasises the need to optimise housing land, with the provision of self-contained flats regarded as “the priority land-use of the Local Plan”:

*“Self-contained homes have the greatest potential to provide for a variety of household types with a reasonable standard of privacy and amenity. They generally have the space and flexibility to provide for people whether they are young or old, single people (often sharing), couples or families, and disabled people or people who need a carer for certain activities or overnight.”*

6.5 Policy H6 (Housing choice and mix) states that the Council will create mixed, inclusive and sustainable communities “by seeking high-quality accessible homes and by seeking a variety of housing suitable for Camden’s existing and future households.”

6.6 Policy H7 (“Large and small homes”) states the Council’s aim of ensuring that a “range of homes of different sizes” will be available to meet existing housing needs. The following table is included within the policy’s supporting text:

**Table 1: Dwelling Size Priorities**

	1-bedroom (or studio)	2-bedroom	3-bedroom	4-bedroom (or more)
Social-affordable rented	lower	high	high	medium
Intermediate affordable	high	medium	lower	lower
Market	lower	high	high	lower

6.7 The proposed development would provide 1 x 1-bed and 2 x 2-bed self-contained flats within an identified growth area; while 1-bed market dwellings are less important, 2-bed flats are marked as high priority dwellings to be provided within the borough. In light of the above and taking into



consideration the broader aims of the Local Plan, it is seen that the proposed development supports the aims of Policy H7.

- 6.8 In respect of the above considerations, the proposed development would create an additional 3 flats within the site, thereby optimising the site's potential for residential density within the identified growth area of Kilburn High Road. It can therefore be accepted that the proposal accords with Policies G1, H1, H6 and H7 of the Local Plan. The principle of development is acceptable.

#### *b. Design*

- 6.9 Policy D1 (Design) states that the Council will “*seek to secure high quality design in development*”. The Council specifically requires that development should:

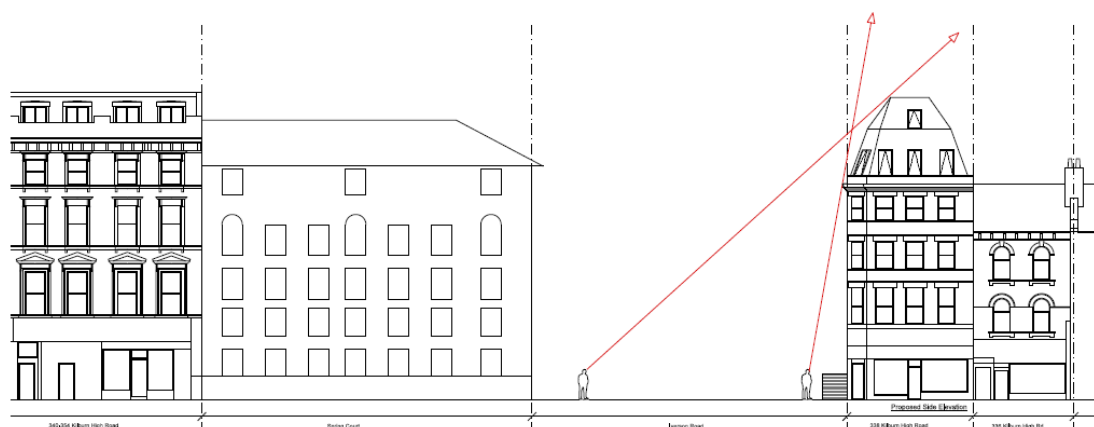
- respect local context and character
- preserve and enhance the historic environment and heritage assets
- utilise details and materials that complement local character
- preserve significant views
- provide outdoor amenity space
- and provide a high standard of accommodation

- 6.10 Unlike the previously refused part 1/part 2 storey contemporary roof extension proposed under 2016/6270/P, this revised proposal has been designed to complement the more traditional character and appearance of both the host building and the surrounding streetscene.

- 6.11 Although the host building is not statutorily or locally listed, it is evident from recent decisions that it is considered to be a positive contributor adjacent to a busy and significant junction. The new design therefore incorporates traditional materials in much the same style as the single-storey mansard application that was approved under 2015/3445/P.

