

Delegated Report		Analysis sheet	Expiry Date:	08/07/2019
		N/A / attached	Consultation Expiry Date:	09/06/2019
Officer			Application Number(s)	
Laura Hazelton			2019/2044/P	
Application Address			Drawing Numbers	
3 Bacon's Lane London N6 6BL			Please refer to decision notice	
PO 3/4	Area Team Signature	C&UD	Authorised Officer Signature	
Proposal(s)				
Erection of single storey rear extension; erection of new garage to southern boundary; partial conversion of existing garage to habitable room and installation of new doors; over-cladding of the building with powder coated aluminium incorporating new balconies to front, sides and rear with alterations to fenestration and front entrance canopy; relocation of front entrance door; enlargement of rear dormer and erection to 2 x new dormers to side roof slopes; erection of new front and side garden walls; demolition of 2 x chimney stacks; and alterations to garden levels.				
Recommendation(s):		Refuse planning permission.		
Application Type:		Householder Application		

Conditions or Reasons for Refusal:						
Informatives:	Refer to Draft Decision Notice					
Consultations						
Adjoining Occupiers:			No. of responses	04	No. of objections	02
Summary of consultation responses:	<p>2 Letters of support were received from the owner/occupiers of 2 and 5 Bacon's Lane, summarised below:</p> <ul style="list-style-type: none"> • Support the construction of new Garden walls. The Lane's residents have been subjected to car theft, car break-ins, burglary and vandalism. • Four well known architects of the era all built their homes here - Nos 1 & 2 were built by Peter Cocke, Sir Anthony Cox built No 5 & Bill Yuille built No 4. Obviously the Lane will and should evolve. • The original rather open vision for the Lane is unsustainable in today's world. In fact, this rarified setting is actually uniquely insecure and there have been several burglaries over the years. <p>2 Letters of objection were received from the owner/occupiers of The Old Hall, and the East Wing, The Old Hall, summarised below:</p> <ul style="list-style-type: none"> • Part of our garden borders 3 Bacon's Lane and is alongside the proposed rear dining room extension. This area of our garden is particularly secluded and a wildlife haven. Concerns that the extension could lead to the hedge being trimmed to provide light to the new extension. • The enlargement of the rear dormer, huge first floor windows, and increased balconies will be detrimental to our privacy. • As part of our freehold, we have a right of way access path to the Old Hall garden gate from Bacons Lane. We would like reassurance that this will be respected with the erection of the new boundary wall. • Any permission should be subject to the retention of the existing trees. 					
CAAC/Local groups comments:	<p>Highgate Conservation Area Advisory Committee (CAAC) objected to the application:</p> <p>Highgate CAAC has considerable concerns about this application. The extension is of such a size that it constitutes over-development of a restricted site with loss of amenity space and openness. It also results in loss of privacy for adjoining owners by reason of overlooking. This overlarge roof dormer is in breach of the design requirements in the CA. The lack of any cross section makes it impossible to estimate the way in which the ground falls affects all these issues.</p> <p>The Highgate Society Objected to application:</p>					

This application amounts to an almost total rebuild of this 1950s House which is not listed but in a Conservation Area and part of an important group of houses within Highgate village. Bacon's Lane was the concept of Leonard Menasseh and his own house No. 6, which is Grade 2 listed, is very close to this proposal.

The existing house has an iconic chimney and internally there is an interesting curving staircase both of which have been removed in the new proposal.

The main house application is close to the footplate of the existing house, however the proposed dining room and garage extensions add significantly to the bulk and the result is completely out of kilter with the other Leonard Menasseh houses.

The renders shown on the application carefully ignore the Leonard Menasseh's No 6 Bacon Lane which is actually quite close.

They also show the house covered with trees but, in reality the front garden is minimal and unlikely to support trees of any size.

This application would have a detrimental impact on a distinctive enclave in Highgate village.

Site Description

3 Bacon's Lane is a two storey (with loft conversion) single storey dwellinghouse on the east side of Bacon's Lane, a private road off South Grove.

