

Delegated Report		Analysis sheet		Expiry Date:	05/07/2018
		N/A		Consultation Expiry Date:	14/06/2018
Officer			Application Number(s)		
Ben Farrant			2018/2081/P		
Application Address			Drawing Numbers		
7-8 Jeffrey's Place London NW1 9PP			See draft decision notice		
PO 3/4	Area Team Signature	C&UD	Authorised Officer Signature		
Proposal(s)					
Erection of a single storey roof extension to create a 1 x 3 bed flat					
Recommendation(s):		Refuse planning permission			
Application Type:		Full Planning Permission			

Conditions or Reasons for Refusal:	Refuse Permission					
Informatives:						
Consultations						
Adjoining Occupiers:	No. notified	00	No. of responses	00	No. of objections	39
			No. electronic	00		
Summary of consultation responses:	A site notice was displayed between 12/04/2018 and 03/05/2018; a press notice was displayed in the Ham & High between 12/04/2018 and 03/05/2018.					
	Objections were received from nos. 1a, 5, 1b, 6 and 14 Bonny Street; 1, 1a, 3, 5, 6, 7, 8, 9, 10, 18 and 21 Ivor Street; 6, Flat 3 no.7, 7, Apart 3 no.8, 12, 13, 14, 15, 16, 18, 19, 20 and 22 Jeffrey's Place; 4, 12, 13, 14 and 20 Jeffrey's Street; 5, 6, 7 and 17 Prowse Place; and the Jeffrey's Street Residents Association. Key points raised are summarised below: Design <ul style="list-style-type: none">• Compromises the character and appearance of the three nearby listed buildings• Already considerably taller than nearby properties• Scale and bulk are harmful• The proposal is clearly visible from Ivor Street, Prowse Place and Jeffrey's Place• It's a positive contributor and its restoration in 2015/16 to remove the render improved its historic interest further; the proposal would be contrary to this• Asymmetric nature is inappropriate• Design and material are out of character• Harm to the area far outweighs the benefit of one residential unit• Contrary to local and national policies• Proposal is 25% larger than that previously refused on site• Existing roofline of the building would be compromised• Harms the industrial character of the building• Previous application was set back 1.5m from the parapet, this builds right up to it• The reasons for dismissal at appeal have not been addressed Amenity <ul style="list-style-type: none">• Noise disturbance• Balcony would result in overlooking of streets and private gardens• Impact on views/outlook of neighbouring properties• Reduction of light into Prowse Place as a result of the proposal• Constant construction works within the street over the last 5 years and associated disturbance• Harm to daylight/sunlight of properties on Jeffrey's Street• Significant overlooking from terrace and windows Other <ul style="list-style-type: none">• Similar application refused last year• Overdevelopment of the site					

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| | <ul style="list-style-type: none">• Refuse area is already too small• Cycle store at present is insufficient• Parking will be compromised• Devalue local properties• No consultation with neighbours has taken place• Why has developer resubmitted when the scheme was previously refused and dismissed at appeal• Sets a dangerous precedent |
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Site Description

Jeffrey's Street Conservation Area is characterised by its group of predominantly residential streets located to the east of the main roads of Camden Street and Kentish Town Road and adjoining Royal College Street and St Pancras Way. In the immediate surroundings of the site, the mainly three storey Georgian terraces of houses on Jeffrey's Street and a taller terrace on the east side of Kentish Town Road are listed buildings.

8-10 Ivor Street is a two storey terrace of double fronted stuccoed properties, it is a Grade II listed building located immediately to the rear of the site. The narrower cobbled streets of Jeffrey's Place and Prowse Place comprise of predominantly residential terraces of between two and four storeys, albeit that the fourth storey is generally a setback conversion of roofspace. A substantial brick railway viaduct subdivides the conservation area to the south of Ivor Street with Prowse Place continuing through a brick arched tunnel below the railway.

