

Delegated Report		Analysis sheet		Expiry Date:	10/09/2021
		N/A		Consultation Expiry Date:	18/09/2021
Officer			Application Number(s)		
Josh Lawlor			(i) 2021/3482/P (ii) 2021/4055/L		
Application Address			Drawing Numbers		
10 Prowse Place London NW1 9PN			See decision notice		
PO 3/4	Area Team Signature	C&UD	Authorised Officer Signature		
Proposal(s)					
<p>(i) Erection of a part three/part single storey rear extension and deeper semi-basement floor to extension following the demolition of the existing part two/ part single storey rear extension, alterations to side entrance.</p> <p>(ii) Erection of a part three/part single storey rear extension and deeper semi-basement floor to extension following the demolition of the existing part two/ part single storey rear extension, alterations to side entrance, and associated internal alterations.</p>					
Recommendation(s):		1. Refuse Householder Planning Permission 2. Refuse Listed Building Consent			
Application Types:		1. Householder Planning Permission 2. Listed Building Consent			

Conditions or Reasons for Refusal:	Refer to Decision Notice					
Informatives:						
Consultations						
Adjoining Occupiers:			No. of responses	06	No. of objections	06
Summary of consultation responses:	<p>A site notice was displayed directly outside the site from 25/08/2021 expiring 18/09/2021. The application was also advertised in the local press from the 26/08/2021 (expiring 19/09/2021).</p> <p>1A, Bonny Street, 12, 18, 4, 20 and 25 Jeffrey's Street objected to the development.</p> <p>Six of the addresses objected on the grounds of heritage harm:</p> <p>Heritage Harm – Extension would be only three storey rear extension to the Jeffreys Street Terrace. Proposed extension fails to be subordinate to the rear elevations of this Grade II Listed terrace (which currently has extensions only at the lower ground floor level of other houses). Height of extension would lead to degradation of an important terrace of listed buildings within the Jeffreys Street Conservation Area.</p> <p>The loss of historic structure which would result from the removal of the staircase window. The current timber vertical sliding sash window may not be original, but its window opening is, and the whole is part of the historic composition both of the house and of the listed terrace. It is visible from Prowse Place. Replicating the staircase window in the gable of the proposed new extension is not an acceptable alternative.</p> <p>One address objected on grounds of potential structural instability:</p> <p>Structural stability - Lateral structural stability of the terrace. The basement 6" spine wall has already gone from no.10 and so has some of the ground floor half-brick partition. The rear basement external wall has been removed to create the single storey rear extension or 'snug'. The proposed corner opening in the flank wall in order to re-position the front door could affect the lateral stability of the house and of the terrace is gradually being eroded</p> <p>Two addresses objected on grounds of loss of light and overshadowing:</p> <p>Light and overshadowing - No daylight calculations have been submitted by the applicants to show that the new extension would not overshadow the remainder of the garden.</p> <p>It would create an excessively high blank brick wall facing habitable rooms at numbers 27 & 29 Prowse Place.</p> <p>If built, it would loom over our garden at 4 Jeffreys Street, the rear half of which is already in shadow due to the fourteen metres (forty-five foot) cherry tree in the rear of 10 Prowse Place.</p>					

