

Delegated Report		Analysis sheet		Expiry Date:		01/10/2019	
		N/A		Consultation Expiry Date:		29/09/2019	
Officer				Application Number(s)			
David Peres Da Costa				2019/4012/P			
Application Address				Drawing Numbers			
St Matthews Lodge 50 Oakley Square London NW1 1NB							
PO 3/4	Area Team Signature	C&UD	Authorised Officer Signature				
Proposal(s)							
Erection of two storey roof extension at 5th floor level to provide 7 flats (1 x 3-bed, 5 x 2-bed and 1 x 1-bed) with roof terraces facing Crowndale Road and Oakley Square (Class C3), including erection of lift shaft (to the rear) and cycle store and alteration to waste store.							
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 from 4/9/19 to 28/9/19 and the application was advertised in the local paper on 5/9/19 (expiring 29/9/19).</p> <p>No responses were received.</p>					
CAAC/Local groups* comments: <small>*Please Specify</small>		<p>Camden Town Conservation Area Advisory Committee (CAAC) – Object</p> <p>The new added volume can be accommodated but the design should be better refined and articulated to be more sympathetic. For example the top floor on the rear elevations should be partially stepped back and further articulated on the façade incorporating the lift overrun.</p>					

Site Description

The application property is a brown brick part four/part five storey 1980s apartment block located on the corner of Crowndale Road and Oakley Square with primary elevations facing both of these streets.

The site adjoins the Camden Town Conservation Area and is in close proximity to a number of Grade II listed buildings, including the Working Men's College which sits diagonally opposite, the former vicarage of St Matthew's immediately to the west, Nos 53-57, and 58-70 Oakley Square and Oakley Square Gardens Lodge. Oakley Square gardens (directly behind the site) is Locally Listed.

Relevant History

CTP/K12/12/7/29501: Erection of a five-storey building comprising 36 flats with provision of 27 car parking spaces. Granted 11/03/1980

8802340: Erection of a conservatory at the existing 4th floor rear roof terrace. Granted 06/09/1988

9400802: The erection of a conservatory on the existing roof terrace at 4th floor level. Granted 15/07/1994

2018/4230/P: Erection of single storey roof extension at 5th floor level to provide 5 flats (3 x 2-bed and 2 x 1-bed) with roof terraces facing Crowndale Road and Oakley Square (Class C3), including erection of cycle store and alteration to waste store. Granted Subject to a Section 106 Legal Agreement 08/03/2019

Relevant policies

NPPF 2019

The London Plan March 2016, consolidated with alterations since 2011
Draft London Plan consolidated suggested changes version (July 2019)

Local Plan 2017

G1 Delivery and location of growth
H1 Maximising housing supply
H4 Maximising the supply of affordable housing
H6 Housing choice and mix
H7 Large and small homes
C1 Health and wellbeing
C5 Safety and security
C6 Access for all
A1 Managing the impact of development
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
T4 Sustainable movement of goods and materials
DM1 Delivery and monitoring

Camden Planning Guidance

CPG Amenity (March 2018)
CPG Design (March 2019)

CPG Housing (March 2018)
CPG Developer contributions (March 2019)
CPG Energy efficiency and adaptation (March 2019)
CPG Transport (March 2019)

Assessment

Proposal

The application seeks approval for a two storey roof extension at 5th floor level to provide 7 flats (1 x 3-bed, 5 x 2-bed and 1 x 1-bed) with roof terraces facing Crowndale Road and Oakley Square. The development also includes the erection of a lift shaft (to the rear), cycle store and an alteration to the existing waste store.

Assessment

Land use

Housing is the priority land use in the Local Plan, as stated in policy H1, and the provision of 7 additional flats would help to meet Camden's housing needs.

Housing mix

The development would provide 7 residential units (1 x 3-bed, 5 x 2-bed and 1 x 1-bed). The unit mix is broadly acceptable and is in line with Policy H7. The development would include a mix of dwelling sizes. Two and three bedroom homes are a high priority for market housing according to the Council's Dwelling Size Priorities Table. The development would provide 86% 2 and 3-bedroom units and 14% 1-bedroom flats. One bedroom dwellings are a lower priority, however the Council acknowledges that there is a need and/ or demand for dwellings of every size shown in Table 1. Furthermore, the Council expects most developments to include some homes that have been given a medium or lower priority level.