7-8 Jeffrey's Place is a three storey red brick 19th Century former factory building with concrete lintels. Irrespective of date, the character of the street can be summarised as follows:

Materials: All buildings within the street are constructed of brick; complementary tones of yellow stock and red brick provide a pleasing and cohesive material palette.

Height: Buildings are predominantly 2-4 storeys; the host building is 3 storeys but due to its industrial scale and the modest scale of the adjoining buildings on either side, it appears significantly taller than other buildings within the street. The visual impact is exacerbated by the exposed flank visible in views South from Jeffrey's Street.

Roof Form: The host building has a flat roof, reflected by the 20th Century residential buildings opposite which have mansards set behind a parapet giving a flat roofed appearance to the street. There are pitched roofs and small pitched gables at the South end of the street.

Fenestration: The host building has crittal-style metal framed windows separated into 16 and 12 panes. The stock brick 20th century residential buildings opposite have horizontal windows separated into four panes. The 19th century residential building adjacent has 4/1 timber sliding sashes. The pitched roof industrial buildings adjacent have a variety of window forms, including horizontal subdivided panes and timber casements.

Relevant History

7-8 Jeffrey's Place (application Site)

2015/4920/P - Erection of a single storey roof extension to create a two bedroom flat – Refused 24/11/2015, dismissed at appeal ref: **APP/X5210/W/16/3147212 dated 13/06/2016**

2015/1486/P - External alterations to flats (approved under ref: 2015/0232/P) including replacement of all windows and doors and removal of existing roof lights to create two courtyards at rear – **Granted 08/06/2015**

2015/0232/P - GPDO Prior Approval Class J Change of use B1 to C3 - Change of use from office use (Class B1) at ground, first and second floor levels to residential use (Class C3) to provide 6 x 2 bed flats – **Granted 02/03/2015**

2014/6648/P - GPDO Prior Approval Class J Change of use B1 to C3 - Change of use from office use (Class B1) at ground, first and second floor levels to residential use (Class C3) to provide 6 x 2 bed flats – **Granted March 2015 – Refused 30/12/2014**

9501180 – Certificate of Lawfulness (Existing), Application for Certificate of Lawfulness for an existing use as Class B1 (business) – **Granted 27/10/1995**

2 Ivor Street

2005/2301/P - Erection of an additional floor at roof level and the erection of a rear extension at second floor level over part of existing terrace – **Granted 03/08/2005**

3 Ivor Street

2011/0569/P - Erection of a mansard roof extension to a dwelling house (Class C3) – **Granted 04/04/2011**

PEX0000243 - The erection of a roof extension and an enlarged single storey rear extension to a single dwelling house – **Granted at Members Briefing 22/08/2000**

Relevant policies

National Planning Policy Framework 2012

The London Plan March 2016

The Camden Local Plan 2017

G1 – Delivery and location of growth
A1 - Managing the impact of development
A4 – Noise and vibration
D1 - Design
D2 – Heritage
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
CC4 – Air quality

Camden Planning Guidance

Adopted March 2018

CPG1 – Design (updated 2018)
CPG – Amenity (2018)

Adopted Prior

CPG6 – Amenity (2011)
CPG7 – Transport (September 2011)
CPG8 – Planning obligations (July 2015)

Jeffrey's Street Conservation Area Appraisal and Management Strategy (2002)

Technical Housing Standards - Nationally Described Space Standard (2015)

Proposal

Proposed is a contemporary asymmetric pitched roof extension to the flat roof of the existing building. The extension would have a maximum length of 15.3m and width of 8.8m to sit behind the existing parapet. It would have an eaves height at 1.85m and a ridge at 3.8m; each elevation would have glazing, with the south-western elevation almost entirely glazed. A roof terrace is also proposed to the south-west of the extension. The extension would create a new residential unit that would have three bedrooms (5 person occupancy) and would have a Gross Internal Area (GIA) of 115sq. m. The roof terrace would measure 15.9sq. m.

