

CITY OF WESTMINSTER			
<b>PLANNING APPLICATIONS COMMITTEE</b>	<b>Date</b> 17 January 2016	<b>Classification</b> For General Release	
<b>Report of</b> Director of Planning		<b>Ward(s) involved</b> Lancaster Gate	
<b>Subject of Report</b>	18 - 22 Craven Hill, London, W2 3EN,		
<b>Proposal</b>	Internal and external works of repair and alteration comprising extensions to the rear of the buildings at lower ground and ground floor, rebuilding of the mansard roof storey, insertion of a passenger lift within No.20, landscaping to the rear garden and use of the three buildings as 24 self-contained residential apartments (Class C3).		
<b>Agent</b>	Mr Robert Winkley		
<b>On behalf of</b>	CHG Properties		
<b>Registered Number</b>	16/04185/FULL and 16/04186/LBC	<b>Date amended/ completed</b>	28 July 2016
<b>Date Application Received</b>	5 May 2016		
<b>Historic Building Grade</b>	Grade II		
<b>Conservation Area</b>	Bayswater		

## 1. RECOMMENDATION

- 1) Refuse permission – loss of residential units.
- 2) Refuse listed building consent – harm to plan form of buildings.

## 2. SUMMARY

The application site contains three amalgamated Grade II Listed terraced properties located within the Bayswater Conservation Area.

Planning permission and listed building consent are sought for internal and external works of repair and alteration comprising extensions to the rear of the buildings at lower ground and ground floor, rebuilding of the mansard roof storey, insertion of a passenger lift within No.20, landscaping to the rear garden and use of the three buildings as 24 self-contained residential apartments (Class C3).

The key issues are:

- The acceptability of the reduction in the number of residential units from 32 to 24; and
- The impact of the works on the special architectural and historic interest of this Grade II listed building and the character and appearance of the Bayswater Conservation Area

The planning application is considered unacceptable in land use terms because the reduction in

residential unit numbers would be contrary to the NPPF and policy S14 of Westminster's City Plan and is therefore recommended for refusal.

The listed building consent application is considered unacceptable as the proposed works would result in unacceptable loss of historic fabric and harm to the layout and circulation space of this building, contrary to policies S25 and S28 of Westminster's City Plan and policy DES 10 of the UDP. It is therefore recommended that consent is refused.



4. PHOTOGRAPHS



## 5. CONSULTATIONS

### LONDOIN UNDERGROUND LIMITED

Any response to be reported verbally.

### ARBORICULTURAL MANAGER

No objection subject to conditions.

### SOUTH EAST BAYSWATER RESIDENTS ASSOCIATION

Any response to be reported verbally.

### HIGHWAYS PLANNING

Acceptable on transportation grounds.

### ENVIRONMENTAL HEALTH

No objection, subject to conditions.

### WASTE PROJECT OFFICER

No objection. Requests condition added to ensure waste and recycling provision made.

### ADJOINING OWNERS/OCCUPIERS AND OTHER REPRESENTATIONS RECEIVED

No. Consulted: 69

Total No. of replies: 2

No. of objections: 2

In summary, the objectors raise the following issues:

- Loss of existing trees; and
- Resident of existing block stating that should planning permission be granted then they would lose their flat.

PRESS ADVERTISEMENT / SITE NOTICE: Yes

## 6. BACKGROUND INFORMATION

### 6.1 The Application Site

The application site contains three amalgamated Grade II Listed terraced properties located within the Bayswater Conservation Area. The building was listed in 2010. The property is currently in use as 32 residential flats.

### 6.2 Recent Relevant History

None relevant.

## 7. THE PROPOSAL

Planning permission and listed building consent are sought for internal and external works of repair and alteration comprising extensions to the rear of the buildings at lower ground

and ground floor, rebuilding of the mansard roof storey, insertion of a passenger lift within No.20, landscaping to the rear garden and use of the three buildings as 24 self-contained residential apartments (Class C3).

## **8. DETAILED CONSIDERATIONS**

### **8.1 Land Use**

The proposal involves a reduction in the number of units at the property from 32 to 24.

