

Delegated Report		Analysis sheet	Expiry Date:	12/11/2020
		N/A / attached	Consultation Expiry Date:	09/11/2020
Officer			Application Number(s)	
Obote Hope			2020/4265/P	
Application Address			Drawing Numbers	
25 Grafton Road London NW5 3DX			See decision notice	
PO 3/4	Area Team Signature	C&UD	Authorised Officer Signature	
Proposal(s)				
Demolition of existing boundary wall, installation of block paviors in front garden and creation of new vehicular access to allow use of the front garden for an offstreet parking space.				
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	02	No. of objections	02
Summary of consultation responses:	<p>The application was advertised in the local press on 15/10/2020 and a site notice was displayed between 16/10/2020– 09/11/2020.</p> <p>Objection was received from occupiers of no.42 Bartholomew Villas about the following issues:</p> <ul style="list-style-type: none"> • This would increase possible obstruction to pedestrians, particularly for those with buggies, motorbility and for vision-impaired; • Camden's policy to refuse drop-kerb cross-overs should be maintained; • It would set a new contemporary precedent and should be resisted. It would demean the appearance of the terrace. <p>Objection was received from unknown address on Hawley Road about the following issues:</p> <ul style="list-style-type: none"> • Camden should discourage use of front garden parking, which has a detrimental effect on pedestrians and the public realm. 					
CAAC/Local groups* comments: <small>*Please Specify</small>	<u>Kentish Town Neighbourhood Forum</u> offered no comment					

Site Description

The host building is a dwellinghouse forming part of a three storey terraced row on the west side to the north of Prince of Wales Road. The property is not listed, but is located within the Inkerman Conservation Area. According to the submitted plans, the front garden is laid out with crazy paving although the photographs appear to show that the garden has plants growing throughout.

The Conservation Area Statement describes Grafton Road as “*a street gently curves at the junction with Inkerman Road and its southern end was one of the earliest streets in the Conservation Area to be laid out (before 1849). Moreover, virtually all of the properties in Grafton Road form part of a series of three storey terraced developments, although the date and style in which they were constructed varies.*”

Relevant History

2019/6213/P – Planning permission for replacement of the existing window with door and installation of metal balustrade with glazed screen on the second floor to enable use of the roof as a roof terrace. **Granted** on 19/05/2020.

2019/5947/P – Planning permission for the erection of a single storey infill extension to the rear elevation at ground floor level. **Granted** on 10/04/2020.

Relevant policies

NPPF 2019

The London Plan March 2016, consolidated with alterations since 2011
Intend to Publish London Plan 2019

Camden Local Plan (2017)

A1 Managing the impact of development
A3 Biodiversity
CC1 Climate change mitigation
CC2 Adapting to climate change
CC3 Water and flooding
D1 Design
D2 Heritage
T1 Prioritising walking, cycling and public transport
T2 Parking and car-free development

Kentish Town Neighbourhood Plan (2016)

D3: Design Principles
GO3: Biodiverse Habitats

Camden Planning Guidance

CPG Amenity (2018)
CPG Design (2019)
CPG Transport (2019)

Inkerman Conservation Area Statement (2001)

Ink6 Demolition
Ink8 Front gardens
Ink41 Trees and Landscaping

Assessment

1. Proposal

- 1.1 Planning permission is sought for the creation of an off-street parking space within the front garden of the application site, associated alterations to the front boundary wall and the creation of a new crossover.
- 1.2 The entire front boundary wall would be demolished 5.3m including the low boundary wall and brick pier and it is proposed to create a new entrance with dropped kerb and crossover measuring approximately 3.0m wide to allow access to the new off-street car parking space. The front garden will be laid out as a hardstanding with permeable brick paviors, bordered by 2 shrub planting beds on each side.

2. Assessment

- 2.1 The principal considerations in the determination of this application are:
- Transport/Highways issues;
 - Design – the impact of the proposals on the character and appearance of the host building, streetscene, and this part of the Inkerman Conservation Area;
 - Sustainability
 - Amenity – the impact of the proposals on the amenity of neighbouring residents.