	<p>Three addresses objected on the grounds that overlooking would increase:</p> <p>Overlooking - The proposed three story extension with its rear windows greatly increases overlooking of neighbouring properties and gardens without offering any mitigation.</p> <p>Three addresses objected on grounds that a family's needs should not outweigh harm to the conservation area</p>
<p>Jeffrey's Street CAAC objection</p>	<p>The proposed increase in height of the existing 2011 mono-pitch extension would create an overbearing structure that would dominate the listed rear elevation of 10 Prowse Place. It would create an excessively high blank brick wall facing habitable rooms at numbers 27 & 29 Prowse Place. If approved, this over-large extension would set a precedent for three storey extensions to the back of every listed house in Jeffreys Street, thus changing the rear of the terrace for ever.</p> <p>The architects describe the proposed blank brick wall as fitting in with the 'industrial feel of Prowse Place'. This somewhat eccentric description ignores the fact that 10 Prowse Place is a modest domestic building and all the structures within its immediate vicinity are domestic too, several of them no more than two storeys high.</p> <p>Another serious concern of ours is the lateral structural stability of the terrace. The basement 6" spine wall has already gone from no.10 and so has some of the ground floor half-brick partition. The rear basement external wall has been removed to create the single storey rear extension or 'snug'. Now a corner opening in the flank wall is being proposed in order to re-position the front door. Our fear is that the lateral stability of the house and of the terrace is gradually being eroded and may result in structural movement. There is no indication in the applicants' drawings as to whether or how the new and altered openings will be supported.</p> <p>Whilst we are sympathetic to the needs of a growing family and the desirability of staying in the area for work, it appears that these alterations are attempting to pour a quart into a pint pot. What is to stop more alterations being applied for in a few years' time if the family were to grow further? Employment locations can and frequently do change, and there is no immunity from that happening in the medical profession. Perhaps the time has come for the owners to accept that the house is going to be too small for their future needs and they should look for a larger house locally, one more appropriate to the needs of a large family.</p> <p>The architects' proposed alterations further ill-treat this already roughly treated listed property. A new owner, however, might be inclined to reverse some of the inappropriate alterations that have taken place over the decades, and restore the house to its original state with the front door facing Jeffreys Street.</p>

Site Description

No.10 Prowse Place, is a Grade II Listed house within the Jeffrey's Street conservation area. The property is on the South side of Jeffrey's Street at the end of a terrace of three storey plus basement houses built circa 1800. They have London stock brick 1st and 2nd floors above rusticated stucco ground and basement floors.

The entrance was moved in the 1900s to the side on Prowse Place. The path and doorway to the Jeffrey's Street elevation have been removed and an arched sash window now replaces the original entrance, front door and fan light.

Planning History

2010/3487/P Rear extension with reinstatement of mansard roof to the rear roof slope and replacement of windows with internal alteration works to residential house (Class C3). **Granted 20/09/2010**

2010/3491/L & 2010/3487/P Rear extension with reinstatement of mansard roof to the rear roof slope and replacement of windows with internal alteration works to residential house (Class C3). **Granted 20/09/2010**

PE9800444 The erection of a single storey extension in part of the front area at basement level to accommodate a WC. **Granted 07/08/1998**

Relevant policies

The National Planning Policy Framework 2021

The London Plan 2021

Camden Local Plan (July 2017)

- A1 Managing the impact of development
- D1 Design
- D2 Heritage
- A5 Basements
- T3 Transport Infrastructure
- DM1 Delivery and monitoring

Supplementary Guidance - Camden Planning Guidance

- Design - January 2021, Chapters 1 (Introduction), 2 (Design Excellence), 3 (Heritage)
- Home improvements - January 2021
- Basements - January 2021
- Amenity - January 2021
- Transport - January 2021

Jeffrey's Street conservation area statement (2003)

Assessment

3. Proposed Development

- 3.1. Planning permission is sought for the erection of a part three / part single storey rear extension following the demolition of the existing part two / part single storey extension. The closet wing extension would have a height of 5.8m and depth of 4.5m. The proposals include the relocation of the side entrance from the modern rear extension further north along this elevation and onto the original side elevation.
- 3.2. The existing snug would be lowered by 700mm for the full width of the plan and extended out into the garden flush with the new extension (4.5m depth).
- 3.3. Internal works include the extension of the existing shower room towards the hallway incorporating a utility cupboard. A second bathroom would be constructed at the 3rd Floor, and the first floor bathroom would become a 4th bedroom.

