

Delegated Report		Analysis sheet		Expiry Date:		24/04/2019	
		N/A / attached		Consultation Expiry Date:		28/04/2019	
Officer				Application Number(s)			
Kate Henry				2019/1124/P			
Application Address				Drawing Numbers			
13 Tottenham Mews London W1T 4AQ				Refer to draft decision notice			
PO 3/4		Area Team Signature		C&UD		Authorised Officer Signature	
Proposal(s)							
Erection of single storey roof extension to provide additional office space (Class B1a)							
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. notified	00	No. of responses	00	No. of objections	00
Summary of consultation responses:		A site notice was displayed on 29/03/2019 (expiry date 22/04/2019) and a notice was placed in the local press on 04/04/2019 (expiry 28/04/2019). No responses have been received.					
Charlotte Street CAAC		No comments received (consultation expiry 16/04/2019).					

Site Description

No. 13 Tottenham Mews is a three storey building located at the northern end of Tottenham Mews. Part of the main (south-eastern) elevation faces onto Tottenham Mews, and the building extends along the side of No. 12 (the front façade of which is perpendicular to the front facade of No. 13) and the north-eastern edge of the building abuts No. 95 Charlotte Street (to the north-east). The building is roughly L-shaped, such that it wraps around the rear yard belonging to No. 97 Charlotte Street and the rear (north-western) elevation backs onto the former Bedford Passage (which is being reinstated as part of works being undertaken at the Astor College and Middlesex Hospital Annex sites, see Planning History section below). To the south-west of the building there is pedestrian access to Bedford Passage; however, the route is currently closed to the public.

The application building features different brick types, white painted horizontal concrete bands and an abundance of metal windows on its main (south-eastern) elevation. There are two entrance doors on the main elevation, one to either side at ground level. At the first and second floors, the building features centrally-placed double doors opening onto Juliet balconies. To the rear and south-western sides the building features blank facades. On the eastern side, the building features a number of openings, similar in style to those on the front elevation.

The building currently provides office space across all three levels.

The application site is within the Charlotte Street Conservation Area. The application site lies within the Central Activities Zone (CAZ) as defined by the London Plan and is also within what is referred to as the Central London area, as defined by the Council's Local Plan. The application site also falls within the area covered by the Fitzrovia Area Action Plan (FAAP).

Relevant History

13 Tottenham Mews

2018/4282/P – Erection of two storey roof extension to provide additional office space (Class B1a) – refused – Refused 02/11/2019.

Reasons for refusal:

- 1. The proposed roof extension, by virtue of its scale, bulk, materials and detailed design, would appear as an over-dominant and discordant addition to the host building detracting from the street scene along Tottenham Mews and harming the character and appearance of the Charlotte Street Conservation Area, contrary to Policies D1 (Design) and D2 (Heritage) of the Camden Local Plan 2017.*
- 2. The proposed development, in the absence of a legal agreement securing a Construction Management Plan, would be likely to give rise to conflicts with other road users and be detrimental to the amenities of the area generally, contrary to policies A1 and T4 of the Camden Local Plan 2017.*
- 3. The proposed development, in the absence of a legal agreement to secure "car-free" office accommodation, would be likely to contribute unacceptably to parking stress and congestion in the surrounding area, contrary to Policy T2 of the Camden Local Plan 2017.*

PSX0004458 – Change ground floor frontage to match existing first and second floor arrangements – Refused 25/07/2000; Appeal allowed 08/01/2001

CTP/N12/16/D/13521 – Change of use of ground floor of 13 Tottenham Mews W.1. from a garage to light industrial user – **Conditional approval 14/06/1972**

TP/81747/19483 – The redevelopment of the site of 95-97 Charlotte Street and 13 Tottenham Mews, St. Pancras, by the erection of a building of basement, ground, and part-two, part-four floors for use as car park and loading dock in the basement, showroom and warehouse on the ground floor, flat and warehouse on the first and second floor, and flats on the third and fourth floors – **Refused 09/07/1963; Appeal dismissed 09/07/1963**