The main planning considerations are:

- Background
- Principle of Land Use
- Design and Impact on Surrounding Area
- Impact on Neighbouring Amenity
- Standard of Accommodation
- Transport

Background

A previous application for a similar single storey roof extension to form a two bedroom flat was refused (Ref: 2015/4920/P dated 24/11/2015). The three reasons for refusal are as follows:

1. *The proposed development, by virtue of its siting, scale, materials and detailed design, would appear as an incongruous addition to the host building and the surrounding area within which it is located failing to respect its character and integrity. Furthermore the development would fail to preserve and enhance the character of the surrounding Conservation Area and cause harm to the setting of the Grade II listed building at No.8-10 Ivor Street. Therefore the development is contrary to Policy CS14(Promoting high quality places and conserving our heritage) of the London Borough of Camden Local Development Framework Core Strategy and Policies DP24(Securing high quality design) and DP25 (Conserving Camden's heritage) of the London Borough of Camden Local Development Framework Development Policies.*
2. *In the absence of a Daylight and Sunlight Report the applicant has failed to demonstrate that the development would not detrimentally harm the amenity of neighbouring residents, contrary to policies CS5 (Managing the impact of growth and development) and DP26 (Managing the impact of development on occupiers and neighbours) of the London Borough of Camden Core Strategy and Development Policies 2010.*
3. *The proposed development, in the absence of a legal agreement securing car-free housing, would be likely to contribute unacceptably to parking stress and congestion in the surrounding area, contrary to policies CS11 (Promoting sustainable and efficient travel) and CS19 (Delivering and monitoring the Core Strategy) of the London Borough of Camden Local Development Framework Core Strategy (2010) and policies DP18 (Parking standards and the availability of car parking) and DP19 (Managing the impact of parking) of the London Borough of Camden Local Development Framework Development Policies (2010).*

This was later dismissed at appeal (Ref: APP/X5210/W/16/3147212 dated 13/06/2016), wherein the Inspector made the following observations:

- Due to its “scale, bulk, proportions, fenestration and contemporary design” the extension would “introduce a harmful contrast” and “incongruous addition to the roof of the building”.
- Despite the setback, the addition would be “unduly prominent” which would be “further emphasised by the use of substantial glazing” and would “fail to preserve the character and

appearance of the Jeffrey's Street Conservation Area"

- Due to its prominence *"the development would therefore detract from the setting of the listed building"* (at 8-10 Ivor Street)
- *"The development would not result in a harmful overbearing effect upon the occupiers of surrounding properties"* and *"the development would not result in an unacceptable overshadowing effect on the daylight and sunlight provision to the habitable windows and amenity spaces of surrounding properties"*. Similarly, there were no concerns regarding loss of privacy or noise.
- Any development would need to be 'car free', secured via S106 legal agreement

In response to this appeal decision, the design has been altered most notably to reduce the eaves height, but has increased the overall footprint to form a three bed unit (rather than two bed). The level of glazing has also increased. A daylight-sunlight report has also been submitted in support of the application to demonstrate the impact of the proposal on the daylight and sunlight to the windows of the neighbouring properties.

Principle of Land use

Camden's Local Plan (2017) Policy H1 states that the Council will seek to maximise the supply of homes and minimise their loss. The area is predominantly residential in character and therefore the provision of additional residential accommodation is considered appropriate in this location. A three bedroomed unit is proposed, which is desired in accordance with Policy H7 of Camden's Local Plan. As such, no objection is raised to the proposal on the grounds of land use.