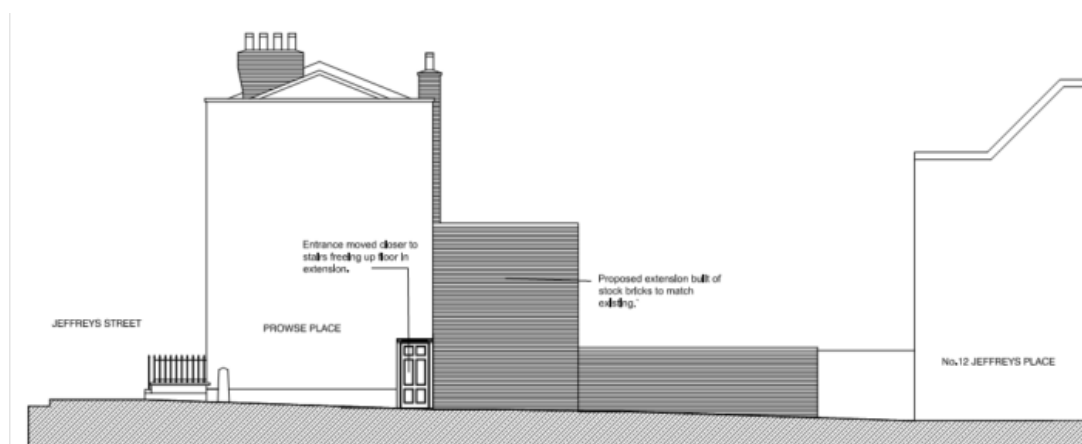


Figure. 1 Proposed side elevation

4. Assessment

- 4.1. The principal considerations in the determination of this application are:
 - The impact of the proposal on the special character, appearance and significance of the Grade II building and the Jeffrey's Street Conservation Area;
 - Impact on neighbouring residential amenity
 - Basement considerations (including approval in principle (AIP))

5. Design and Heritage

- 5.1. Camden Local Plan Policy D1 seeks to secure high quality design in development which respects local context and character. Policy D2 states that the Council will preserve and enhance Camden's heritage assets and their settings, including conservation areas.
- 5.2. Sections 16, 66 and 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 ("the Listed Buildings Act") provide a statutory presumption in favour of the preservation of the character and appearance of Conservation Areas, and the preservation of Listed Buildings and their settings. Considerable importance and weight should be attached to

their preservation. A proposal which would cause harm should only be permitted where there are strong countervailing planning considerations which are sufficiently powerful to outweigh the presumption.

- 5.3. The duties imposed by the Listed Buildings Act are in addition to the duty imposed by section 38(6) of the Planning and Compulsory Purchase Act 2004, to determine the application in accordance with the development plan unless material considerations indicate otherwise.

The National Planning Policy Framework 2021 (NPPF)

- 5.4. The NPPF requires its own exercise to be undertaken as set out in chapter 16 - Conserving and enhancing the historic environment. Paragraph 195 requires local planning authorities to identify and assess the particular significance of any heritage assets that may be affected by a proposal. Paragraphs 199-202 require consideration as to the impact of a proposed development on the significance of a designated heritage asset, including an assessment and identification of any harm/the degree of harm.

Assessment of Significance

- 5.5. Jeffrey's Street is one of the oldest complete streets in Camden, laid out circa 1800. The Conservation Area consists of early 19th century residential development, largely unchanged, save for the building of the North London Railway in 1850 which cut through residential developments, polluting the environment and changing the social status of the area.
- 5.6. Jeffrey's Street and Prowse Place are located within Sub Area One of the CA. The terraces of houses that line Jeffrey's Street (Nos.1-33 and 2-28) were built in the late 1790s and early 1800s and are statutorily listed for their architectural and historic interest.
- 5.7. Most of the houses in Jeffrey's Street (including the application site) have three storeys plus a basement with the two upper storeys of plain stock brick above a ground floor and a basement of stucco with channelled rustication. Each house makes an individual contribution to the Georgian character and rhythm of Jeffrey's Street; with narrow basement areas enclosed with iron railings, they have decorative fanlights, first floor balconies and a strong parapet, which unifies the terrace at roof level.
- 5.8. The rear and side elevations hold historic and architectural significance and are particularly important given their visibility from Prowse Place, although it is noted that they have been insensitively altered in the past.



Figure 2. Photos of rear from garden and from Prowse Place

5.9. Assessment of proposals

5.10. Rear extension

5.11. The addition of a first-floor extension to the existing closet wing would be over scaled, it would not terminate a full storey below eaves and therefore overwhelm the rear elevation of the listed house and harm its composition with its neighbours. It would result in the loss of a historic window opening. The impact of this extension would be increased by its being at the street edge and hence highly visible within the conservation area. It would mean that the historic elevation could no longer be appreciated from Prowse Place and it would create an excessively high brick wall on this street frontage. It would be an incongruous addition that is intrinsically unacceptable as a result of its bulk, scale and location. Officers agree with the CAAC that the extension would harm the significance of the Grade II Listed building and Jeffrey's Street Conservation Area.

