Delegated Report		Analysis sheet		Expiry Date:	14/03/2018			
		N/A / attached		Consultation Expiry Date:	22/02/2018			
Officer			Application No	ation Number(s)				
Robert Lester			2017/4992/P					
Application Address			Drawing Numbers					
78 Malden Road London NW5 4DA			Refer to Draft Decision Notice					
PO 3/4	Area Team Signature	e C&UD	Authorised Of	ficer Signature				
Proposal(s)								

Conversion of residential building from 2x self-contained flats (1 x 1 bed and 1 x 6 bed) to 4x self-contained flats (1 x 3 bed, 1 x 2 bed and 2 x 1 bed) including a rear infill extension at the lower ground floor level with terrace above, mansard roof extension, alterations to windows, single storey rear outbuilding and alterations to the front garden including part-excavation of land for the provision of cycle and bin storage (Class C3 use).

Recommendation(s):	Refuse Planning Permission						
Application Type:	Full Planning Permission						
Conditions or Reasons for Refusal:	Refer to Draft Decision Notice						
Informatives:							
Consultations							
Adjoining Occupiers:		No. of responses	0	No. of objections	0		
Summary of consultation responses:	A site notice was erected on the 31/01/2018 and a press advert was placed in the local newspaper on the 01/02/2018. The consultation period expired on the 22/02/2018. No responses were received.						
CAAC/Local groups* comments:	Kentish Town CAAC – No response received. Kentish Town Neighbourhood Forum – No comment						

Site Description

The application site located at 78 Malden Road, Kentish Town is mid-terraced late-Victorian townhouse which has been converted into 2 flats; a 1 bed flat situated at lower ground floor level and a 6 bed flat at upper ground first and second floor levels. The site is located with the West Kentish Town Conservation Area.

The building has 4 storeys including a lower ground floor level with front lightwell, raised upper ground floor level with external access stairs and a butterfly roof set behind a parapet. The building is constructed from brown/yellow stock brick, with a rendered lower ground floor level window and parapet details and timber sash windows. The building also has an existing 4 storey rear extension and a rear garden. The site is located on a terrace of similar properties.

Relevant Planning History

G10/4/38/25276/R - The erection of a 2-storey back addition, including the provision of an external stairway at the rear in connection with the self-containment of the basement flat and the ground, 1st and 2nd floor maisonette – Granted - 23/03/1978

8802736 - Erection of two additional floors to the existing two storey rear extension – Granted - 25/04/1989.

2017/2772/P - Conversion of residential building from 2x flats to 5x self-contained flats (1x 2-bed and 4x 1-bed) including a rear extension on the lower ground floor, new mansard at roof level and alterations on the front area for the provision of cycle storage and bin store (Class use C3) – Withdrawn - 23/07/2017.

Relevant policies

National Planning Framework (2012)

The London Plan (2016)

Camden Local Plan (2017)

- G1 Delivery and location of growth
- H1 Maximising housing supply
- H6 Housing choice and mix
- H7 Large and small homes
- C5 Safety and security
- C6 Access for all
- A1 Managing the impact of development
- A3 Biodiversity
- A4 Noise and vibration
- A5 Basements
- 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
- T3 Transport infrastructure
- T4 Sustainable movement of goods and materials

DM1 Delivery and monitoring

Camden Planning Guidance (adopted/updated 2018)

CPG 1 Design

CPG Housing (interim)

CPG 2 Housing

CPG 3 Sustainability

CPG Basements

CPG Amenity

CPG 6 Amenity

CPG 7 Transport

CPG 8 Planning obligations

West Kentish Town Conservation Area Appraisal and Management Plan (2005)

Assessment

1. Proposed Development

- 1.1 The development proposes the conversion of the building from the existing 2 self-contained flats (1 x 1 bed and 1 x 6 bed) to 4x self-contained flats (1 x 3 bed, 1 x 2 bed and 2 x 1 bed) together with extensions and alterations including a rear infill extension at the lower ground floor level with terrace above, a mansard roof extension, a single storey rear outbuilding, window alterations and the removal the rear external staircase and alterations to the front garden including part-excavation of land for the provision of cycle and bin storage.
- 1.2 The main planning issues for the assessment of this application are the principle of development, affordable housing, housing mix, design and heritage issues, amenity impact, residential standards, transport issues, energy and sustainability, basement issues and impact on trees.