Design and Impact on Surrounding Area

The existing building has a balanced, symmetrical façade and is already significantly taller than the other buildings in the street. Because of its height, it is significantly visible in longer views along the street and when viewed from the rear as the backdrop to 8-10 Ivor Street, a terrace of Grade II Listed stucco buildings with a low scale. Adding additional bulk to the roof of the building would disrupt its balanced composition and increase the over-dominance of the host building in the streetscape to an unacceptable degree. Aside from the principle of adding further height to the building, the perforated metal cladding, pitched roof and full height glazing would fail to respond to the distinct architectural character of the surrounding area as described above. The balustrading required to enclose the roof terrace would also be considered to result in additional roof clutter, appearing as an incongruous addition in the street. The overly prominent glazing would be at odds with traditional vertical fenestration hierarchy in which the scale of fenestration diminishes moving up the building.

It is noted that an application for a 2 bedroom flat on the same building was refused and dismissed at appeal in 2015 (2015/4920/P). In the appeal decision, the Inspector states that:

"The existing building has a balanced façade facing Jeffrey's Place with symmetry of window positions and detailing, including a characteristic hierarchy of windows that reduce in scale from the ground floor upwards. In this respect, the scale, bulk, proportions fenestration and contemporary design of the extension would introduce a harmful contrast at odds with the traditional architectural composition of the existing building. The development would therefore be viewed as an incongruous addition to the roof of the building".

The Inspector also stated that:

"Although the extension would be set back, it would remain visible and unduly prominent along Jeffrey's Place and from Ivor Street given it would further increase the height of a building which is already taller than surrounding properties. That would be further emphasised by the use of substantial glazing to its Western elevation facing towards Prowse Place. The development would therefore be

viewed as an overly dominant feature in the townscape and would fail to preserve the character and appearance of the Jeffrey's Street Conservation Area".

These reasons are still relevant to this application as whilst the eaves height of the proposal has been reduced since the previously dismissed appeal, the footprint has been increased to sit just behind the existing parapet, it is also noted that the ridge height has been increased by 400mm. The extension would still remain visible and unduly prominent along Jeffrey's Place and from Ivor Street. It would still include the use of substantial glazing to its western elevation facing towards Prowse Place continuing to emphasise its height, particularly in the context of the Grade II Listed Building at 8-10 Ivor Street. The current application has not addressed the issues set out in the Inspectors report and the proposed extension would still clearly harm the character and appearance of the wider conservation area and the setting of the nearby listed buildings, contrary to Local Plan Policies D1 and D2.

The Planning Statement makes reference to a number of roof extensions on nearby sites (9 Jeffrey's Place, 7 Ivor Street, and Former garages rear of 174 Camden Street and 29 Prowse Place). However it is noted that these developments are at a lower level, smaller scale, or reduced prominence to that proposed here. In any event, each case is assessed and determined on its own merits and a roof extension at one property would not set a precedent for a roof extension at another property.

Impact on Neighbouring Amenity

Policy A1 of Camden's Development Plan (2017) seeks to ensure that the amenity of neighbouring properties is protected. It states that planning permission will not be granted for development that causes harm to the amenity of occupiers and neighbours in terms of loss of daylight, sunlight, outlook and privacy.

Daylight/sunlight

Unlike the previous planning application, a daylight/sunlight report has been submitted with this application demonstrating that the proposal is considered to be acceptable in this regard. As such, the proposal would not result in undue harm to the daylight/sunlight of neighbouring properties.

Outlook/sense of enclosure.

It is considered that, similarly to the Inspector's review of the previous application, the proposal would not result in an undue loss of outlook or sense of enclosure.

Noise

Whilst the additional unit at roof level would serve to somewhat increase the level of activity and intensify the use of the site, given that only one residential unit is proposed, it is considered not to result in unduly harmful levels of noise. Similarly, by reason of the residential nature of the property, and scale of the roof terrace (15.9sq. m) it would not allow for large gatherings of people, and would be unlikely to result in unduly harmful levels of noise.

Overlooking

Whilst the proposal would allow for increased levels of overlooking to neighbouring properties, given the level of overlooking currently achievable on site from other windows in the lower floors of the building, this is considered not to result in undue harm to neighbouring amenity, and refusal is not warranted on this basis. Whilst the terrace would result in some potential for overlooking, similarly to the previous dismissed appeal, this would not represent undue harm and refusal is not warranted on this basis.