National (chapter 6 of the NPPF) regional (policy 3.3 of the London Plan) and local policy (policy S14 of the City Plan) contain a very clear policy presumption that housing supply shall be increased and that increasing housing supply is the priority. The first sentence of the reasoned justification to policy S14 is particularly clear (i.e. "To achieve and exceed Westminster's housing targets it is necessary to protect existing housing and have housing as the priority use across the city"). The loss of units reduces the City Council's ability to meet these policy objectives and is resisted strongly in principle by these policies. Whilst policy S14 sets out several exceptions, none are applicable in this instance.

It is noted that the existing units, except for four studios units and one, one bed unit, are below the Nationally Described Space Standard (March 2015) ("the Standard") (i.e. 5 out of 32 existing flats). In comparison, the proposed development would have 18 out of 24 units that meet the Standard or six that do not (see table in section 10 for comparison). On this basis the applicant contends that this is the optimal number of units for the site, noting that policy S14 does not require maximisation of unit's numbers, only optimisation.

However, optimisation as defined within the London Plan and on which policy S14 is based refers to the density ranges contained within policy 3.4 of the London Plan. The proposed development would result in a density of 185u/ha as opposed to the existing density of 247 u/ha. This would fall below the relevant London Plan density level for this site (i.e. 215-405u/ha, Central Site, PTAL 6, 2.7-3.0 hr/unit), unlike the existing situation. Whilst it is recognised that density is a starting point for determining site potential, the proposed development also results in harm to this listed building (see below), indicating that the proposal is not the optimal use for this site in historic building terms.

Furthermore, the proposed units, despite having floor areas below the standard are historic and in officer's opinion provide an acceptable standard of accommodation. It was also clear during a site visit that there is a demand for the units as they have a very high occupancy rate. This is not unusual for such a building and were measuring historic flats by current standards the sole justification for allowing their loss this would jeopardise much of the housing stock within Westminster. They are also not subject to any Building Regulations or Environmental Health enforcement action that would indicate that they provide poor accommodation.

It is also noted that the proposed development provides only one "family sized unit" (i.e. a three or more bedroom unit). Accordingly, it does not meet the target set out within policy H5 of the UDP for 33% of units to be family sized. However, this policy expressly allows some flexibility in its application and in this instance it is recognised that the listed nature of the property places a number of constraints on how individual units can be subdivided into

multi room apartments while protecting the historic form of the building. Whilst regrettable, a reason for refusal on this basis would not be sustainable.

Overall, the loss of units proposed would be contrary to the NPPF, policies 3.3 and 3.4 of the London Plan and policy S14 of the City Plan.

## 8.2 Townscape and Design

To the front elevation a number of works are proposed which will together represent an upgrading of the appearance of the building. These include the restoration of a more convincingly original arrangement to the first floor balconies, the restoration of the front garden including new traditional railings, and the installation of new Victorian floor tiles to the front paths and threshold areas. These works are welcomed in design terms.

Two storey infill extensions to the rear of a listed building would not generally be considered acceptable, however in this case, the lower floor is set well down below garden level into a rear lightwell, and given this and that refurbishment works are also proposed to improve the condition and appearance of the rear elevation then overall the works to the rear are considered acceptable. They adopt a rendered form to help integrate with the character of the rear elevation, and whilst the design of the doors and windows is not assured or designed in sympathy with the building this would be resolved through a condition. The extensions and associated lightwells would encroach further out into the rear garden, though the garden grounds are large and the modest additional projection out of buildings and lightwells is not considered unacceptable in this context.

The application proposes to insert a new lift within no. 20 Craven Hill which rises from lower ground to fourth floor levels in a position within the main rear room to the building. This would cause significant harm to the character and fabric of the building. The plans submitted show that the lift would require the truncation of floor joists both to allow for the new shaft itself, but also to ground, first and second floors the arrangement of steel beams proposed would require either numerous truncations of the original floor joists throughout the main rear room at these floor levels or (if suspended below the relevant areas) projecting inappropriately down into rooms, resulting in the potential for a large scale rebuilding of the structure of the rear of the building at these floor levels and/or steel beams set into the volume of rooms within a listed building. This would result in a significant loss of original fabric and constructional integrity of the rear of this listed building. No original lathe and plaster finishes are apparent in these areas. However there are numerous suspended ceilings and thus any original plasterwork which does remain above the suspended ceilings would also be lost. Aside from the loss of fabric, the installation of a lift to the centre of the building would have a harmful effect on the appreciation of the still largely intact mid-19th century internal floor plan which has a still discernible sequence of rooms leading off from the landing to each floor level, and clear hierarchy of circulation routes with a grand staircase rising to second floor and secondary staircases elsewhere as the sole circulation route in the building. There are rear extensions to each building of more limited value to the significance of the listed building, and should a lift be desired these would appear more suitable locations rather than through the middle of a mid-19th century listed building.