2. Principle of Development

2.1 The proposed development would provide an additional 2 residential flats at the site and would therefore increase housing supply in the borough in accordance with policy H1. However, whilst there is a need for additional housing in the borough and the general principle of adding to the housing stock is supported, there are concerns regarding the impact of the extensions and alterations on the character of the building/terrace and conservation area which are discussed in detail in the design section below.

3. Affordable Housing

3.1 In accordance with Policy H4 the Council requires a contribution to affordable housing from all developments providing one or more additional residential units with an increase in floorspace of $100m^2$ (GIA) or more. Although the development would provide additional residential units at the site, the proposed additional residential floorspace at approx. 55 sq. m would be below 100 sq. m, therefore no affordable housing contribution is required for this development.

4. Housing Mix

4.1. Local Plan Policy H7 states that the Council will aim to secure a range of homes of different sizes that will contribute to the creation of mixed, inclusive and sustainable communities and reduce mismatches between housing needs and supply. The Council will seek to ensure that all housing development, including the conversion of existing homes and non-residential properties contributes to meeting the priorities set out in the Dwelling Size Priorities Table; and includes a mix of large and

small homes, wherever it is practicable to do so. The Dwelling Size Priorities Table is based on the Camden Strategic Housing Market assessment (SHMA) and sets out the priority need for 2 and 3 bed market units in the borough.

4.2 The proposed development would provide 1 x 3 bed, 1 x 2 bed and 2 x 1 bed flats which would contribute towards meeting priority housing needs in the borough, as set out in the Dwelling Size Priorities Table in policy H7, including providing a high priority family sized 3 bed unit

5.Design and Heritage

- 5.1 Local Plan Policies D1 (Design) and D2 (Heritage) aim to achieve high quality design in all developments. Policy D1 requires development to be of the highest architectural and urban design quality, which improves the function, appearance and character of the area; and Policy D2 states that the Council will preserve, and where appropriate, enhance Camden's rich and diverse heritage assets and their settings, including conservation areas.
- 5.2 The West Kentish Town Conservation Area Statement identifies the building at no.78 Malden Road and associated terrace at 68-108 Malden Road as making a positive contribution to the conservation area. It states that rear extensions should be as unobtrusive as possible and should not adversely affect the character of the building or conservation area. Roof extensions are likely to be unacceptable where the property forms a part of a terrace which remains largely but not necessarily completely unimpaired.
- 5.3 Camden Planning Guidance 1 (Design), The London Plan (2016) Policies 7.4, 7.6 and 7.8 and the National Planning Policy Framework (2012) are also relevant to the assessment of the application.

Rear infill extension with terrace

5.4 The proposed single storey rear extension would be located to the rear at lower ground floor level and would infill the gap between the existing 4 storey extension and the neighbouring 3 storey rear extension at no. 80. It would measure approx. 4 m depth, 2.2 m width and 2.7 m in height with a flat roof with a terrace including set-back metal balustrading. This extension would be secondary to the building being extended, would respect and preserve the original design and proportions of the building in accordance with CPG1 Guidance. It would be an unobtrustive extension and would not adversely affect the character of the building or conservation area in accordance with the West Kentish Town Conservation Area Statement. The rear infill extension would therefore not impact on the character of the area or conservation area in accordance with policies D1 and D2.

Mansard roof extension

- 5.5 The proposed mansard roof extension would be a flat-topped mansard roof design with the front and rear roof slopes pitched at 70 degrees and the top sections pitched at 5 degrees. It would contain front and rear dormers, would be set behind the parapet and the chimneys on the side party walls would be retained. The mansard extension would measure approx. 7.5 m depth, 5.5 m width and 2.6 m height. However, this building is located on the terrace at 68-108 Malden Road which has a roofline which is largely unimpaired by mansard roof extensions. The extension would therefore not comply with CPG1 Guidance, which states that a roof extension is likely to be unacceptable and would result in an adverse effect on the skyline, the appearance of the building or the surrounding street scene where the terrace has a roof line that is largely unimpaired by alterations or extensions. This extension would also be contrary to West Kentish Town Conservation Area Statement which states that extensions are likely to be unacceptable where the property forms a part of a terrace which remains largely but not necessarily completely unimpaired.
- 5.6 The application has been submitted with a review of other mansard approvals in the area. However, the terrace on which the site is located at 68-108 Malden Road between Rhyl Street and