Standard of Accommodation

The Technical Housing Standards - Nationally Described Space Standard (2015) document specifies a minimum floor area of 86sq. m (GIA) for a single storey 3 bed (5 bedspace) unit. The proposed unit would have a floor area of 115sq. m (GIA), exceeding this standard. The proposed bedrooms would also all

exceed the minimum space standard of 11.5sq. m for double occupancy bedrooms and 7.5sq. m for a single occupancy room, and more than 75% of the GIA of the unit would have a minimum internal height of 2.3m. The unit would provide an acceptable standard of accommodation in terms of access to daylight and sunlight, with the unit being dual aspect, and amenity space would be provided. Given the above assessment, the proposal represents a good quality of accommodation.

Transport

Car free development

Policy T2 of Camden's Local Plan (2017) expects new residential development to be car-free to facilitate sustainability, help promote alternative, more sustainable methods of transport and stop the development from creating additional parking stress and congestion, which is particularly important given the parking stress in this area and PTAL of 6a. Had the application been recommended for approval, a S106 would be required to remove parking permits of future residents. Given the context of the recommendation this consequently forms a further reason for refusal of the application, although an informative will also specify that without prejudice to any future application or appeal, this reason for refusal could be overcome by entering into a legal agreement in the context of a scheme acceptable in all other respects.

Cycle parking

Policy T1 of Camden's Local Plan (2017) requires cycle storage that is covered and secure, and 2 spaces should be provided for this 3 bed unit. The Design and Access Statement confirms that 2 cycle parking spaces have been provided at ground floor level within an existing cycle storage area. The ground floor plan has been annotated to show a cycle storage area under the stairs. However it is not clear if there would be sufficient space for 2 additional cycle parking spaces. Having reviewed the prior approval permissions to create residential units on the lower floors of the building (ref: 2015/0232/P dated 02/03/2015) 3 no. cycle parking bays were created in this location and 3 under the staircase of the other entrance to the building. The cycle storage area would measure approximately 2.53 sq. m (2.38m x 1.29m). It is not clear if this area would not be sufficient to accommodate a further Sheffield stand to provide for the additional 2 bicycles to be stored. In the absence of this information, the proposal would be considered unacceptable as it would be contrary to policy T1.

Construction management plan

Although the nature and scale of the development is relatively modest, it is considered that, given the narrow nature of Jeffrey's Place, a CMP would be required and associated implementation support contribution of £3,136. This would be secured by s106 legal agreement. If the scheme was acceptable in all other respects a construction management plan which includes a section on construction traffic management would be secured via a S106. In the absence of such a legal agreement this forms a further reason for the refusal of the application.

Highways works

It is considered unnecessary to secure a highways contribution against this development as one was previously secured against the approved conversion scheme. In any case, the scaffolding licence that will be required in order to construct the roof extension will include a bond for repairing any damage to the footway/carriageway.

Refuse storage

The proposed plans indicate that the refuse storage area within the ground floor of the building would be used by the new flat as well as the approved 6 x 2 bed flats that were granted in 2015 (see planning history above for further details). The total weekly waste created by all the flats in the building would be calculated as 1260 litres (in line with formula provided in CPG1). This would be facilitated by a Eurobin. Although the bin store area would appear to be undersized at 0.76m in depth (a Eurobin measures 990mm in depth) it was included in the approved plans as part of 2015/1486/P. Consequently no further objections would be raised to the proposed refuse storage area.

Landscaping/green roof

The proposal would include an area of green roof that would be adjacent to the enclosed roof terrace. This would introduce environmental benefits to the scheme and would be considered acceptable. A condition would be attached requiring details of the green roof to be submitted and approved to the local planning authority.

Recommendation

Refuse planning permission