3. Transport

- 3.1 Policy T1 states that in order to promote sustainable transport choices, development should prioritise the needs of pedestrians and cyclists and ensure that sustainable transport will be the primary means of travel to and from the site. In order to encourage walking, the Council will seek to ensure that developments improve the pedestrian environment.
- 3.2 Policy T2 states that in order to reduce air pollution and congestion and improve the attractiveness of an area for local walking and cycling, the Council will limit the availability of parking within the Borough. Specifically, this policy states that in order to achieve this, the Council will limit on-site parking to spaces designated for disabled people where necessary, and/or essential operational or servicing needs. The policy also states that development of boundary treatments and gardens to provide vehicle crossovers and on-site parking will be resisted.
- 3.3 The site is located in the West Kentish Town Outer (CA-L) controlled parking zone (CPZ). The CPZ operates on Monday to Friday between 0830 and 1830 hours. Parking bays are located on the opposite side of the road of the property on Grafton Road. The site does not benefit from any on-site car parking spaces. The proposed crossover with dropped kerb would not result in the loss of on-street parking, as there are single yellow lines along this side of the street.
- 3.4 The creation of new off-street parking would be contrary to Policy T1 which seeks to prioritise sustainable forms of transport such as walking and cycling. The creation of an off-street parking space would promote travel by private motor vehicle for current and future occupants at the site, and create a greater reliance on the use of the car, contrary to Policy T1.
- 3.5 Paragraph 10.21 of Local Plan Policy T2 states: 'Parking can cause damage to the environment. Trees, hedgerows, boundary walls and fences are often the traditional form of enclosure on Camden's streets, particularly in conservation areas, contributing greatly to their character, as recognised in Camden's Conservation Area Appraisals and Management Strategies. This form can be broken if garden features are replaced by areas of paving or hardstanding. Development of boundary treatments and gardens to provide on-site private parking often requires the loss of much needed public on-street parking bays to create vehicle crossovers. Areas of paving can also increase the volume and speed of water run-off. This adds to the pressure upon the drainage system and increases the risk of flooding from surface water. Developments seeking to replace garden areas and/or boundary treatments for the purposes of providing on-site parking will therefore be resisted.'
- 3.6 Paragraph 6.9 of Local Plan Policy A1 includes the following statement: development or works affecting the highway will also be expected to avoid disruption to the highway network, particularly emergency vehicle routes and avoid creating a shortfall to existing on-street parking conditions or amendments to

Controlled Parking Zones. Whilst, paragraph 6.10 stipulates that *highway safety, with a focus on vulnerable road users should also be considered, including provision of adequate sightlines for vehicles leaving the site. Development should also address the needs of vulnerable or disabled road users.*

- 3.7 It is clear that Policies T1 and T2 seek to resist development that promotes reliance on the private motor vehicle, seek to promote unsustainable forms of travel and limit the availability of parking in the borough by resisting vehicle crossovers and on-site parking. The applicant has submitted photos showing the off-street parking of the neighbouring properties, listing the neighbouring sites at 17, 19 and 21 Grafton Road. However, there is no planning record that confirms that planning permission was granted for the front garden being converted into off street car parking space, which is material consideration.
- 3.8 The NPPF 2019 chapter 9 stipulates that the planning system should actively manage patterns of growth in support of these objectives. Significant development should be focused on locations, which are or can be made sustainable, through limiting the need to travel and offering a genuine choice of transport modes. It is imperative the LPA works proactively to reduce congestion and emissions, and improve air quality and public health. Policy T1 aims to promote sustainable transport by prioritising walking, cycling and public transport in the borough. To promote sustainable transport choices, development should prioritise the needs of pedestrians and cyclists and ensure that sustainable transport will be the primary means of travel to and from the site.
- 3.9 The rationale for the hardstanding area to the front garden that is well served by public transport would be contrary to chapter 9 (promoting sustainable transport) of the NPPF 2019. Moreover, the proposal would introduce additional parking capacity to the site in an area well served by public transport and is contrary to the aims and aspirations of policies T1 and T2 of the Local Plan which requires schemes to include measures to restrict unsustainable modes of transport and encourage more walking and cycling.
- 3.10 In conclusion, the creation of an on-site parking space and the creation of a new crossover would be contrary to Policies T1 and T2. It is not considered that there are other planning considerations which would allow an exception being made in this instance, and as such, it is recommended the application is refused on this basis.

4. Design

- 4.1 Policy D1 aims to ensure the highest design standards for developments. Policy D1 paragraph 7.2 states that the Council will require all developments to be of the highest standard of design and to respect the character, setting, form and scale of neighbouring buildings, and the character and proportions of the existing building.
- 4.2 Policy D2 states that within conservation areas, the Council will only grant permission for development that 'preserves or, where possible, enhances' its established character and appearance, and will preserve garden spaces which contribute to the character and appearance of a conservation area. Policy D2 also advises that in order to maintain the character of Camden's conservation areas, the Council will take account of conservation area statements, appraisals and management strategies when assessing application within conservation areas.
- 4.3 Policy Ink8 of the Inkerman Conservation Area Statement (CAS) expects development proposals to respond and contribute positively to the distinctiveness and history of the area, and states that the walls and railings alongside the road and within properties add to the attractive appearance of the front gardens and architectural settings of the 18th century buildings. Notwithstanding this, the CAS says in policy Ink8 'The loss of front boundary railings where it has occurred detracts from the appearance of the front garden by reducing the area for vegetation in this urban residential area, and the removal of railings and the paving of front gardens to provide parking space for cars adversely affect the setting of the building and the general streetscene.' The policy reaffirms that the Council will resist any further loss of front boundary walls and railings, and conversion of front gardens into hardstanding parking areas.
- 4.4 Paragraph 4.38 of the Council's Design CPG recognises the contribution that front gardens make to the townscape of the Borough and to the character and appearance of individual buildings and their surroundings. The design of front gardens should consider the relative amounts of hard and soft landscaping, retain trees and vegetation which contribute to the character of the site and surrounding area, and retain or re-introduce original surface materials and boundary features, such as walls, railings

and hedges, where they have been removed, especially in Conservation Areas.