Queen's Crescent contains no roof extensions which are highly visible along Malden Road. This terrace therefore has a roofline which is largely unimpaired by mansard roof extensions. There are existing roof extensions at no's 84 and 94, which are set back and are not visible from Malden Road. These extensions were also approved in the 1980s-90s, before the West Kentish Town Conservation Area which was established in 2005, which designated the terrace as 60-108 (evens) as making a positive contribution to the conservation area. The additional information submitted with this application also includes details of additional unimplemented approvals on the terrace at no's 66, 68 and 96 Malden Road. The roof extension at no. 96 was granted permission in 2001, again prior to the designation of the terrace in the West Kentish Town Conservation Area in 2005. The roof extension at no. 66 was granted in 2016, but is set back and small scale and was only permitted as it was previously allowed on appeal in 2014. The Inspector considered the small scale, set back and low profile of the roof extension to restrict its views from the public realm. The roof extension at 68 was granted in 2013 is also set back well behind the parapet and is small scale forming a half/mezzanine level with the top floor below. Overall, it is therefore considered that the roof extensions at no. 84, 94 and 96 were granted before the site and terrace were designated as positive contributors within the West Kentish Town Conservation area in 2005 and limited weight can therefore be given to these extensions in the consideration of the impact of this application. The roof extensions at 84 and 94 are also set back and are not highly visible from Malden Road; they do not impact on the unimpaired roofline of the terrace. The more recent roof extensions at no. 66 and 68 were granted after the designation of the site/terrace in the conservation area, but these extensions are set well back and would not be highly visible from Malden Road; again they do not impact on the unimpaired roofline of the terrace. The proposed roof extension on the other hand would be a standard flat-topped mansard roof design which would clearly project above the parapet at the front of the roof and would be highly visible and incongruous addition to the building/terrace when viewed from Malden Road. The other examples provided by the application are not on this terrace and are therefore not applicable.

5.7 Overall therefore, the proposed mansard roof extension by reason of its height, scale and design would be an incongruous addition to the building and the largely unimpaired roofline of the terrace, to the detriment of the character and appearance of the building, the terrace and the West Kentish Town Conservation Area, contrary to Policies D1 (Design), D2 (Heritage) of the Camden Local Plan 2017. It is considered that the harm caused would be less than substantial, but would not be outweighed by the public benefits of the development which are limited to providing 2 new flats.

Single storey rear outbuilding

- 5.8 The proposed single storey rear outbuilding would be located at the back of the rear garden. It would measure 4.9 m width, 3.6 m depth and 2.5 m height with a flat roof. It would be constructed from timber. The proposed outbuilding would replace an existing outbuilding located in the NE corner of the rear garden measuring 2.5 m width, 4 m depth and 2.55 m height. CPG1 Guidance requires garden buildings to have a siting, location, scale and design which have a minimal visual impact on, and are visually subordinate to the garden, do not detract from the open character and are constructed from materials which complement the property and the overall character of the area. The West Kentish Town Conservation Area Statement does not have a specific policy regarding garden buildings.
- 5.9 The proposed garden would have a footprint approx. one third of the retained garden area and would extend almost the full width of the site. It would therefore be a large garden building. However, it would be set off the boundaries and would be low in height and would therefore not appear as a visually prominent garden building. It would also be constructed from timber which would be in inkeeping with the character of the garden. It is also noted that there are large outbuildings in nearby gardens including no's 66, 68 and 74 (some of which were built under permitted development rights). Overall, the proposed outbuilding would be adequately subordinate to the garden and would have a minimal visual impact, primarily due to its siting at the back of the garden and set off the boundaries, low height and sympathetic materials. The outbuilding is therefore considered to comply with policies

D1 and D2 and CPG1.