174935 – The erection of a building on the site of 13, Tottenham Mews, St. Pancras – **Permission granted 04/01/1939**

41452 – Erection of a three-storey workshop and store building on the site of 13, Tottenham Mews, St. Pancras – **Permission 09/02/1938**

156701 – The rebuilding of the petrol store at No. 13 Tottenham Mews – **Permission 17/11/1937**

5 Tottenham Mews

2013/2935/C – Demolition of existing garage – **Granted 26/08/2014**

11-12 Tottenham Mews

2013/0917/P – Amendment to planning permission dated 25/06/12 (Ref: 2011/5279/P) for change of use from offices (Class B1a) to 7 self-contained flats, namely to erect an additional storey at fourth floor level to provide an additional 2 bedroom flat – **Refused 09/04/2013**

2012/6312/P – Amendments to planning permission granted 25/06/12 for change of use from offices (Class B1a) to 7 self-contained flats (4 x 1 bed, 2 x 2 bed & 1 x 3 bed), erection of extension at rear third floor level, alteration to rear light well to create terraces at lower ground level, alterations to replace/create new windows/doors on front and rear elevations, and replacement roof, namely erection of roof extension to provide an additional 3 bedroom flat – **Refused 24/01/2013; Appeal allowed 04/09/2013**

2011/5279/P – Change of use from offices (Class B1a) to 7 self-contained flats (4 x 1 bed, 2 x 2 bed & 1 x 3 bed), erection of extension at rear third floor level, alteration to rear light well to create terraces at lower ground level, alterations to replace/create new windows/doors on front and rear elevations, and replacement roof – **Granted Subject to a Section 106 Legal Agreement 25/06/2012**

14-19 Tottenham Mews (Mental Health Resource Centre)

2012/4786/P – Erection of a 5 storey building, including basement level and roof level plant enclosure, to provide a Mental Health Resource Centre (MHRC) including recovery centre, consultation and activity rooms (Class D1) and 6 x 1 bed short-stay bedrooms (Class C2) (following demolition of existing two storey MHRC building (Class D1)) – **Granted Subject to a Section 106 Legal Agreement 13/12/2012** (The permission was not implemented and the permission has since lapsed)

2012/5306/C – Demolition of existing two storey Mental Health Resource Centre (MHRC) building (Class D1) – **Granted 13/12/2012**

Middlesex Hospital Annex

2017/0404/P – Refurbishment of and alterations to the existing former Workhouse Building (Grade II listed) and North and South Houses (fronting onto Cleveland Street) to provide 12x residential units (Class C3); demolition of part of South House and buildings at rear of Workhouse Building and redevelopment to provide a part 4, part 5, part 8 storey building comprising 4,535sqm of commercial floor space (flexible use of Class B1 / D1 healthcare) and 38x residential units (Class C3); and

associated works including opening up of Bedford Passage, creation of public open space, landscaping works, and partial demolition of front boundary wall – **Granted Subject to a Section 106 Legal Agreement 15/01/2018**

Astor College (99 Charlotte Street)

2015/1139/P – Refurbishment of existing student accommodation (Sui Generis) comprising 2 storey upper ground floor front extension, 8 storey rear extension and front central bay extended forward (from 1st to 6th floor) to provide 60 additional bedrooms, elevational alterations including overcladding, relocation of main access, provision of ground floor cafe (Class A3) and pedestrianisation of Bedford Passage – **Granted Subject to a Section 106 Legal Agreement 27/08/2015.**

Relevant policies

National Planning Policy Framework (2019)

London Plan (2016)

Camden Local Plan (2017)

G1 Delivery and location of growth

H1 Maximising housing supply

H2 Maximising the supply of self-contained housing from mixed use schemes

E1 Economic development

E2 Employment premises and sites

A1 Managing the impact of development

A2 Open space

A3 Biodiversity

A4 Noise and vibration

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

CPG Access for all (2019)

