

<b>Delegated Report</b>		<b>Analysis sheet</b>	<b>Expiry Date:</b>	<b>11/06/2018</b>
		N/A / attached	<b>Consultation Expiry Date:</b>	<b>10/05/2018</b>
<b>Officer</b>			<b>Application Number(s)</b>	
Robert Lester			(i) 2018/1123/P (ii) 2018/1682/L	
<b>Application Address</b>			<b>Drawing Numbers</b>	
4th Floor Flat 31 Gloucester Avenue London NW1 7AU			Refer to Draft Decision Notice	
<b>PO 3/4</b>	<b>Area Team Signature</b>	<b>C&amp;UD</b>	<b>Authorised Officer Signature</b>	
<b>Proposal(s)</b>				
<p>(i) Erection of mansard roof extension with front dormer windows, formation of rear terrace with glass balustrading, replacement of existing rear door/balcony with new window and associated internal alterations.</p> <p>(ii) Erection of mansard roof extension with front dormer windows, formation of rear terrace with glass balustrading, replacement of existing rear door/balcony with new window and associated internal alterations.</p>				
<b>Recommendation(s):</b>	(i) Refuse Planning Permission and (ii) Refuse Listed Building Consent			
<b>Application Type:</b>	Full Planning Permission and Listed Building Consent			

<b>Conditions or Reasons for Refusal:</b>	<b>Refer to Draft Decision Notice</b>				
<b>Informatives:</b>					
<b>Consultations</b>					
<b>Adjoining Occupiers:</b>		No. of responses	<b>1</b>	No. of objections	<b>1</b>
<b>Summary of consultation responses:</b>	<p>Two site notices were erected on the 18/04/2018 and a press advert was placed in the local newspaper on the 19/04/2018. The consultation period expired on the 10/05/2018.</p> <p>One response was received from the owner/occupiers of 4th Floor Flat, 31 Gloucester Avenue with the following comments/points of objection.</p> <p>The proposal would be out of character with this listed terrace: the existing house is architecturally consistent as it currently is, but the proposed development seeks to change this. The existing house is a fine period property, which is protected by its listed status and the proposal is for a modern, unsightly addition. We do not believe that a mansard is appropriate on this listed building. The proposed windows and openings at the front and rear do not follow the style of those below. The reference in the application to "building standards" is misplaced and misleading. In addition the flat would still be a one bedroomed flat and so would not be a benefit in terms of housing supply, as suggested in the application.</p> <p><i>Case Officer's Response: The design section of the following report responds to these points.</i></p>				
<b>CAAC/Local groups* comments:</b>	<p><u>Primrose Hill CAAC – Objection</u></p> <p>The application property is part of a formal terrace, no's 15-31, which is Listed, and which is recognized in the Primrose Hill Conservation Area Statement as a grand terrace, one of two terraces exceptional in their sub-area, and described as discretely designed to form symmetrical compositions. The symmetrical character of this terrace is identified with its pattern of shallow projecting bays at ends and centre. The application property constitutes one of these end bays. The proposed roof extension would be seriously harmful to this recognized symmetry of the Listed Building by disrupting the rhythms of the projecting bays at the roofline, a major element in the formal shape of the terrace as a whole. The roofline is also prominent in longer views.</p> <p>The proposal would also disrupt the formal pattern of the surviving terrace which relies on the interplay not only of the projecting vertical bays, but of those projections with the powerful horizontal element of the attic storey, above the deep entablature and cornice. The attic defines the profile of the terrace as a whole, with the roofs set behind it. It is critical to the architectural form of the terrace that this attic storey expresses the top of the building. This would be seriously harmed by the proposed addition.</p>				

We note that there is an existing extension at no 16. Our 1972 record photos show that this extension preceded designation of the conservation area in 1972, while the List description shows that it preceded listing. It is therefore not a precedent for the present application. Given the recognized importance of the symmetry of the terrace, it is also clear that the addition of a mansard roof at the end of the terrace, at no. 31, could in no way be seen to balance the existing mansard at one house in from the opposite end of the terrace (no. 15).