Window alterations and the removal the rear external staircase

5.10 The window alterations include new French doors at lower ground floor level on the rear elevation of the existing 4 storey rear extension, new glazed bi-folding doors at lower ground floor level extending across the rear elevation of the lower ground floor rear extension and existing 4 storey rear extension, replacement (sash) windows at upper ground floor and first floor levels on the rear elevation of the 4 storey rear extension and new French doors on the main rear elevation at upper ground floor level to access to new roof terrace above the lower ground floor rear extension. The existing rear external staircase from upper ground floor level to the garden would also be removed. CPG1 guidance and the West Kentish Town Conservation Area Statement require alterations to windows and doors to harmonise with the design of the existing windows and doors; existing windows should be retained and refurbished rather than replaced where possible. In this context the proposed window alterations would all be sympathetic alterations which would not harm the character of the building of conservation area in accordance with CPG1 and policies D1 and D2.

Alterations to the front garden

- 5.11 The alterations to the front garden area include alterations to the direction of the access steps to the lower ground floor level, which would now be parallel with the upper ground floor staircase, rather than at a right angle, and the excavation of part of the existing stepped lightwell hardstanding to provide a cycle storage area with new hardstanding roof above. The existing boundary railings and raised staircase would be retained. The West Kentish Town Conservation Area Statement states that alterations to the front of properties between the pavement and houses can dramatically affect and harm the character of the conservation area. The Camden CPG on Basements states that the presence or absence of lightwells helps define and reinforce the prevailing character of a neighbourhood.
- 5.12 The application property has a stepped front lightwell which allows partial views of the lower ground floor elevation from the street, a separation between the building and street and provides daylight and outlook for the lower ground floor windows. The majority of the properties on this terrace at 60-108 Malden Road have a similar lightwell design which is a part of the character of the terrace. It is considered that the proposed alterations to the front lightwell affect and harm the character of the building and conservation area. The hardstanding roof above the cycle storage enclosure would be at a similar level to the street and would therefore visually infill the lightwell which would harm the character and appearance of the property. The view of the lower ground floor elevation from the street would also be affected, there would be less separation between the building and street and the lower ground floor window would receive less light and outlook. Overall, it is considered that the proposed alterations to the front lightwell would harm the character and appearance of the property, terrace and conservation area contrary to policies A5 (Basements), D1, D2 and the West Kentish Town Conservation Area Statement. It is considered that the harm caused would be less than substantial, but would not be outweighed by the public benefits of the development which are limited to providing 2 new flats.

6. Amenity Impact (Daylight, Sunlight, Outlook, Enclosure, Overlooking)

6.1 Policy A1 (Managing the impact of development) states that the Council will seek to protect the quality of life of occupiers and neighbours. We will only grant permission for development where it does not cause unacceptable harm to amenity. We will seek to ensure that the amenity of communities, occupiers and neighbours is protected. The factors we will consider include: visual privacy, outlook; sunlight, daylight and overshadowing. The development proposes the internal

conversion of the existing building to provide 4 flats and the proposed roof extension, rear extension, outbuilding and window alterations would not result in an amenity impact on neighbouring properties. The proposed upper ground level terrace would be located between the existing 4 storey extension at the site and the neighbours 3 storey extension and the balustrading would be set back, therefore it would not result in material overlooking of neighbouring properties.

7. Residential Standards

- 7.1 Policy H6 (Housing choice and mix) states that the Council will seek to secure high quality accessible homes and will expect all self-contained homes to meet the Nationally Described Space Standards (2015). The proposed residential accommodation would also need to meet the standards in CPG 2 (Housing) and the London Plan Housing SPG (2016).
- 7.2 The development proposes 1 x 3 bed, 1 x 2 bed and 2 x 1 bed flats. With regard to the internal floor areas of the proposed flats. Flat 1 with an area of 67 sq. m meets the national minimum floorspace standards for a 1 bed 2 person flat which is 61 sq. m. Flats 2 & 3 with areas of 41 sq. m and 46 sq. m respectively do not meet the national minimum floorspace standards for 1 bed 2 person flats which is 50 sq. m, but would be adequate for a single person. Flat 4 with 84 sq. m also does not meet the national minimum floorspace standards for a 3 bed 5 person duplex flat which is 93 sq. m, but would meet the space standard ofr a 4 person unit.
- 7.3 The proposed flats would have an adequate access, internal layout of rooms and floor to ceiling heights. Flats 1, 2 and 4 would also have access to private outdoor amenity space in accordance with CPG2.
- 7.4 The proposed upper ground floor rear dining room would be above a lower ground floor bedroom and additional floor/ceiling noise insulation will be required in this area 5db above building regulations standards in accordance with CPG2 requirements.
- 7.5 The outlook from the front bedroom of the lower ground floor flat would be restricted due to the proposed cycle storage enclosure in the front lightwell. It is not considered that the impact would be so significant as to justify a reason for refusal on these grounds. However, it is acknowledged that the alterations to the front lightwell are not acceptable on design and heritage grounds.