Quality of accommodation

All of the proposed dwellings would comfortably meet or exceed the London Plan's minimum floorspace requirements. One of the double bedrooms in Flat 4 is 9.7sqm rather than 11.5sqm required by the 'Technical housing standards – nationally described space standard' (March 2015). This is considered acceptable given the high quality of the rest of the accommodation.

The majority of the dwellings are dual aspect and those which are single aspect are southeast facing and enjoy views over the greenspace of Oakley Square Gardens. In addition all of the flats would provide generous external amenity space in the form of terraces which comfortably exceed the Mayor's minimum requirement for private outdoor amenity space (5sqm for 1-2 person dwellings and an extra 1sqm for each additional occupant). The floor to ceiling height exceeds 2.5m minimum set out in the London Plan (Policy 3.5). If approval was recommended, a condition would be included to requiring the submission of details of sound insulation to ensure the proposed flats adjacent to the lifts would have an acceptable internal noise level.

Affordable housing

The planning statement states that the additional floorspace would be 707sqm GIA. The GIA appears to include common areas (such as shared corridors and staircases).

Targets are based on an assessment of development capacity whereby 100sqm (GIA) of housing floorspace is generally considered to create capacity for one home; a sliding scale target applies to developments that provide one or more additional homes starting at 2% for one home and increasing by 2% of for each home added to capacity.

On the basis of 707sqm GIA of additional housing floorspace proposed, this would result in a requirement for 14% affordable housing. Where developments have capacity for fewer than 10 additional dwellings, the Council will accept a payment-in-lieu of affordable housing. The payment in lieu would be £2650 per sqm. This figure is the payment level for affordable housing. According to the planning statement, the GEA of the proposed development is 737sqm. The payment in lieu for affordable housing would be £273,427 ($737 \times 0.14 \times £2650$). If planning permission were to be granted this contribution would be secured by legal agreement; however, in the absence of such an agreement, the lack of contribution to the supply of affordable housing shall constitute a reason for refusal.

Design and conservation

The existing building was designed and built in the early 1980s replacing the Church of St Matthews on the site. The existing property is a brown brick part four/part five storey apartment block.

The planning statement states the design response was developed in conjunction with and following design input from LB Camden officers. While pre-application advice was provided prior to the submission of planning permission ref. 2018/4230/P, officers have been clear that a 2 storey extension would not be acceptable (the pre-application proposal was originally for a 2 storey extension; later reduced to a single storey extension which was approved under reference 2018/4230/P dated 08/03/2019). There has been no further pre-application advice prior to the current submission.

The impact of an additional storey to the approved single storey roof addition (2018/4230/P) would result in the building appearing top heavy and over bulky. Given this, the proposed development would be detrimental to the host building and surrounding townscape.

The principle of a two storey roof extension is unlikely to be acceptable. This is because of the nature of the existing built form and its prominence in a number of views. A two storey addition would most likely always result in this building appearing top heavy and over bulky.

Impact on designated heritage assets

The site is a triangular plot in close proximity to the Camden Town Conservation Area and a number of Grade II listed buildings, including the Working Men's College which sits diagonally opposite, the former vicarage of St Matthew's immediately to the west, Nos 53-57, and 58-70 Oakley Square and Oakley Square Gardens Lodge. Oakley Square gardens (directly behind the site) are Locally Listed. The Camden Town Conservation Area can be divided into two sub areas of distinctly different character, a busy commercial and retail area, and, a quieter more formal residential area.

The existing building is not of great architectural merit, but its complementary materials palette, height and fenestration pattern means it sits effectively in the streetscape. The building has an abrupt vertical termination however, with the oriel/bay windows situated directly at the top of the building.

Whilst a roof extension would be highly visible in longer views, the previously approved single storey extension (2018/4230/P) was of a contextual height and design and had a positive impact on the abrupt vertical termination of the existing building. For that reason, it was considered that the extension would not compete with or adversely impact on the setting of nearby listed buildings, nor would it have an adverse impact on the adjacent conservation area.