We also note that the application property, and the whole terrace, is designated in the Primrose Hill Conservation Area Statement as properties where roof extensions which change the shape and form of the roof are unlikely to be acceptable. This also identifies the importance of protecting buildings which constitute part of a terrace which remains largely, but not necessarily completely, unimpaired. This is the case here.

The application would substantially harm the recognized significance, especially the symmetry, of this Listed terrace: it would neither preserve nor enhance the character and appearance of the conservation area. This harm would not be outweighed by any public benefit.

### **Site Description**

The application site located at 31 Gloucester Avenue, is an end of terrace mid-Victorian townhouse with lower ground floor which has been converted into flats. The building and terrace at 15-31 Gloucester Avenue are designated as Grade II Listed Buildings. The site is also located with the Primrose Hill Conservation Area.

The building has 4 principal storeys plus a lower ground floor level. The building is constructed from render at lower/upper ground floor levels and stock brick above with render/stone work quoin, cornice and parapet detailing and timber sash windows. The property also has a set-back roof extension which is not original to the building which measures 5.5 m width 5 m depth and 2.7 m height and is set back 3.9 m from the front of the roof. It is constructed from slate with casement windows to the front and rear and French doors to the rear with a glass balustrade. The Council has no planning/building control records to confirm the date of the construction of the roof extension. The application relates to this 4th floor level which is located within the existing set back roof extension.

### **Relevant Planning History**

2010/3544/P - Removal of window at upper ground floor level to the rear elevation and installation of French style doors and an open-work metal stair for access to the communal garden of the residential dwelling - Granted - 31/08/2010.

2010/3549/L - Removal of window at upper ground floor level to the rear elevation and installation of French style doors and an open-work metal stair for access to the communal garden of the residential dwelling – Granted - 31/08/2010.

## Relevant policies

### National Planning Framework (2012)

### The London Plan (2016)

### Camden Local Plan (2017)

A1 Managing the impact of development

D1 Design

D2 Heritage

CC1 Climate change mitigation

CC2 Adapting to climate change

T3 Transport infrastructure

T4 Sustainable movement of goods and materials

### Camden Planning Guidance (adopted/updated 2018)

CPG 1 Design (Sections 2, 3, & 5)

CPG Amenity (Sections 2 & 3)

### Primrose Hill Conservation Area Statement (2000) – (Character and Appearance of the Area – [Sub Area One - Regent’s Park Road South] & Guidelines - Roof Extensions).

## Assessment

### 1. Proposed Development

1.1 Planning and listed building consent are sought for the erection of a mansard roof extension with front dormer windows, formation of rear terrace with glass balustrading, replacement of existing rear door/balcony with new window and associated internal alterations.

### 2. Design and Heritage

#### *Relevant Policies*

2.1 Local Plan Policy D1 (Design) states that the Council will seek to secure high quality design in development that respects local context and character; preserves or enhances the historic environment and heritage assets in accordance with Policy D2 (Heritage) and comprises details and materials that are of high quality and complement the local character.

2.2 Local Plan Policy D2 (Heritage) states that the Council will preserve, and where appropriate, enhance Camden’s rich and diverse heritage assets and their settings, including listed buildings and conservation areas. The Council will not permit development that results in harm that is less than substantial to the significance of a designated heritage asset unless the public benefits of the proposal convincingly outweigh that harm. The Council will require that development within conservation areas preserves or, where possible, enhances the character or appearance of the area. The Council will also resist proposals for a change of use or alterations and extensions to a listed building where this would cause harm to the special architectural and historic interest of the building.

2.3 The Primrose Hill Conservation Area Statement describes no’s.15-31 as a grand terrace of listed houses with stucco detailing. The terrace is made up of buildings that are four storeys, with basements, and are narrow in width, with two windows to each floor. They are discretely designed to form symmetrical compositions. This symmetry is achieved through variations in form and decoration at the centre and/or ends of the terrace, including projecting sections and arrangement of porches.

Policy PH18 of the Conservation Area Statement states that roof extensions and alterations, which change the shape and form of the roof, can have had a harmful impact on the Conservation Area and are unlikely to be acceptable where:

- It would be detrimental to the form and character of the existing building
- The property forms part of a group or terrace which remains largely, but not necessarily completely, unimpaired
- The property forms part of a symmetrical composition, the balance of which would be upset
- The roof is prominent, particularly in long views and views from the parks
- The building is higher than many of its surrounding neighbours. Any further roof extensions are therefore likely to be unacceptably prominent

2.4 Policy PH19 of the Conservation Area Statement states that for the reasons set out in policy PH18, roof extensions and alterations which change the shape and form of the roof are unlikely to be acceptable at 1-35 odd Gloucester Avenue.

