

Delegated Report		Analysis sheet		Expiry Date:	05/11/2018
		N/A / attached		Consultation Expiry Date:	07/10/2018
Officer			Application Number(s)		
Kristina Smith			(i) 2018/4025/P (ii) 2018/4339/L		
Application Address			Drawing Numbers		
9 John Street / 9 Northington Street London WC1N 2ES			<i>Refer to Draft Decision Notice</i>		
PO 3/4	Area Team Signature	C&UD	Authorised Officer Signature		
Proposal(s)					
(i) Erection of single storey roof extension to Northington Street elevation and installation of glazed link at roof level in association with provision of additional office floorspace (B1) (ii) Erection of single storey roof extension to Northington Street elevation and installation of glazed link at roof level					
Recommendation(s):		(i) Refuse planning permission (ii) Refuse listed building consent			
Application Type:		(i) Full Planning Permission (ii) Listed Building Consent			

Conditions or Reasons for Refusal:	Refer to Draft Decision Notice			
Informatives:				
Consultations				
Adjoining Occupiers:	No. of responses	00	No. of objections	00
Summary of consultation responses:	<p>A site notice was displayed on 12/09/2018 (consultation end date 06/10/2018) and a notice was displayed in the local press on 13/09/2018 (consultation end date 07/10/2018).</p> <p>No responses have been received</p>			
CAAC comments	No response received from Bloomsbury CAAC			

Site Description

The site consists of two adjoined buildings in office use(Class B1), one of which is a grade-II-listed townhouse, No.9 John Street, part of a listed terrace of eight houses. The second, No.9 Northington Street is a 19th-century commercial building fronting Northington Street, a secondary street off John Street. The application relates to the part of the building facing Northington Street only, which according to the heritage information submitted as part of the pre-application states it is listed purely due to its attachment with the John Street building. The Northington Street building shall therefore be assessed as a listed curtilage structure.

The buildings are located in the Bloomsbury Conservation Area and Central London Area.

Relevant History

APPLICATION SITE

18515 - Restoration and refurbishment of 9 John Street, WC1 with the addition of a new rear lift shaft and a lower ground floor extension and new second floor link between 9 John Street and 9 Northington Street, WC1 and the reconstruction of the existing first floor link. **Granted 22/08/1974**

22237 - Alterations including the addition of a new rear lift shaft, a new second floor link between 9 John Street and 9 Northington Street, the reconstruction of the existing first floor level and a mansard roof extension to 9 Northington Street at third floor level. **Refused 26/05/1976** on the grounds that:

- The proposed roof extension would have an adverse effect on the appearance of the building and the visual amenity of this part of the Bloomsbury Conservation Area in view of its prominent position.

Relevant policies

National Planning Policy Framework 2018

London Plan 2016

Draft London Plan 2017

Camden Local Plan 2017

A1 Managing the impact of development

E1 Employment sites and premises

D1 Design

D2 Heritage

T1 Prioritising walking, cycling and public transport

T4 Sustainable movement of goods and materials

Camden Planning Guidance

CPG1 Design (2013) - Section 3 (Heritage)

CPG Amenity (2018) – Section 7 (Overlooking, privacy and outlook)

CPG Transport (2015) – Section 9 (cycling facilities)

Bloomsbury Conservation Area Appraisal and Management Strategy (2011)

Assessment

1 Proposal

- 1.1 The application seeks planning permission for the erection of a glazed and perforated bronze aluminium roof extension measuring 12.5m (w) x 7.6 (d) x 2.85 (h) and a glazed link structure measuring 2.6m (w) x 2.8m (h) x 3m (d) at roof level to provide an additional 86 sqm of office floorspace (Use Class B1).
- 1.2 No revisions have been undertaken during the course of the application.

2 Assessment

2.1 The main considerations in the determination of the application are:

- Land use
- Design and Heritage
- Amenity
- Transport consideration

2.2 As the application site is situated within the Conservation Area and the building is a curtilage structure to Grade II listed 9 John Street, the following statutory provisions are relevant to the determination of these applications are Section 16, 72 and 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 as amended by the Enterprise and Regulatory Reform Act 2013.

2.3 Section 16 requires that in considering whether to grant listed building consent for development which affects a listed building, the local planning authority shall have special regard to the desirability of preserving the listed building, its setting and its features of special architectural or historic interest.

2.4 Section 66 of the Act requires that in considering whether to grant planning permission for development which affects a listed building, the local planning authority shall have special regard to the desirability of preserving the listed building, its setting and its features of special architectural or historic interest.

2.5 The NPPF terms listed buildings designated heritage assets. Section 12 of the NPPF provides guidance on managing change to designated heritage assets through the planning system, including avoiding or justifying harm to the special architectural or historic interest of listed buildings. Paragraph 134 states that “less-than-substantial harm” to a designated heritage asset must be outweighed by the public benefits secured by the proposals, including heritage benefits to the assets.

3 Land use

3.1 Policy E2 (Employment sites and premises) states that the Council will retain land and buildings that are suitable for continued business use. The proposal would result in the creation of an additional 86 sqm of office floorspace in the Central London area on a street in mainly office and residential use. The uplift of office floorspace in this location is supported by the Council and the proposal is considered acceptable in this regard.