CPG Design (2019)

CPG Developer contributions (2019)

CPG Energy efficiency and adaptation (2019)

CPG Transport (2019)

CPG Amenity (2018)

CPG Employment sites and business premises (2018)

Charlotte Street conservation area appraisal and management strategy (2008)

Fitzrovia Area Action Plan (2014)

1. The Proposal

1.1. This application seeks planning permission for the following:

- Erection of single storey roof extension to provide additional office space (Class B1a)

1.2. The proposed extension would cover the whole of the existing L-shaped flat roof. It would have a flat roof and vertical sides and would extend above the parapet by 2.8 metres (total height 3.8 metres).

1.3. The front (southern) elevation would feature 3x windows, aligned with the fenestration on the lower floors. The rear (northern) elevation would feature 1 window, aligned with fenestration on the lower floors. The eastern elevation (facing towards Charlotte Street) would feature 3 windows and the western elevation would feature no windows.

1.4. The walls of the proposed extension would be constructed with flat seam zinc and the new windows would feature painted metal frames.

1.5. The proposal would provide an additional 84.9 sqm of office floor space.

2. Assessment

2.1. The principal considerations material to the determination of this application are summarised as follows:

- The principle of development;
- Mixed use policy – housing contribution;
- The impact on the character and appearance of the wider area (including the Charlotte Street Conservation Area);
- The impact on nearby and neighbouring properties;
- Transport considerations

3. The principle of development

3.1. As noted at the time of the previous application (planning reference 2018/4282/P, dated 02/11/2019), Policy E1 of the Local Plan seeks to create the conditions for economic growth in the borough by, amongst other aims: maintaining a stock of premises that are suitable for a variety of business activities; directing new office development to the Growth Areas and Central London; safeguarding existing employment sites and premises in the borough; and supporting proposals for the intensification of employment sites and premises where these provide additional employment and other benefits in line with Policy E2.

3.2. Policy E2 encourages the provision of employment premises and sites in the borough and seeks to protect premises or sites that are suitable for continued business use, in particular premises for small businesses, businesses and services that provide employment for Camden residents and those that support the functioning of the Central Activities Zone (CAZ) or the local economy.

3.3. The principle of adding additional office space in this location is therefore considered to be acceptable, subject to the detailed considerations below.

4. Mixed use policy – housing contribution

4.1. Policy H2 seeks to maximise the supply of self-contained housing from mixed use schemes. The policy states that, in all parts of the borough, the Council will encourage the inclusion of

self-contained homes in non-residential development. In the Central London Area, where development involves additional floorspace of more than 200 sqm (GIA), the Council will require 50% of all additional floorspace to be self-contained housing (subject to the certain listed considerations).

4.2. In this case, the proposal seeks to add an additional 84.9 sqm of office floorspace to the host building and therefore Policy H2 does not apply and a contribution towards housing provision in the borough is not required.

5. The impact on the character and appearance of the wider area (including the Charlotte Street Conservation Area)

5.1. The application site is located within the Charlotte Street Conservation Area, wherein the Council has a statutory duty to pay special attention to the desirability of preserving or enhancing the character or appearance of that area, in accordance with Section 72 of The Planning (Listed Buildings and Conservation Areas Act) 1990 (as amended).

5.2. There are no listed buildings directly adjoining the application site, although the Middlesex Hospital Annex former workhouse building fronting onto Cleveland Street (to the west of the application site) is Grade II listed and the BT Tower which, as noted in the Charlotte Street Conservation Area Appraisal and Management Plan (CSCAAMP) is visible from Tottenham Mews above the application building, is also Grade II listed. The Council has a statutory duty, under Section 66 of The Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended), to have special regard to the desirability of preserving a listed building(s) or its setting or any features of special architectural or historic interest which it possesses.