- 6.12 However, unlike the initial drawings that were ultimately superseded during the process of that application, the proposed two-storey roof extension in this case retains the historic form and appearance of the host building; as such, the proposed double mansard extension would be clearly differentiated as a later addition.

- 6.13 Moreover, the proposal has been designed so as to not appear over-dominant within the setting of the surrounding area. As the double mansard would slope away from the north and west elevations, the perception of any additional bulk would be minimised; however, given the site's prominent location at the corner of a busy junction, it is considered that the host building could accommodate an increased height through an appropriately designed roof extension such as that which is proposed as part of this application. Marking the corner with a taller and more prominent building compared to its neighbours within the terrace is a common feature along this part of the high road. Within views where the double-mansard would be visible, it is considered that the style and materiality of the extension would appear acceptable within the context and character of neighbouring properties.



PROPOSED SIDE ELEVATION IN CONTEXT

- 6.14 It is also considered that the double-mansard extension would provide a more traditional juxtaposition to the contemporary design of 377 & 377A on the opposite side of the junction, where the standing seam cladding of the top floor alludes to a mansard-style extension.



FRONT ELEVATION IN CONTEXT

- 6.15 For the recently refused contemporary proposal, scale and bulk were cited as reasons for refusal. However, as detailed in the officer's report, it was in fact the combined effect of the additional scale and the contemporary design which were considered to be unacceptable:

*"Adding two storeys (to the building) would increase its size by almost 30% at the corner, greatly increasing the bulk and mass of the building. Even if this increase were acceptable, the increase in bulk and mass will not occur in the style of the host building, or in a sympathetic way. Instead, a pair substantial asymmetrical boxes of a very different design and alien materials would be placed on top of it, giving the appearance of a second building on top of the host."*

- 6.16 The report continues:

*"While it is true that the building across the junction (377 & 377A Kilburn High Road) is six storeys tall, it is designed of a piece, with only the top floor designed to read as a mansard, and cooperating with the storeys below in design, materials and scale."*

- 6.17 In the decision notice of the subsequent appeal, the Inspector stated that *"the scale of the extension and the contrast of the existing and proposed materials would give it an unacceptably dominant presence over the crossroads detracting from the building's distinctiveness."*

- 6.18 In consideration of these points, it is proposed that the scale and bulk of the previous scheme was unacceptable *in combination* with the contemporary design.

- 6.19 Through a more traditional design and materials, the proposed double mansard extension would be of an acceptable scale in proportion to the host building and the surrounding pattern of development. However, the altered design approach does also reduce the scale. The proposed design is therefore in accordance with Policy D1 of the Local Plan.

- 6.20 Paragraph 5.7 of the Camden Planning Guidance 1: Design states that roof extensions are acceptable where:

- there is an established form of roof addition or alteration to a terrace or group of similar buildings
- alterations would be architecturally sympathetic to the age and character of the building while retaining the overall integrity of the roof form
- there are a variety of roof forms in the area, so that further development of a similar form would not harm the established pattern of development.

6.21 There are several properties nearby which either have mansard roof extensions (Linburn House, 375 Kilburn High Road) or make reference to such a form (377 & 377A Kilburn High Road). As these properties provide an established pattern of similar development around this junction, the proposed double mansard extension would appear comparable in terms of design and scale, therefore complying with the guidance set out above.

6.22 In light of the above analysis, it is considered that the proposed design is compliant with Policy D1 and CPG 1: Design.

#### *c. Residential Amenity*

6.23 Policy A1 states that the Council will “seek to protect the quality of life of occupiers and neighbours” on various matters such as privacy, outlook, sunlight, daylight, overshadowing, etc.

6.24 Although ultimately refused, the previous application was found to be acceptable in terms of respecting the amenity of neighbouring properties. As it is considered that there is no material difference in this regard between 2016/6270/P and the current drawings, it is found that the proposed double mansard extension would accord with Policy A1.