4 Design and Heritage

- 4.1 Policy D1 of the Local Plan requires all developments to be of the highest standard of design and will expect development to consider:
- Character, setting, context and the form and scale of neighbouring buildings and constraints of its site;
 - The prevailing pattern, density and scale of surrounding development;
 - The impact on existing rhythms, symmetries and uniformities in the townscape
- 4.2 Furthermore, by virtue of the site being located within the Bloomsbury Conservation Area, the Council has a statutory duty, under section 72 (Conservation Areas) of The Planning (Listed Buildings and Conservation Areas) Act 1990, to pay special attention to the desirability of preserving or enhancing the character or appearance of the conservation area. This is reflected in policy D2 (Heritage) which seeks to only permit development within conservation areas that preserves and enhances the character and appearance of the area.
- 4.3 The Bloomsbury Conservation Area statement recognises that extensions can have a detrimental impact on the character and appearance of the area and identifies inappropriate roof level extensions as an example of detrimental development, particularly where they interrupt the prevailing scale and character of a block and are overly prominent in the street. The statement recognises that the conservation area has many diverse historic rooflines which are important to preserve. Fundamental changes to the roofline, insensitive alterations, can harm the historic character of the roofscape and will not be acceptable.
- 4.4 The proposal is for an additional storey that would be slightly set back from the edge of the flat roof across most of the northern elevation by approx. 20cm. On the northeast corner of the building, the extension would have a greater set back of approx. 1.9m and would be curved. The extension would be clad in bronze perforated aluminium. A glazed link would connect the new roof extension to an existing lift shaft.
- 4.5 The properties surrounding the application site on Northington Street are of varying heights between 2-4 storeys in contrast to the consistency of the properties on the adjacent John Street. Despite the variation, the existing three storey height of the application site results in it being one of the tallest properties on this section of the street already, with the only exception being the four storey corner plot. This building itself has a stepped design as it increases in height to address the corner. The more contemporary building adjacent at no.7 respects this height and no.5 shows a reduction in height again in response to the smaller proportions of the Kings Mews properties. It is therefore not considered that the host building could accommodate any increase in height as it would be detrimental to the established shoulder height and parapet line.
- 4.6 As a result of its height and plot width the building plays a commanding and important role on this secondary street. Any additional height would be very prominent in public and private views, particularly from the junction of Northington Street and John Street where by virtue of the two two-storey properties directly adjacent, the flank wall would also be visible. The entire bulk of the roof extension would be read from this point in the streetscene. The extension would also be detrimental to the appearance of the decorative and prominent Lady Ottoline public house that occupies the corner site and is identified as a positive contributor to the conservation area.
- 4.7 The contemporary detailed design of the extension, including its curved form and use of perforated bronze aluminium in front of full-height glazing, would visually detract from the traditional brick-based material palette of the surrounding historic environment. Whilst some contemporary additions to the streetscene are evident, including at no.7 Northington Street and 16-17 King's Mews, these are infill developments rather than contemporary additions to historic – and in this case, listed – buildings.

4.8 A glazed link structure would connect the buildings at roof level. Although the link would be connected to the lift shaft, a later addition to the building, and therefore avoiding harm to historic fabric, the glazed extension nonetheless represents an incongruous feature at a high level that would be visible from Northington Street. Seen from the rear windows of properties on Kings Mews, it too would present a prominent feature at rooftop level, to the detriment of views of the listed terrace.

4.9 It is therefore considered that further height and bulk in this location, as well as the non-traditional form and use of materials, would be detrimental to the character and appearance of the host building, the wider streetscene and the setting of the adjacent listed buildings on John Street.

5 Planning Balance

5.1 It is recognised that the proposal would bring about harm to the setting of the listed building and the character and appearance of the conservation area. In order to support 'less than substantial' heritage harm, the Council has to identify tangible public benefits arising from the scheme that would outweigh the harm. No public benefits have been identified that would outweigh the heritage harm.

6 Impact on the amenity of surrounding occupiers

6.1 By virtue of the location of the massing and the distance from the windows of surrounding residential occupiers, the proposal would avoid having an adverse impact on the amenity of surrounding occupiers.

7 Transport Considerations

7.1 In line with Policy T1 of the Local Plan, the Council expect cycle parking at new developments to be provided in accordance with the standards set out within the London Plan. However, as the proposed extension is below the commercial floorspace uplift threshold of 90sqm, the development is not required to provide additional cycle parking. .

7.2 As the site is located in a sensitive Central London area, the proposed development would have the potential to cause significant disruption unless carefully managed. In accordance with policy A1 and T4, where development sites have the potential to cause significant disturbance due to their location or the anticipated length of construction period, measures required to reduce the impacts of construction works must be secured via a Construction Management Plan (CMP). Although significant concern is raised with regard to disruption from construction unless carefully managed, these concerns could have been reasonably addressed via securing a CMP through a s.106 legal agreement. In the absence of such an agreement, the unmanaged development does have the potential to cause significant harm and as such forms a reason for refusal.

8 Recommendation

8.1 Refuse Planning Permission and Listed Building Consent