2.5 Camden Planning Guidance 1 (Design) states that a roof alteration or addition is likely to be unacceptable in the following circumstances where there is likely to be an adverse effect on the skyline, the appearance of the building or the surrounding street scene: there is an unbroken run of valley roofs and complete terraces or groups of buildings have a roof line that is largely unimpaired by alterations or extensions.

2.6 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.

#### *Assessment*

2.7 The proposed mansard roof extension would extend the existing set back roof extension to the front of the roof. It would have a depth of 2.9 m, width of 5.5 m and height of 2.7 m. The extension would be constructed from slate with front dormers, would be set behind the front parapet and between the parapets and chimney stacks. The existing French doors with glazed balustrading to the rear would be replaced with a new casement window and a new inset-terrace with glass balustrading would be provided to the rear.

#### *Impact on Listed Building*

2.8 This building is located on the terrace at 15-31 Gloucester Avenue which is Grade II Listed (1974). The listing description for the states:

*Terrace of 9 houses. c1848. Yellow stock brick with rusticated stucco ground floors and quoins. No.16 with felted mansard roof and attic dormers. Symmetrical terrace with slightly projecting end houses (Nos 17 and 31) and central houses (Nos 21 & 23). 4 storeys and basements. 2 windows each. Prostyle Doric porticoes; doorways with fanlights and half glazed doors. No.15, entrance converted to a window. Ground floor sashes tripartite. 1st floor, gauged brick flat arches to casements with continuous cast-iron balcony. 2nd and 3rd floors, gauged brick flat arches to recessed sashes. Stucco dentil cornice at 3rd floor level. Parapet above 3rd floor. INTERIORS: not inspected.*

2.9 The Primrose Hill Conservation Area Statement describes no's.15-31 Gloucester Avenue as a grand terrace of listed houses with stucco ground floors and quoins. These terraces are of four storeys, with basements, and are narrow in width, with two windows to each floor. They are discretely designed to form symmetrical compositions. This symmetry is achieved through variations in form and decoration at the centre and/or ends of the terrace, including projecting sections and arrangement of porches. The buildings at either end of the terrace at no's 15 and 31 and the two buildings in the centre of the terrace at no's 21 and 23 project slightly forward of the terrace, which is an important element of this symmetry. The building/terrace was originally designed with butterfly roofs set behind

a front parapet which provides a strong horizontal emphasis to the terrace. The architectural and historic significance of this listed terrace therefore results largely from the quality and consistency of the architectural detailing and the symmetry in the form and decoration at the centre and/or ends of the terrace.

2.10 Only the existing mansard extension at no. 17, which is located close to the eastern end of the terrace, is visible above the parapet. However, this extension was added before the terrace was listed in 1974, therefore limited weight can be given to it in this application. In addition, given the recognized importance of the symmetry of the terrace, it is also clear that the addition of a mansard roof at the end of the terrace, at no. 31, could in no way be seen to balance the existing mansard at one house in from the opposite end of the terrace (no. 15). The existing set-back roof extension on the application site is only visible in longer distance views, particularly from the north west on Gloucester Avenue.

2.11 The proposed mansard roof extension would extend the existing set back roof extension to the front of the roof and would be clearly visible above the front parapet in a similar way to the extension at no. 17. The extension by reason of its position, height and scale would be a highly prominent and incongruous addition to the building and terrace. The extension would also remove the remaining elements of the original roof form. The roof extension would therefore substantially harm the recognized significance and architectural and historic interest of this listed building/terrace, especially its symmetry. The proposed inset terrace to the rear would have a contemporary design including glass balustrading and curtain walling and timber cladding, which would fail to harmonise with the character and appearance of the listed building. Overall, the development would fail to preserve or enhance the heritage asset and would cause harm to its special architectural and historic interest, contrary to policies D1 and D2 of the Camden Local Plan, London Plan policy 7.8 and the NPPF.