The application site is not listed, but is located within the Highgate Village Conservation Area and is in close proximity to the Grade II* Listed The Old Hall which is to the west and borders the application site, and Grade II Listed 6 Bacon's Lane. The site is also located in the Highgate Village Neighbourhood Forum area.

The enclave was developed in the 1950s when a distinct group of eight houses were built on the site of the Old Hall kitchen garden and orchard and of a 19th century house. Mr Osborne, the then owner of the Old Hall, offered building plots for sale to a number of architects who built their own houses.

Relevant History

No planning history for the application site.

Relevant policies

National Planning Policy Framework 2019

The London Plan 2016

Camden Local Plan 2017

Policy A1 Managing the impact of development

Policy A3 Biodiversity

Policy D1 Design

Policy D2 Heritage

Policy T1 Prioritising walking, cycling and public transport

Policy T2 Car free development

Highgate Neighbourhood Plan 2017

Policy DH2: Development Proposals in Highgate's Conservation Areas

Policy DH3: Rear Extensions

Policy DH5: Roofs and Roofscape

Policy DH6: Front Boundaries

Policy DH10: Garden land and Backland Development

Camden Planning Guidance

CPG Amenity 2018

CPG Design 2019

CPG Transport 2019

Highgate Conservation Area Appraisal and Management Strategy 2007

Assessment

1. Proposal

1.1 Planning permission is sought for the following development:

- Erection of single storey rear extension and infilling of southern corner (rear) with enlarged rear terrace above
- Erection of new garage to southern boundary to provide car parking space.
- Partial conversion of existing garage to habitable room and installation of new doors.
- Over-cladding of the building with powder coated aluminium and vertical timber boarding incorporating new balconies to front, sides and rear with alterations to fenestration and front entrance canopy.
- Relocation of front entrance door and installation of new canopy.
- Enlargement of rear dormer and erection to 2 x new dormers to side roof slopes.
- Erection of new front and side garden walls.
- Demolition of 2 x chimney stacks.
- Replacement of windows
- Landscaping works including alterations to garden levels.

2. Assessment

2.1 The principal considerations in the assessment of the current application are as follows:

- Design/Conservation
- Neighbouring amenity
- Transport considerations

3. Design/Conservation

3.1 The Council's design policies are aimed at achieving the highest standard of design in all developments, including where alterations and extensions are proposed. Policy D1 of the Local Plan 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 and listed buildings.

3.2 Policy DH2 of the Highgate Neighbourhood Plan requires development proposals, including alterations or extensions to existing buildings, to preserve or enhance the character or appearance of Highgate's conservation areas, and respect the setting of its listed buildings and other heritage assets. Development should preserve or enhance the open, semi-rural or village character where this is a feature of the area.

3.3 Camden's Development Policies Document is supported by CPG (Design) and the Highgate Conservation Area Appraisal and Management Strategy.

3.4 Given the location of the site within the Highgate Conservation Area, and its proximity to Grade II* Listed The Old Hall and Grade II Listed 6 Bacon's Lane, Sections 72,66 and 16 of the Planning (Listed Buildings and Conservation Areas) Act 1990 ("the Listed Buildings Act") are

relevant. Section 72 requires that special attention to be paid to the desirability of preserving or enhancing the character or appearance of a Conservation Area when considering applications relating to land or buildings within that Area. Similarly, Section 66 requires special regard to be had to the desirability of preserving listed buildings and their settings or any features of special architectural or historic interest which they possess. This also includes their setting (s.16).

