

Delegated Report		Analysis sheet		Expiry Date:		01/11/2018	
		N/A / attached		Consultation Expiry Date:		14/10/2018	
Officer				Application Number(s)			
Kate Henry				2018/4282/P			
Application Address				Drawing Numbers			
13 Tottenham Mews London W1T 4AQ				Please refer to draft decision notice			
PO 3/4	Area Team Signature	C&UD	Authorised Officer Signature				
Proposal(s)							
Erection of two 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:	<p>A site notice was displayed on 19/09/2018 (expiry date 13/10/2018) and a notice was placed in the local press on 20/09/2018 (expiry 14/10/2018).</p> <p>No responses have been received.</p>						
Charlotte Street CAAC	No comments received (consultation expiry 08/10/2018).						

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

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 (2018)

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 Amenity (2018)

CPG Biodiversity (2018)

CPG Employment sites and business premises (2018)

CPG Public Open Space (2018)

CPG1 Design (July 2015 updated March 2018)

CPG3 Sustainability (July 2015 updated March 2018)

CPG7 Transport (2011)

CPG8 Planning Obligations (July 2015 updated March 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 two storey roof extension to provide additional office space

1.2. The proposed extension would cover the whole of the existing L-shaped flat roof and would comprise of two elements: the main two storey element with a flat roof would sit above the part of the building that faces onto Tottenham Mews; and above the remainder of the building (the part that extends along the side of No. 12), the extension would have a sloping roof that slopes down towards No. 95 Charlotte Street (to the north-east), and which houses the staircase.

1.3. The main, flat-roofed part of the extension would measure 6.8 metres tall (it would extend above the front parapet wall by 5.6 metres), up to 8.5 metres wide and up to 9.6 metres front to back. The adjoining sloping element would measure between 6.8 and 3.5 metres tall, 5.1 metres wide and 3.6 metres front to back.

1.4. The walls of the proposed extension would be constructed with dark and light grey cementitious board and the roof would be constructed with single ply polymeric membrane. The windows would feature painted metal frames.

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. 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 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 159.3 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.

5.4. 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.

5.5. 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, 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.

5.6. 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.

5.7. 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.

- 5.8. 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 positive contributors) which also have a horizontal emphasis.
- 5.9. The proposal to extend the building upwards is considered to be acceptable in principle; however, it is important to get the design right, so that the extension complements the existing building. In this case, it is considered that the proposed extension, by virtue of its scale, height and design, would fail to respect the host building and would thereby detract from the character and appearance of the wider area, including the conservation area.
- 5.10. The proposed two storey extension adds significant height to the host building, thereby significantly altering the character and appearance of the building and the way in which it sits in the street scene along the mews. It is considered that a more modest, single storey roof-top extension would be more appropriate and more in keeping with the character and appearance of the wider area.
- 5.11. The proposed extension would fail to respect the horizontal emphasis at the lower levels of the building (which contributes to its character), and would instead have a vertical emphasis that would highlight its incompatibility with the existing building, and the neighbouring buildings in the mews. It is considered that the proposed extension would appear as an incongruous addition to the host building.
- 5.12. The resultant building would have greater visual presence in the street, which is not in keeping with the aforementioned mews-type, back-street industrial character of this particular street and this part of the conservation area. The proposed extension would result in the host building being overly prominent in the street scene and the proposal would interrupt the consistency of the prevailing scale and character of the mews, to the detriment of the character and appearance of the Charlotte Street Conservation Area.
- 5.13. Materials and detailing are also important considerations in a conservation area setting, and it is important that they are of a high quality and complement the character and appearance of the wider area. The use of light and dark grey coloured cementitious board is not considered to be in keeping with the character and appearance of the host building or the wider area as this is not a traditional building material in the conservation area. Given that the extension would be so prominent due to its roof top position, the use of a good quality, traditional material is particularly important and in this case it is not considered that the proposed extension above the existing building would relate well to the existing building and it is considered that the resultant building would lack the coherence that it currently exhibits. This would be to the detriment of the character and appearance of the host building, the mews and also the wider area, including the Charlotte Street Conservation Area.
- 5.14. The proposed fenestration fails to take proper account of existing fenestration on the host building. Although the openings on the proposed extension would align with existing openings on the lower levels of the host building, and would also be metal framed, the proposed glazing bar positioning and opening methods are entirely different and make the new openings look overly large, which again contributes to the vertical emphasis mentioned above. Furthermore, the lack of a third window at the lower level of the proposed extension on the

front (south-eastern) elevation gives the proposed extension an asymmetrical appearance, which is not in keeping with the symmetry at the lower levels of the building.

5.15. When Bedford Passage is reinstated the rear (north-western) side of the host building will be more publically visible. The proposal to extend upwards directly above the existing brick wall with a contrasting material is not considered to represent good design (usually an extension would be set back behind the parapet) and it is considered that the host building would appear unduly overbearing from the reinstated pedestrian route.

5.16. Overall, it is considered that the proposed extension would fail to respect, but instead would dominate 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. The applicant has provided a Daylight and Sunlight Study which concludes that the proposal would have minimal impact on nearby properties.

6.4. It is not considered that the proposed works would cause undue harm in terms of visual privacy and outlook, sunlight, daylight and overshadowing.

6.5. 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.