5.12. It is noted that two-storey extensions are not the norm in the terrace and the extension at no. 18 Jeffrey's Street demonstrates the harm that an extension of this scale can cause to the original character of a historic building and the wider terrace.

5.13. Internal alterations

5.14. The movement of the entrance door so that it would open on to the staircase would result in harm to the house's plan form and cause loss of historic fabric. The demolition of the side wall of the closet wing and its amalgamation into an open-plan space would result in loss of historic fabric and harm to plan form.

5.15. Conclusion

5.16. Paragraph 202 of the NPPF states that '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 including, where appropriate, securing its optimum viable use'. The proposal is considered to result in 'less than substantial harm' to the character, and appearance and historic interest of the Jeffreys Street conservation area as well as to the special historic interest the Grade II property, for the reasons identified above. The proposal would provide no public benefits to outweigh the less than substantial harm to the conservation area as it a domestic extension for the use of a private owner.

6. Residential Amenity

- 6.1. Policy A1 seeks to protect the quality of life of occupiers and neighbours by only granting permission for development that does not cause harm to amenity.
- 6.2. The basement floor extension and three storey closet wing extension would not obstruct light to neighbouring no. 4 Jeffrey's Street. The basement extension would not rise above the party wall and the closet wing extension is located a sufficient distance from neighbouring first floor windows to cause no impact.
- 6.3. Suitable daylight for habitable rooms is achieved when a 25 degree vertical angle taken from the centre of the lowest windows is kept unobstructed. The recommended distance between the buildings is dependent on the opposing property ridge height. The extension is separated by approximately 8-10m from the windows at 27 & 29 Prowse Place. As a result of this distance and the height of the extension, it is unlikely to fail the 25 degree test when measured from the middle of these windows. In addition, the application site is located to the east of these properties so any potential impact would be further limited to early morning sun only.
- 6.4. The extension would not create new opportunities for overlooking of neighbouring habitable rooms or gardens. The window at first floor would move forward by 4.5m, meaning the distance between the rear elevations of Jeffrey's Place is reduced from 15m to 10m. Therefore it could be argued that there would be an increased perception of overlooking of Jeffrey's Place. It is noted that the first floor window serves a bathroom which is a non-habitable space which would not create overlooking in the same way as a living room or bedroom. Nevertheless, if the development were considered acceptable in all other regards, a condition would be imposed to require the first floor rear window to be obscure glazed to prevent the perception of overlooking to neighbouring windows and gardens.

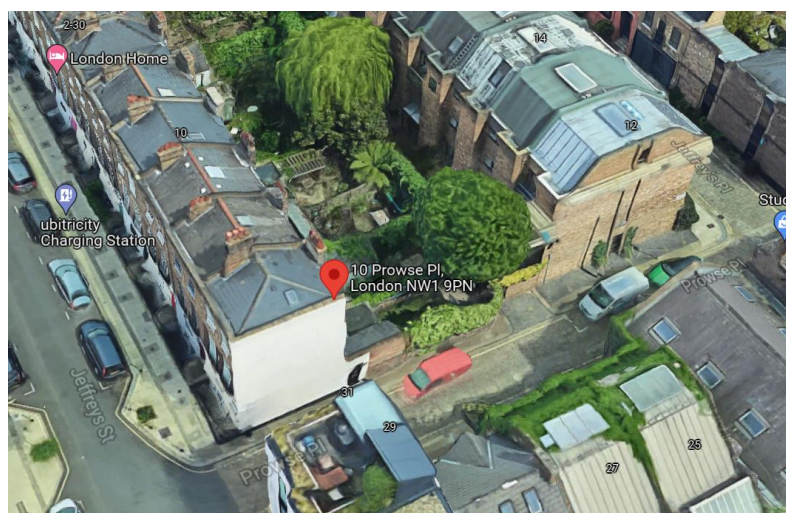


Figure 3. Aerial view of site showing relationship with Jeffrey's Place

- 6.5. In terms of impacts from construction, the Council's Transport Planner has confirmed that the scale of the development and associated demolition would not require a Construction Management Plan (CMP).