- 3.5 The application site is located within Sub Area 1 (Highgate Village) of the Highgate Conservation Area, and the Appraisal and Management Strategy describes on page 10 how *“This narrow lane lies on the slope south of South Grove, and benefits from views of the trees in Highgate West Cemetery. The narrow entrance to this private road is marked by a metal barrier and by rough-hewn granite bollards and kerbs, and is concealed by the high red brick walls to the corner properties. On the east side of the lane the older garden walls have robust brick buttresses which are in need of repointing and repair. The enclave was developed in the 1950s when a distinct group of eight houses were built on the site of the Old Hall kitchen garden and orchard and of a 19th century house. Mr Osborne, the then owner of the Old Hall, offered building plots for sale to a number of architects who built their own houses”*.
- 3.6 *“There is a sense of openness: boundaries between properties are minimal, reminiscent of the former garden, although some of the houses are deliberately concealed from the rest of the group. The siting and design of each property has its own style but the group is cohesive and a covenant on the site prevented the houses from rising more than two-storeys. Nos 1 & 2 by Peter Cocke of Architects Co-Partnership, c1960, are low-rise one-storey dwellings”* (page 10).
- 3.7 *“No 3, built for the Rubens family, is a solid, double-fronted, two-storey property of a more conventional form with a pitched roof and a distinct stone-clad chimney/balcony feature at the rear, reminiscent of the 1950s.” Although the building is not specifically listed as making a positive contribution to the character of the conservation area, it is not considered to be without merit. A number of alterations have been carried out to the property since construction, including the enlargement of the sitting room to the rear, the addition of a fireplace and chimney, and the erection of a two storey side extension adjacent to no.2 to provide a ground floor garage and studio above”* (page 11).
- 3.8 The proposals include the enlargement of the property by way of the extension of the existing single storey 1960s rear extension by approximately 8sqm, and the erection of a new detached garage to the south west corner of the site measuring 33sqm and the infilling of a rear corner at ground floor level. All extensions would be single storey with a hipped roof form clad in bronzed copper alloy and constructed of brickwork to match the existing building.
- 3.9 At roof level, the existing dormer to the south elevation would be re-clad in bronzed copper alloy, and matching smaller dormer windows erected to the east and west roof slopes. The proposals include the removal of both chimneys, including the decorative chimney to the west gable.
- 3.10 The building would be clad in a new insulating layer and breather membrane to the outside of the existing brickwork, with a visual rain screen comprising vertical steel ribs with a powder coated finish. The cladding would project down from the outermost point of the roof eaves, with an offset of approximately 600mm from the existing external brick walls. A number of windows would have their cills dropped to floor level, with new balcony spaces created within the void between the external cladding and existing brickwork.

- 3.11 To the front elevation, the existing entrance door would be relocated to a more central location and ramped access provided behind the existing front garden hedge. The existing entrance would be retained as a secondary access into the kitchen, with a new canopy erected between the two doors constructed of the same bronze copper alloy used elsewhere.
- 3.12 The existing design and character of the 1950s host house, all traces of which would be completely removed by the proposed development, is considered to be a worthy design in its own right. These brick houses along Bacon's Lane as a group, including their setting, are considered to contribute to the character of the Conservation Area, and the open character of the green space is considered to be a significant characteristic.
- 3.13 The proposals would result in the total alteration of the appearance of the house and remove all traces of the existing 1950s design and character. The dwelling is already one of the largest in the cul-de-sac and the application of cladding would make the house much more bulky, as well as harming its design. The justification for the proposed cladding has been given as the need to insulate the house; however, it would be more appropriate to apply wall insulation internally, not externally, where it is to the detriment of the conservation area. As such, the suggested sustainability benefits are not considered to outweigh the harm identified. Although there may be scope to introduce an extension or alterations of a more contemporary design in this location given the variety of building designs along Bacon's Lane, taken together, the unjustified bulk arising from the cladding and the additional ground floor extensions (discussed further in paragraph 3.15) is considered harmful over development of the site.
- 3.14 Policy DH3 of the Highgate Neighbourhood Plan states that rear extensions on residential properties should be subordinate in scale to the original dwelling, complement its character in terms of design, proportion, materials and detail, should not harm the amenity of adjacent properties, and should retain a significant area of garden or amenity space which is proportionate to that of neighbouring properties in the surrounding area. Development should respect and preserve existing architectural features where these contribute to local character and appearance.
- 3.15 The proposed cumulative size and massing of the rear extensions and garage building to the rear is considered excessive and harmful when considering the plot size. The proposed rear extension would feature a large overhanging canopy formed by extending the roof structure, further increasing its bulk. The extent of the proposed extensions, together with the hard landscaping proposed (discussed in paragraph 3.17) are considered to constitute overdevelopment of the site. They would occupy a disproportionate amount of the curtilage of the site, detrimentally affecting the verdant setting of the host dwelling and the surrounding area. The development would represent a significant departure from the verdant and natural existing state, which can be appreciated from surrounding houses.
- 3.16 Policy DH5 of the Highgate Neighbourhood Plan states that dormers should respect the existing roof form in terms of design, scale, materials and detail and be restricted to the rear where they are part of the established local character and would not have an adverse impact on the amenity of the area or the significance of heritage assets. Although the proposed dormers would be highly visible from both ends of Bacon's Lane, they would appear subordinate to the roofslopes, and would be set back from the roof eaves and ridges. It is acknowledged that the set back from the roof eaves of 0.44m would fall just short of the