5.3. Policy D1 of the Local Plan seeks to secure high quality design which respects local context and character; preserves or enhances the historic environment and heritage assets in accordance with Policy D2; comprises details and materials that are of high quality and complement the local character; and preserves strategic and local views. Policy D2 seeks to preserve and, where appropriate, enhance Camden's rich and diverse heritage assets and their settings, including conservation areas and listed buildings.

5.4. The CSCAAMP notes that the prefabricated buildings on Tottenham Mews (Nos. 14-19 – the Mental Health Resource Centre) detract from the overall character of the street and the document identifies Nos. 6-12 (consecutive) as making a positive contribution to the character and appearance of the conservation area. No. 13 Tottenham Mews is not specifically mentioned; however, as noted at the time of the previous application, by virtue of its position at the end of the mews, where it terminates views along the mews, it is considered to have a degree of importance in the street scene. This is particularly the case because the building is visible in glimpses of the mews from Tottenham Street.

5.5. The CSCAAMP notes that mews in Fitzrovia are generally characterised by narrow entrances, shared, generally cobbled surfaces and a range of commercial uses within former mews properties or subsequent C19th workshop buildings. It is noted that the interest in the buildings is in the retained large ground floor doors and small scale of the mews buildings, the large workshop windows, the doors at upper levels often with hoists that would have enabled the delivery of materials, and the retained surfacing.

5.6. As noted previously, the application building has been altered over time. The planning history suggests that the building was re-constructed in the late 1930's / early 1940's and then in 2001 planning permission was granted at appeal to change the ground floor frontage to match the existing first and second floor arrangements. The submitted drawings show that a large roller shutter opening at the ground floor level was replaced with brickwork and glazing to match the floors above with two domestic-sized entrance doors, one to either side. Whilst the key issue in the determination of the appeal was whether the proposal would prejudice the suitability of the premises for continued light industrial business use, the Inspector did conclude that the

roller shutter door was an unattractive feature in the mews and its replacement with the proposed windows and doors to reflect the character of the upper floors of No. 13 would enhance the appearance of the mews, amounting to a secondary benefit to the scheme.

- 5.7. Although the application building is not specifically identified in the CSCAAMP as making a positive contribution to the character and appearance of the conservation area, it is considered that it nevertheless has a traditional mews-type, back-street industrial character and its windows and door openings contribute to its character. Furthermore, the window and door openings and the concrete bands give the building a horizontal emphasis and this means it relates well to the other buildings on the north-eastern side of the mews (identified as positive contributors) which also have a horizontal emphasis.
- 5.8. It was noted at the time of the previous application that the proposal to extend the building upwards is acceptable in principle; however, the proposed design was not considered to be acceptable due to its scale, height and design and it was considered that the two storey roof extension would fail to respect the host building and would thereby detract from the character and appearance of the wider area, including the conservation area.
- 5.9. The proposal has been amended so that the roof extension would only be one storey in height rather than two, which is welcomed; however, the design of the proposed roof extension is still not considered to be acceptable.
- 5.10. Despite being only one storey tall, the proposed roof extension still appears too large for the host building. Although it would be constructed in a different material (flat seam zinc) to differentiate it from the original building, by virtue of its vertical walls and height, the proposed roof extension has the proportions, dimensions and appearance of an additional storey, rather than a sensitive roof addition, which is not considered to be appropriate to the host building.
- 5.11. CPG Design (2019) notes that additional storeys, mansards and other roof alterations are likely to be acceptable where good quality materials and details are used and the visual prominence, scale and bulk would be appropriate having regard to local context. It also notes that alterations should be architecturally sympathetic to the age and character of the building. In this case, the proposed design is not considered to be architecturally sympathetic to the host building as it is considered that the scale and bulk are still too great and detract from the character and appearance of the host building.
- 5.12. From the rear, in particular, it is considered that the proposed roof extension would still appear overbearing when viewed from Bedford Passage, due to its vertical sides and the fact it would only be set in marginally from the existing rear building line, thereby creating a very tall wall against the pedestrian route. It would be preferable for the sides of the proposed roof extension to be angled (like a traditional mansard roof) so as to reduce its prominence when viewed from below at street level.
- 5.13. It is recognised that the proposed fenestration would align with openings on the lower floors, where appropriate, and that the windows would be metal framed with glazing bar positions to match those on the lower floors; however, the proportions of the windows are also considered to be too large. It would be preferable for the roof extension to have angled sides like a traditional mansard roof, with dormer windows set carefully within it.
- 5.14. With regards to materials, the use of flat seam zinc is considered to be appropriate as this is a traditional material in the conservation area.
- 5.15. To conclude this section, it is considered that the proposed extension would fail to respect, but instead would harm the character and appearance of the host building and views along Tottenham Mews, to the detriment of the character and appearance of the host building, the street scene and the wider area, including the Charlotte Street Conservation Area. The proposal is therefore considered to be contrary to Policies D1 and D2 of the Camden Local