The scheme now proposed is a two storey roof extension (with an additional storey compared to that previously approved). The two storey extension visually competes with the pyramidal roof of the Grade II listed old vicarage, which sits adjacent to the site on Oakley Square. In views along Crowndale Road, it also appears overly tall in comparison to the Grade II listed Working Men's College and the fine grain, modest 19th Century terraces (which are on the South side are Grade II listed and on the North side make a positive contribution to the character and appearance of the

conservation area). The abrupt vertical termination of the existing building was softened in the previous scheme, with an appropriately proportioned roof extension which responded to traditional vertical hierarchies evident in the historic buildings adjoining the site in both Crowndale Road and Oakley Square. The oriel windows on the top level of the proposed roof extension fail to respond to traditional vertical hierarchies and would have an uncomfortable relationship with the host building, floating above the proposed 5th floor addition. The proposed roof extension results in the host building appearing out of scale with its surroundings and because of its height and design fails to preserve or enhance the character and appearance of the conservation area or preserve the setting of adjacent listed buildings, contrary to Local Plan Policies D1 and D2.

The harm caused to the conservation area and the setting of the listed buildings is considered to be less than substantial under para 196 of the NPPF. Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal.

The proposal would result in public benefits in terms of improvements to accessibility, sustainability and an increase in 7 residential units including a contribution to affordable housing of £273,427. However, this is tempered by the fact that the existing building could provide similar benefits by way of refurbishment and implementation of the approved scheme which would provide 5 residential units (and an affordable housing payment). Nevertheless, it is considered that the public benefits would not outweigh the harm identified to the conservation area and the setting of nearby listed buildings.

Amenity

Daylight / Sunlight

A daylight and sunlight report has been submitted to support the application. The report assesses existing flats in the host property, No 52 Oakley Square (to the south of the application site), No 31 Crowndale Road (to the west) and properties on the north side of Crowndale Road (46-60 even).

The reports confirm that the proposed development would not cause a noticeable change in daylight levels (based on Vertical Sky Component methodology) to any of the surveyed windows of the properties assessed and would be compliant with BRE guidance insofar that no window would lose more than 20% of the existing daylight levels. The report also demonstrates that the proposed development would not reduce the area of the neighbouring room which receives direct access to the sky (No Sky Line) to a noticeable degree. The report states the neighbouring properties were not accessed and surveyed and so assumptions were made for all the neighbouring room dimensions / layouts. Given this, the results of the No Sky Line assessment are given limited weight.

The BRE states the sunlighting of an existing dwelling may be adversely affected if the centre of the window receives less than 25% of the Annual Probable Sunlight Hours or less than 5% of Annual Probable Sunlight Hours between 21 September and 21 March (in winter). The report confirms that the proposal would not cause an adverse effect to sunlight levels to the existing dwellings assessed.

Overshadowing

The daylight and sunlight report assessed the degree of overshadowing of amenity space (gardens / terraces) at 52 Oakley Road, 31 Crowndale Road and the terraces of Flats 31 and 36 St Mathew's Lodge. The BRE recommends that for it to appear adequately sunlit throughout the year, at least half the garden or amenity area should receive at least two hours of sunlight on 21st March. The submitted report demonstrates that the amenity spaces assessed would meet the BRE recommendation.

Noise

Air source heat pumps at roof level are proposed. If approval was recommended, a noise condition would be required to ensure that Camden's noise thresholds are not breached. In addition, a condition would require details of the ASHPs including a noise assessment prior to installation to demonstrate

that they would comply with the Council's noise thresholds.

Overlooking

There would be no significant harm in terms of overlooking from the windows of the roof extension to the windows of the properties on Crowndale Road (48-56 Crowndale Road). This is because the distance between the proposed extension and these properties is approximately 22m and there are already windows on this elevation which face towards this property. Therefore the increase in overlooking would not be significant. The drawings include a soft landscaped strip along the edge of the 5th floor roof terraces. This would reduce the potential for overlooking to neighbouring flats (Flat 31 and 36, St Mathew's Lodge).