minimum distance of 0.5m recommended by CPG 'Altering and extending your home'; however, the dormer windows would be fairly narrow in width, and it is considered that a sufficient distance is retained to ensure the dormer extensions did not overwhelm the roofslope.

3.17 The proposed boundary treatment and landscaping would result in excessive hardstanding (approximately 44% of the existing site curtilage) and would be a significant departure from the verdant and natural existing state, which can be appreciated from surrounding houses. At present, the south/east boundary treatment of the site features much established shrubbery and trees which would be replaced with a 2.4m high brick wall. The boundary treatment would not preserve or enhance the open, semi-rural character of Bacon's Lane, contrary to policy DH2 of the Highgate Neighbourhood Plan.

3.18 As such, the proposals are considered to cause harm to the character of the host building and the appearance of this part of the Highgate Conservation Area, contrary to policies D1 and D2 of the Camden Local Plan and Policies and Policies DH2, DH3, DH5 and DH6 of the Highgate Neighbourhood Plan.

Impact on heritage assets

The Old Hall

3.19 Grade II* listed The Old Hall is located on the south side of South Grove, approximately 24m to the west of the application site. The detached building (now in use as flats), was first constructed in 1694, with later extensions added in the 18th, 19th and 20th centuries.

3.20 The building's architectural and historical interest as well as its setting are considered to contribute towards its significance. The site of Old Hall has historical associations going back to at least sixteenth century with perhaps the most significant being the place where Sir Francis Bacon died. The main historical significance of Old Hall is drawn from its contribution to the history of the settlement of Highgate. Significance is also drawn from the buildings past owners or occupiers the most notable of which include Sir William Ashurst and Sir William Domville, a former Mayor of London. Architecturally, the building is a good example of late seventeenth/early eighteenth century formal architecture. The front façade, influenced by classical proportions and design, makes a positive contribution to the streetscape in South Grove and the wider conservation area. The early or original design of the building is discernible and appreciated in the exterior elevations with a chronology of later building phases which are easily identifiable.

3.21 The high-level components of the proposal would be visible from certain views within the Old Hall and it's curtilage; however, due to the distance between them and the established mature trees within the grounds of the Old Hall, the proposals are not considered to cause harm to the setting or the significance of the listed building.

6 Bacon's Lane

3.22 Grade II listed 6 Bacon's Lane sits approximately 16m to the south east of the site. The dwellinghouse was constructed in 1957-59 by Leonard Manasseh for himself and his family. The building was first listed in 2009 for the following principle reasons:

- It ranks among the most notable architect-designed private houses of the 1950s, designed by the distinguished architect Leonard Manasseh for himself and family.
- It was Manasseh's first work in the emerging New Brutalist genre.
- Its complex plan and clever use of materials, makes it a critical example of the post-war architect-designed home, and a success as a small-scale, economically-built family home.
- Its significance, which has been subsequently endorsed, was widely recognised and published at the time.

3.23 At present, the southern end of Bacon's Lane is highly verdant, and as noted in the conservation area statement, boundaries between properties are minimal. The application site's boundary curves round the east and south ends of the curtilage, and features a number of mature shrubs and trees. The proposals involve the erection of a new boundary wall measuring 2.4m high, increasing to 3.5m to the top of the adjoining garage roof. Although the proposed boundary treatment and detached garage would be visible within the setting of 6 Bacon's Lane, it is not considered to cause harm to the setting of the listed building given the distance between the properties and the existing detached garage to the front of no.6.