8. Transport

Car free development

8.1 In accordance with Policy T2 (Parking and car-free development) the Council will limit the availability of parking and will require all new developments in the borough to be car-free. The Council will not issue on-street parking permits in connection with new developments and will use s.106 legal agreements to ensure that future occupants are aware that they are not entitled to on-street parking permits. Had the development been acceptable in all other respects the proposed flats would have been secured as a car free via a s.106 legal agreement. As the application is to be refused on other grounds, the absence of a car agreement is cited as a reason for refusal which could be overcome on appeal by a s.106 agreement.

Construction management

8.2 Policies A1 and T4 (Sustainable movement of goods and materials) state that Construction Management Plans should be secured to demonstrate how a development will minimise impacts from the movement of goods and materials during the construction process (including any demolition works). For some developments, this may require control over how the development is implemented (including demolition and construction) through a Construction Management Plan (CMP). A CMP is not required for this small scale development.

Highway works

8.3 Policy A1 of the Camden Local Plan states that the Council will repair any construction damage to transport infrastructure or landscaping and reinstate all affected transport network links, road and footway surfaces. A highway contribution is not required for this small scale development.

Cycle parking

8.4 Policy T1 of the new Camden Local Plan requires development to provide cycle parking facilities in accordance with the minimum requirements of the London Plan and the design requirements outlined in CPG7. The residential development requires 6 covered, secure and fully enclosed cycle parking space required as per policy T1. This would be provided as a part of the development in the new cycle store in the front lightwell. However, the proposed front lightwell alterations are not considered to be acceptable on design grounds therefore alternative cycle parking arrangements need to be provided. However, had the development been otherwise acceptable details of secure and covered cycle parking arrangements for the proposed flats would have been secured by planning condition.

Basement Approval in Principle (AiP)

8.5 Any proposed basement works adjacent to a public highway land need to be approved by the Council's Highways Engineers in accordance with policies A1, A5, and T3 (Transport infrastructure). This is also a requirement of British Standard BD2/12 (Technical Approval of Highway Structures). The AiP would need to include structural details and calculations to demonstrate that the proposed development would not affect the stability of the public highway adjacent to the site. The AiP would need to be secured with an associated assessment fee of £1,800 which meets the costs of the Council's Highways Engineering team reviewing the details. Had the development been acceptable in all other respects the basement approval in principle would have been secured as a s.106 legal agreement as it relates to land and impacts outside the site. As the application is to be refused on other grounds, the basement approval in principle is cited as a reason for refusal which could be overcome on appeal by a s.106 agreement.

9. Energy & Sustainability

9.1 Local Plan Policy CC1 states that the Council will require all development to minimise the effects of climate change and encourage all developments to meet the highest feasible environmental standards that are financially viable during construction and occupation. All new residential development is required to demonstrate a 19% CO2 reduction below Part L 2013 Building Regulations demonstrating how the energy hierarchy has been applied to make the fullest contribution to CO2 reduction. The application has not been submitted with an Energy Statement. However, had the development been otherwise acceptable, details of energy efficiency measures could have reasonably been secured by planning condition.