7. Basement Considerations

Basement Impact Assessment (BIA)

- 7.1. The existing snug is lowered by 700mm for the full width of the plan and extended out into the garden flush with the new extension. The basement 6" spine wall has already been removed and so has some of the ground floor half-brick partition. The rear basement external wall has been removed to create the single storey rear extension or 'snug'.
- 7.2. Policy A5 states that in determining applications for basements, the Council will require an assessment of the scheme's impact on drainage, flooding, groundwater conditions and structural stability including ground movement. The Council will only permit basement development that does not cause harm to:
- Neighbouring properties;
 - The character and amenity of the area;
 - Structural, ground, or water conditions of the area; and
 - The architectural character and heritage significance of the building and area
- 7.3. Policy A5 requires basement proposals to be supported by a BIA to demonstrate, with methodologies appropriate to the site, that a scheme maintains the structural stability of the building and neighbouring properties; avoids adversely affecting drainage and water runoff or causing other damage to the water environment; and avoids cumulative impacts upon the structural stability or water environment in the local area. Section 4 of CPG Basements (2021) sets out the requirements of stages 1-4 of a BIA. Paragraph 6.117 of the Local Plan states that "*In order to provide the Council with greater certainty over the potential impacts of proposed basement development, we will generally expect an independent verification of Basement Impact Assessments to be funded by the applicant*". Therefore, a BIA would require independent verification by Campbell Reith in accordance with Policy A5 and CPG Basements. Each stage of the BIA should be carried out by engineering professionals who hold qualifications relevant to the matters being considered.
- 7.4. Surface water/flooding
- 7.5. Criterion (n) to (u) of policy A5, relates to impact to the built and natural environment and local amenity, including to the local water environment and ground conditions. Policy A5 stipulates that the Council will not permit basement schemes which include habitable rooms in areas prone to flooding. The site is identified as being located within an area which is prone to subterranean (groundwater) flow and slope instability. In the absence of a BIA, it has not been demonstrated that the enlarged basement would not harm the structural, ground, or water conditions of the area. See sustainability section for further discussion of surface water flooding.
- 7.6. Land stability and impact to the host building and neighbouring properties
- 7.7. A basement impact assessment has not been submitted with the application and it is therefore not possible to assess the impacts of the basement excavation. There is no investigation into, or assessment of the impacts to, the geological, hydrological or hydrogeological conditions of the surrounding area. No Ground Movement Assessment was undertaken which may have been identified as a requirement in the screening and scoping stages of the BIA. There has been no assessment of risk of damage to properties by

subsidence using the Burland Scale as required by policy A5.

- 7.8. In the absence of a BIA that has been independently verified, the Council is not satisfied that the basement development would not have any adverse impact on the host and neighbouring buildings or the surrounding local area. The absence of a BIA therefore constitutes a reason for refusal.
- 7.9. Approval in Principle (AIP)
- 7.10. The proposal would involve some basement excavation, increasing the depth of the existing basement by approximately 700 mm, adjacent to the public highway. The Council has to ensure that the stability of the public highway adjacent to the site is not compromised by the proposed construction. The applicant would be required to submit an 'Approval in Principle' (AIP) report to the Highways Structures & Bridges Team within Engineering Services as a pre-commencement planning obligation. This is a requirement of British Standard BD2/12. The AIP report would need to include structural details and calculations to demonstrate that the proposed development would not affect the stability of the public highway adjacent to the site. The AIP would also need to include an explanation of any mitigation measures which might be required. The AIP report and an associated assessment fee of £1,901 would need to be secured via a legal agreement if planning permission were to be granted. The absence of a finalized legal agreement for an AIP with associated contributions constitutes an additional reason for refusal.

8. Conclusion and recommendation

- 8.1. The proposal is considered to result in 'less than substantial harm' to the character, and appearance and historic interest of the Jeffreys Street conservation area as well as to the special historic interest the Grade II property, for the reasons identified above. The proposal would provide no public benefits to outweigh the less than substantial harm as it a domestic extension for the use of a private owner. The development is therefore contrary to policies D1 and D2. Furthermore, the applicant hasn't satisfactorily demonstrated that the development would not cause harm to the structural stability of the host or neighbouring listed buildings or local ground conditions, contrary to policy A5. As such, it is recommended that planning permission and listed building consent are refused.