Trees and Landscaping

3.24 The proposals involve the creation of a level terrace area surrounding the proposed extension, bounded by a retaining wall to the south side, which would step down to a new patio area adjacent to the new garage on the south boundary of the site.

3.25 The Highgate Neighbourhood Plan recognises the important role that back gardens play in the London townscape, contributing both to the ecology of the area and to quality of life, and as such, there is a presumption against the loss of garden land.

3.26 The proposed replacement of the open, sloping, well-established wildflower meadow to the side of the property with a fully enclosing retaining wall and garage, is considered to have a substantial negative impact on this part of the Conservation Area. Likewise, the proposed extensions and patio spaces are considered to result in a harmful loss of the majority of the existing garden space.

3.27 In terms of the impact on the existing trees, the submitted design and access statement states that no works are proposed within the root protection areas of trees to be retained; however, the proposed plans show alterations to landscape and/or garden walls near to both on and off site trees. In the absence of an arboricultural impact assessment and method statement, or levels drawings/section it is not possible to fully assess the proposed landscaping or determine whether the proposed development would impact or damage the existing established trees on site, and as such, this would also form a reason for refusal.

4. Neighbouring Amenity

4.1 Policy A1 seeks to protect the amenity of Camden's residents by ensuring the impact of development is fully considered and would not harm the amenity of neighbouring residents. This includes daylight/sunlight, privacy, and outlook.

4.2 Given their height, location and distance to the nearest neighbouring properties, the proposed

single storey rear extension and garage building, would not cause harm to neighbouring amenity by way of a loss of outlook, privacy or daylight.

- 4.3 Although a new dormer window would be introduced to the north roofslope directly facing the first floor windows of neighbouring residential property no.2 Bacon's Lane, the windows would be approximately 18m apart, which would comply with the minimum recommended distance set out in Camden Planning Guidance. Likewise, the south facing dormer would be approximately 25m from the nearest dwelling, no. 5 Bacon's Lane, and as such, would not result in a harmful loss of privacy to these residents.

5. Transport Considerations

- 5.1 The site benefits from an existing garage with space for two cars. The proposals involve the partial conversion of this space to provide a habitable room while retaining one parking space. A new external garage would be constructed with space for one car. The Council's Transport Officers have confirmed that provided parking provision at the site does not increase, the proposals are considered acceptable in Transport terms.

6. Recommendation

- 6.1 It is recommended that the application is refused for the following reasons:
- 6.1 The proposed ground floor rear extension, overcladding and outbuilding, by reason of their scale, siting and detailed design, would cumulatively represent overdevelopment of the site, causing harm to the character and appearance of the building and its setting, the verdant and open character of the cul-de-sac and the Highgate Conservation Area, contrary to policies D1 (Design) and D2 (Heritage) of the Camden Local Plan 2017 and policies DH2 (Development Proposals in Highgate's Conservation Areas) and DH3 (Rear Extensions) of the Highgate Neighbourhood Plan 2007.
- 6.2 The proposed boundary treatment, hard landscaping and extensive outbuildings would result in the loss of garden space and open nature of the site, resulting in a detrimental impact to the character and appearance of the building and its setting as well as the verdant and open character of the cul-de-sac and the Highgate Conservation Area, contrary to policies A1 (Managing the impact of development), A3 (Biodiversity), D1 (Design) and D2 (Heritage) of the Camden Local Plan 2017, and Policies DH10 (Garden land and Backland Development), DH2 (Development Proposals in Highgate's Conservation Areas), and DH6 (Front Boundaries) of the Highgate Neighbourhood Plan 2007.
- 6.3 The applicant has failed to demonstrate, by way of a suitably comprehensive arboricultural impact assessment and method statement, that the proposed development would not damage the existing mature trees and cause harm to the local visual amenity, contrary to policies A1 (Managing the impact of development) and A3 (Biodiversity) of the Camden Local Plan 2017, and Policy DH10 (Garden land and Backland Development) of the Highgate Neighbourhood Plan 2007.