- 4.5 The proposals involve the demolition of the existing brick wall and the majority of the front garden (approximately 30sqm) would be replaced with permeable block paving, leaving only the 2 side borders planted with shrubs. However the quality of the permeable material is unknown and the water retention/runoff details are lacking.
- 4.6 The west side of Grafton Road is characterised by Nos.5-31, an elegant three storey terrace of London yellow stock brick, set back from the highway and enclosed by small brick walls surmounted by timber picket fencing. All of the properties are set back from the main road and, with the exception of nos. 17 to 21 Grafton Road, front gardens are paved over which all add detracts from the appearance and amenity value of the Conservation Area. It is noted that throughout the Conservation Area the contribution made by the streetscape is significant; the trees (public and private), the vegetation, the boundaries between private gardens and the street, and the front gardens are described as being distinctive, using materials and details to echo the architecture behind; the loss of traditional boundaries and front gardens, excessive hard paving and car parking are described as negative features in the conservation area.
- 4.7 It is noted that, although three properties within the terrace consist of vehicular access to the front garden, the predominant boundary treatment consist of continuous walls, many with hedges, forming the character of the streetscape. The loss of the brick boundary wall will further erode this character. Furthermore, the loss of permeable garden area to a carspace hardstanding would have a detrimental impact on the local townscape as it would remove an opportunity to provide soft landscaping which can improve biodiversity as well as enhancing the character and attractiveness of the area. The CAS states that “the principle of any further loss of front boundary walls and railings, and conversion of front gardens into hardstanding parking areas is not acceptable and further loss will be resisted”. The CAS specifies that all new development should have a high standard of external space (landscape) design, which should respect the character and appearance of the Conservation Area. The proposal as submitted would dramatically affect and harm the character of the Conservation Area as a further loss of boundary treatment consisting of brick walls, piers and planting would have a detrimental impact on the area’s character and streetscene.
- 4.8 The Council places great importance on preserving the historic environment. Special attention has been paid to the desirability of preserving or enhancing the character or appearance of the conservation area, under s.72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 as amended by the Enterprise and Regulatory Reform Act 2013. It is considered that ‘less than substantial harm’ will be caused by the new hardstanding and loss of boundary wall and there are no public benefits that would outweigh that harm here.

5. Sustainability

- 5.1 Policy CC2 identifies that the Council will require development to be resilient to climate change and links resilience to (amongst other things) protection of green spaces, reduction of surface water run-off and incorporation of biodiversity in development. Policy CC3 also requires development to consider its impact on flood risk and water runoff. The rationale that the proposal should be approved due to the neighbouring properties’ gardens being used to park vehicles does not make the proposal any more sustainable. No detailed information has been submitted to demonstrate how the proposed loss of permeable green space would be mitigated by the development. The proposals are therefore contrary to policies CC2 and CC3 due to the lack of sufficient information and justification.

6. Amenity

- 6.1 Policy A1 seeks to protect the amenity of Camden’s residents by ensuring the impact of development is fully considered.
- 6.2 Due to the location and nature of the proposed development, it is not considered to cause harm to neighbouring amenity by way of loss of outlook, daylight, or privacy.
- 6.3 Policy A1 paragraph 6.9 also states that any development or works affecting the highway will be expected to avoid disruption to the highway network, particularly emergency vehicle routes and avoid creating a shortfall to existing on-street parking conditions or amendments to Controlled Parking Zones.

6.4 Paragraph 6.10 states that highway safety, with a focus on vulnerable road users, should also be considered, including provision of adequate sightlines for vehicles leaving the site. As highlighted in section 3 (Transport) above, the proposal would lead to unnecessary hazard on the public highway, contrary to Policy A1. However it would not result in any loss of onstreet parking spaces.

7. Conclusion

7.1 The proposal would result in the loss of a front garden landscaped space and a front boundary wall, which contribute to the character of the area, and as such, would be harmful to the character and appearance of the streetscene and Inkerman Conservation Area, contrary to policies D1 (Design) and D2 (Heritage) of the London Borough of Camden Local Plan 2017 and policies D3 (Design Principles) and GO3 (Biodiverse Habitats) of the Kentish Town Neighbourhood Plan 2016.

7.2 The creation of an on-site parking space would promote the use of private motor vehicles and fail to encourage the use of sustainable modes of transport, contrary to policies T1 (Prioritising walking, cycling and public transport), T2 (Parking and car free development) and A1 (Managing the impact of development) of the London Borough of Camden Local Plan 2017.

7.3 In the absence of detailed measures to mitigate the loss of permeable green space, the development fails to demonstrate that it would be resilient to climate change and would not contribute to the risk of flooding, contrary to policies CC2 (Adapting to climate change) and CC3 (Water and flooding) of the Local Borough of Camden Local Plan 2017.

8.0 Recommendation

8.1 Refuse Planning Permission.