10. Basement

- 10.1 The proposed excavation of part of the stepped front garden would measure 4 m width, 2.5 m depth and 2 m height and would be classed as basement development to be assessed against policy A5 and the Basement CPG.
- 10.2 Camden Local Plan Policy A5 (Basements) and the Council's Basement CPG state that the Council will only permit basement development where it is demonstrated to its satisfaction that the proposal would not cause harm to neighbouring properties and the structural, ground, or water conditions of the area, the character and amenity of the area, the architectural character of the building and the significance of heritage assets. In determining proposals for basements and other underground development, the Council will require an assessment of the scheme's impact on

drainage, flooding, groundwater conditions and structural stability in the form of a Basement Impact Assessment (BIA). This then needs to be assessed by independent engineers (Campbell Reith) in accordance with Council's policy and procedures for basement development. These policies also state that the siting, location, scale and design of basements must have minimal impact on, and be subordinate to, the host building and property. Basement development should not exceed 50% of each garden within the property and should be set back from neighbouring property boundaries where it extends beyond the footprint of the host building.

- 10.3 As set out at paragraphs 5.11-5.12 above the proposed alterations to the front lightwell would harm the character and appearance of the property, terrace and conservation area contrary to policies D1, D2 and the West Kentish Town Conservation Area Statement.
- 10.4 In relation to the impact of the basement excavation on the structural, ground, or water conditions of the area. The application was submitted with a Basement Impact Assessment (BIA) which was audited by independent engineers Campbell Reith. The independent audit concluded that additional information was required to demonstrate that the development would not impact on the structural, ground, or water conditions of the area in accordance with the council's Basement CPG. The additional information required includes a construction programme, structural engineering information, ground movement assessment for the construction sequence and an arboricultural assessment.
- 10.5 In the absence of the required additional BIA information, the developer has failed to demonstrate that the proposed basement development would, maintain the structural stability of the building and neighbouring properties and avoid adversely affecting drainage and run-off or cause other damage to the water environment contrary to policy A5 and CPG4.

12. Impact on Trees

- 12.1 Policy A3 (Biodiversity) states that the Council will protect, and seek to secure additional, trees and vegetation. We will resist the loss of trees and vegetation of significant amenity, historic, cultural or ecological value including proposals which may threaten the continued wellbeing of such trees and vegetation; require trees and vegetation which are to be retained to be satisfactorily protected during the demolition and construction phase of development in line with BS5837:2012 'Trees in relation to Design, Demolition and Construction' and positively integrated as part of the site layout. The West Kentish Town Conservation Area Statement states that all trees which contribute to the character of the conservation area should be retained and protected.
- 12.2 There is a small tree in a neighbouring front garden lightwell area of no. 80 and a large tree adjacent to the NE boundary of the site in the rear garden of no. 80 close to the site boundary. The proposed alterations to the front lightwell are not likely to impact on the small tree in the front garden of no. 80. However, the impact of the proposed rear outbuilding on the tree in the rear garden of 80 is of concern, as it would appear that the outbuilding is well within the root protection area (RPA) of this tree. It is acknowledged that the proposed outbuilding is entirely feasible, however no information regarding the tree, the foundations of the outbuilding or method statement for implementing any approval without causing damage to the tree have been submitted. The Council's Arboricultural Officer has stated that this is information would be required prior to any approval of the scheme. Details submitted should be in line with the recommendations made in the British standard: BS5837:2012 Trees in relation to design, demolition and construction. Considering the large size of the tree in the rear garden of no. 80 and the positive contribution it makes to the visual amenity of the conservation area, it is considered that insufficient information has been submitted with this application for the local planning authority to ascertain whether the development would impact on the wellbeing of this tree, the loss of which would impact on the character and appearance of the conservation area contrary to policies A3, D1, D2 and the West Kentish Town Conservation Area Statement.

13. Conclusion

13.1 Overall, the development has been carefully assessed by the Council and is considered unacceptable on a number of principle grounds. The design of the proposed mansard roof extension and lightwell alterations would result in unacceptable harm to the character of the host building, terrace and conservation area. The applicant has also failed to demonstrate that the basement development would maintain the structural stability of the building and neighbouring properties and avoid adversely affecting drainage and run-off or cause other damage to the water environment. Insufficient information has also been submitted to demonstrate that the proposed outbuilding would not impact on a large tree in a neighbouring garden which contributes to the visual amenity of the area. In the event that these issues were overcome the impact of the development would need to be mitigated by car-free, CMP and Basement Approval in Principle measures all secured by legal agreement. The absence of an agreement to secure these measures also warrant reasons for refusal.

12. Recommendation

12.1 Refuse planning permission.