2.12 The harm would be less than substantial. Although, it is noted that the existing top floor flat is small and the development would provide additional floorspace, this would not provide significant public benefits and would not outweigh the harm to the significance of the listed terrace.

#### *Impact on Conservation Area*

2.13 As set out above the Primrose Hill Conservation Area Statement describes no's.15-31 Gloucester Avenue as a grand terrace of listed houses which are designed to form symmetrical compositions. The historic and architectural significance of the terrace makes an important contribution to the character and historic significance of the conservation area. The proposed mansard extension is considered to be contrary to policies PH18 and PH19 of the Primrose Hill Conservation Area Statement

2.14 Policy PH18 of the Conservation Area Statement states that roof extensions and alterations, which change the shape and form of the roof, can have had a harmful impact on the Conservation Area and are unlikely to be acceptable where:

- It would be detrimental to the form and character of the existing building
- The property forms part of a group or terrace which remains largely, but not necessarily completely, unimpaired
- The property forms part of a symmetrical composition, the balance of which would be upset
- The roof is prominent, particularly in long views

Policy PH19 of the Conservation Area Statement states that for the reasons set out in policy PH18, roof extensions and alterations which change the shape and form of the roof are unlikely to be acceptable at 1-35 (odds) Gloucester Avenue.

2.15. The proposed mansard roof extension would extend the existing set back roof extension to the front of the roof and would be clearly visible above the front parapet in a similar way to the extension

at no. 17. The extension by reason of its position, height and scale would be a highly prominent and incongruous addition to the building and terrace and would be detrimental to the form and character of the existing building. The building is part of the listed terrace at 15-31 Gloucester Avenue, which remains largely, but not necessarily completely, unimpaired by roof extensions. As set out in the listed building section above, this terrace also property forms part of a symmetrical composition, the balance of which would be upset as a result of the proposal. The roofline of this building/terrace is prominent in both short and long views along Gloucester Avenue. For these reasons the proposed mansard extension would result in a harmful impact on the Primrose Hill Conservation Area contrary to policy PH18 of the Conservation Area Statement. It would also be contrary to Policy PH19 of the Conservation Area Statement which specially states that roof extensions are unlikely to be acceptable on this terrace at 15-31 Gloucester Avenue.

2.16 The proposed mansard extension would also be contrary to the Council's CPG1 Design Guidance which states that roof extensions are likely to be unacceptable where there is likely to be an adverse effect on the skyline, the appearance of the building or the surrounding street scene: where there is an unbroken run of valley roofs and complete terraces or groups of buildings have a roof line that is largely unimpaired by alterations or extensions, as is the case on this terrace at 15-31 Gloucester Avenue.

2.17 Overall, therefore, the proposed mansard roof extension by reason of its position, height and scale would be a highly prominent and incongruous addition to this listed building and terrace and would be detrimental to the character and appearance of the building, the terrace of which it forms a part and the Primrose Hill conservation area. The proposed rear inset roof terrace by reason of its design would also be an incongruous alteration to the roof of the building which would also be detrimental to the character and appearance of the building and conservation area, all contrary to Policies D1 and D2 of the Camden Local Plan, London Plan policies, 7.4, 7.6 and 7.8 and the NPPF. It is considered that the harm caused to the conservation area would be less than substantial, but would not be outweighed by the public benefits of the development which are limited.

### 3. Amenity Impact (*Daylight, Sunlight, Outlook, Enclosure, Overlooking*)

3.1 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 proposed mansard roof extension with front dormer windows and the replacement of existing rear door/balcony with new window and associated internal alterations which would not result in an amenity impact on neighbouring properties. The neighbouring property at no. 33 Gloucester Avenue has a rear wing/projection at a right angle to the site which includes windows on its side elevation facing east towards the site. However, the proposed inset roof terrace would be in an elevated and set back position, therefore it would not result in additional overlooking of these adjacent windows.

### 4. Transport

4.1 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.

4.2 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.

## 5. Conclusion

5.1 Overall, the design of the proposed mansard roof extension would result in unacceptable harm to the character and historic significance of the listed building, terrace and conservation area.

## 6. Recommendation

6.1 Refuse planning permission and listed building consent.