Transport

The site of the proposed extension is on the western side of Oakley Square, which is part of the local road network. The closest part of the Transport for London Road Network (TLRN) is A400 Oakley Square/Camden Street which is approximately 40m from the site. TfL is the highway authority for the TLRN and have raised no objection to this application.

The proposal would provide 16 long stay covered and secure cycle parking spaces and 2 short-stay spaces close to the front of the site. This would meet the London Plan requirement. Details of the cycle store would be secured by condition should approval be recommended.

Transport have reviewed the proposal and have confirmed it is acceptable subject to the following obligations:

- S106 obligation to secure a Car free development for all five new residential units
- S106 obligation to secure a Construction Management Plan and associated implementation support contribution of £3,136

In the absence of a s106 legal agreement to secure these obligations, the development would be unacceptable. Therefore, the lack of car free development and a CMP secured by legal agreement would constitute reasons for refusal.

Access

As this is an extension to an existing building, no access conditions are required. It will only need to meet M4(1). The existing lift is unable to accommodate a wheelchair user. The proposed DDA compliant lift is therefore a welcome feature and under the new draft London Plan D3 and D11, this should be an evacuation lift.

Trees

The enlargement of the existing bin store and the addition of a cycle storage facility and new paving to the south of the Oakley Square frontage would impact on two Silver Birch trees. Both are shown as retained. Closest to the boundary there is a larger Silver Birch at around 12m height and 6m spread. This tree is considered to contribute to the greenness and character of the site and will aid in softening the appearance of the new structures therefore it should be retained and protected during the construction works. This includes finding an appropriate detail to the new paving to ensure the root zone is protected. The second Silver Birch closer to the new structure is a relatively poor specimen being suppressed in its growth by the larger tree. Whilst it is shown as retained on the ground floor plan and whilst it may be possible to do so, there would be no objection to its removal. Protection of the larger Silver Birch would be secured by condition if approval was recommended.

Energy and Sustainability

The Local Plan requires a minimum 19% reduction in regulated CO2 emissions below the maximum

threshold allowed under Part L 2013 and for developments to achieve a 20% reduction in CO2 emissions through renewable technologies. The proposal would make an overall reduction of 65% in CO2 including 54% reduction through renewables (air source heat pumps and photovoltaics panels). Details of the PV panels would be secured by condition. Total internal water consumption would not exceed 105 litres/person/day. Rainwater harvesting system would provide water for garden taps. The energy and sustainability requirements would be secured by legal agreement should approval be recommended. In the absence of a s106 legal agreement to secure these obligations, the development would be unacceptable. Therefore, the lack of a legal agreement to secure an 'Energy Efficiency and Renewable Energy Plan' and a 'Sustainability Plan' (ensuring the energy and sustainability requirements) would constitute reasons for refusal.

A Brown roof has been incorporated into the design. Details of this would be secured by condition if approval was recommended.

Air Quality Assessment

All developments are expected to meet the Mayor's Air Quality Neutral requirements. The proposed development is located in the LBC Air Quality Management Area which is defined to cover the whole borough for annual mean NO2 and daily average PM10 concentrations. A detailed Air Quality Assessment has been provided. Proposed residential receptors would be located on the fifth and sixth floors and away from nearby busy roads. Based on the air quality dispersion modelling results, the proposed development is considered appropriate for the introduction of new receptors. Should approval be recommended, a condition would be required to ensure air quality monitoring was implemented on site (to ensure neighbouring occupiers were safeguarded from construction dust).

CIL

The proposal would be liable for both the Mayor of London's CIL and Camden's CIL as the additional floorspace exceeds 100sqm GIA or one unit of residential accommodation. The Mayoral CIL rate in Camden is £80 per sqm and Camden's CIL is £500 per sqm (Zone B residential below 10 dwellings). The CIL would be collected by Camden.

Conclusion

The proposed two storey roof extension would result in the building appearing top heavy and over bulky and would be detrimental to the host building. It would result in the host building appearing out of scale with its surroundings and because of its height, bulk and design, would fail to preserve or enhance the character and appearance of the conservation area or preserve the setting of adjacent listed buildings, contrary to Local Plan Policies D1 and D2.

Recommendation: Refuse planning permission