6.25 Policy A2 (Open space) requires that developments should incorporate opportunities for providing private amenity space. Although a roof terrace is provided for the 1-bed flat at fifth floor level, it has not been possible to provide the other two flats with private amenity space due to the constraints of the site.

6.26 While 2016/6270/P was refused, officers had stated that the proposed flats provided an acceptable quality of residential accommodation.

6.27 Furthermore, paragraph 6.48 of the supporting text to Policy A2 reads as follows:

*“Private amenity space is also important in adding to residents’ quality of life... however, the densely built-up nature of the borough means that the provision of private amenity space can be challenging...”*

6.28 As there is no significant difference in the quality of the proposed accommodation, it is considered that the proposal is acceptable in relation to Policy A2.

6.29 In summary, the proposal is acceptable in terms of residential amenity in that it would provide a good quality of accommodation to future occupiers without adversely impacting upon the amenity of neighbouring properties.

#### *d. Highways*

6.30 As referenced in Policy G1, Kilburn High Road is a highly sustainable location for new development, with the application site benefiting of a PTAL rating of 5. As such, it is considered that the proposal is acceptable in relation to Policy T1 (Prioritising walking, cycling and public transport).

6.31 Policy T1(h) requires that secure cycle parking facilities are considered as part of any development. Such facilities have been included as part of the proposal, with one space provided for each of the three proposed flats.

6.32 As per Policy T2, the applicant would accept a condition that would require the signing of a S106 legal agreement to ensure that the development would be car-free. The applicant would also accept additional clauses to secure highway contributions, a Construction Management Plan and further contributions towards the monitoring of this Plan, addressing Reasons for Refusal 2-5 of the previous scheme.

6.33 Policy CC5 requires that developments should include facilities for waste and recycling collection. These facilities have been included in the proposed drawings.

*e. Affordable Housing*

6.34 Policy H4 (Maximising the supply for affordable housing) states that the Council will “expect a contribution to affordable housing from all developments that include housing and provide one or more additional homes”.

6.35 H4(d) states the following:  
*“a sliding scale target applies to developments that provide one or more additional homes and have capacity for fewer than 25 additional homes, starting at 2% for one home and increasing by 2% for each home added to capacity.*

6.36 H4(h) states the following: *“where developments have capacity for fewer than 10 additional dwellings, the Council will accept a payment-in-lieu of affordable housing.”*

6.37 The formula for determining the affordable housing contribution is contained within Camden Planning Guidance 8: Planning Obligations, and is as follows:

*6% (2% per each proposed dwelling, in accordance with Policy H4(d)) of Proposed Gross External Floor Area x £2,650 = Affordable Housing Contribution*

6.38 The combined Gross External Area of the proposed flats amounts to 200sqm. 6% of 200sqm = 12sqm. Therefore, 12sqm x £2,650 = **£31,800**.

6.39 Should planning permission be forthcoming, the applicant will enter in a uni/bi-lateral S106 legal agreement ensure that this affordable housing contribution would be paid to the Council.

## 7.0 SUMMARY AND CONCLUSIONS

- 7.1 This statement accompanies an application for a double mansard roof extension to create 3 flats (1 x 2B3P and 2 x 1B2P) at 338 Kilburn High Road and 2A Iverson Road, London, NW6 2QN.
- 7.2 This application follows a previous application for a part 1/part 2 contemporary roof extension that was refused in February 2017 (planning application ref: 2016/6270/P). A subsequent appeal was dismissed in August 2017 (appeal ref: APP/X5210/W/17/3174423).
- 7.3 This application responds to the concerns raised by the case officer and the Inspector by proposing a more traditional double mansard extension, in-keeping with the site's context and the architectural style and materials of the single-storey mansard extension that was approved at the site in September 2015 (planning application ref: 2015/3445/P).
- 7.4 The new proposal has been designed so as to preserve the character and appearance of the host building, while optimising the potential of the site in a manner which is compatible with the surrounding pattern of development.
- 7.5 The applicant will enter a S106 legal agreement in relation to affordable housing contribution and to ensure the new dwellings are delivered as car-free.
- 7.6 We respectfully request that this application is approved.