Plan and the application is recommended for refusal on this basis.

6. The impact on nearby and neighbouring properties

- 6.1. Policy A1 of the Local Plan seeks to protect the quality of life of occupiers and neighbours by only granting permission for development which does not cause unacceptable harm to amenity.
- 6.2. The main properties which may be affected by the proposal are those that border the application site; namely: No. 12 Tottenham Mews; Nos. 14-19 Tottenham Mews; Nos. 95-97 Charlotte Street; Astor College student halls of residence; and the Middlesex Hospital Annex site.
- 6.3. At the time of the previously refused application, it was not considered that the proposal would cause undue harm in terms of visual privacy and outlook, sunlight, daylight and overshadowing. Given that the height of the proposed extension has reduced from two storeys to one, this remains the case.
- 6.4. The applicant has re-provided the same Daylight and Sunlight Study which accompanied the previous application. It is worth noting that this document is now out of date as the Middlesex Hospital Annex has been partially demolished (the wings at the rear) to make way for the new mixed use development on the site (see planning history above). Nevertheless, it is considered that the proposal would not cause undue harm to the future occupiers of the development to the north, by virtue of its scale and design.
- 6.5. As noted previously, it is likely that there would be some disruption during the construction period. If the application was otherwise considered to be acceptable, the Council would look to secure the submission of a Construction Management Plan (CMP) through a legal agreement. The applicant has failed to enter into a section 106 legal agreement to secure this, and the application is recommended for refusal on this basis.

7. Transport considerations

- 7.1. Policy T1 of the Local Plan seeks to prioritise walking, cycling and public transport in the borough. The application site has a Public Transport Accessibility Level (PTAL) of 6b (the highest rating) which means it is very well served by public transport.
- 7.2. The London Plan 2016 requires 1 long-stay cycling space per 90 square metres of floor space and 1 short-stay cycling space per 500 square metres of floor space, which equates to a requirement to provide 2 spaces (to serve the additional 159.3 sqm of office floorspace). No cycle parking spaces have been provided as part of the proposal; however, due to the constraints on the site, this is considered to be acceptable in this case.
- 7.3. Policy T2 seeks to limit the availability of parking and requires all new developments in the borough to be car-free. The policy notes that the Council will not issue on-street or on-site parking permits in connection with new developments and will use legal agreements to ensure that future occupants are aware that they are not entitled to on-street parking permits. If the application was otherwise considered to be acceptable, the Council would look to secure the new office accommodation as car-free through a legal agreement. The applicant has failed to enter into a section 106 legal agreement to secure this, and the application is recommended for refusal on this basis.
- 7.4. Policy T4 promotes the sustainable movement of goods and materials and seeks to minimise the movement of goods and materials by road. Given the constraints of the application site and the nature of the proposed works, if the application was otherwise considered to be acceptable, the Council would look to secure the submission of a Construction Management Plan (CMP) through a legal agreement. The applicant has failed to enter into a section 106 legal agreement to secure this, and the application is therefore recommended for refusal on

this basis.

Recommendation: Refuse planning permission.