Associated with the proposed lift, to second, third and fourth floor levels the application seeks to create a new door opening to each party wall to allow for a continuous corridor across the width of the three buildings connecting with the lift. The buildings currently have no openings in the party wall. There is no concern about the implications of the openings in the walls between the mansards at fourth floor level. However the new openings in the wall at second and third floor levels are more contentious as these are within the main original body of this Grade 2 listed mid-19th century building. Within these buildings the principal floor levels are clearly defined as ground to second floor levels, as these are the floor levels connected by the grand staircase rising from ground floor level. The spaces to second floor level are therefore of considerable importance to the original form of the building, and though they have had later subdivisions carried out principally to form bathrooms, their original form as an important floor level within these 19th century houses is still appreciable. The creation of a corridor through these three originally distinct and separate terraced properties greatly alters the appreciation of their sequence of spaces and circulation routes and their distinctness as three separate town houses, which is a key element of their character as listed buildings. Given the importance of the second floor level to the character of the building in this case, the openings to the party wall at this floor level are considered harmful to these listed buildings and are considered unacceptable.

The other internal alterations involve the creation of new partitions subdividing spaces which have already been subdivided and altered, and these other works are considered acceptable in principle. Had the listed building consent application been considered acceptable further details would have been sought with regards to any insulation proposed between flats to ensure there was no harm to any remaining original ceilings sited above the existing suspended ceilings.

Though it is not clear when the existing mansard structures were added to the building, they appear later additions to the building. They are higher than the existing roofs, and to the rear they adopt the same staggered footprint as the existing roofs. However, they generally conform to the City Council's guidance on mansard design and are considered acceptable. Plant equipment will be set into sunken wells in the centre of the mansards, though the equipment will not break the plane of the roof, and given this and the height of the buildings the equipment will not clutter the skyline.

Overall, it is recognised that some positive works are proposed, principally with the upper sections of the rear elevation and to the ground floor frontage. However, the works associated with the creation of a lift within the main body of the listed building at no. 20, and also the openings in the party wall between the three buildings, would have a significant harmful impact upon the character of these listed buildings to a level greater than any benefits accrued from other elements of the scheme and as such the application for listed building consent is considered unacceptable. The proposal would be against the advice set out in S25 and S28 of Westminster's City Plan and DES 10 of our Unitary Development Plan (UDP).

### **8.3 Residential Amenity**

#### **8.3.1 Sunlight and Daylight and Sense of Enclosure**

The proposal is largely contained within the buildings existing envelope with the exception of the rebuilding of the existing mansard roof and rear extensions at lower ground and ground floor level. The changes to the mansard roof would not add any significant bulk or create any amenity issues to surrounding properties.

The rear extensions at lower ground and ground floor level are relatively minor infill extensions. There is a gap between the extensions and the neighbouring buildings. The boundary between 14-16 Craven Gardens is almost to the height of the proposed extension and together with the gap means that there is no significant impact in terms of sense of enclosure and loss of sunlight/daylight. The extensions are adjacent to the blank flank wall at its boundary with 42 Craven Hill Gardens so again would have no significant amenity impact.

### **8.3.2 Privacy**

The proposal would not result in any increase in overlooking. It is recommended that a condition is attached to any permission ensuring that the flat roofs of the ground floor extensions are not used as terraces.

### **8.3.3 Noise/Plant**

The City Council's Environmental Health officers has assessed the submitted acoustic report and have concluded that the proposed plant is likely to meet the Council's noise criteria and therefore has no objection to the proposal, subject to standard noise conditions and ensuring the noise attenuation measures proposed are installed prior to the plant is operated.

Overall, the amenity implications of the proposal are consistent with policies S29 of the City Plan and ENV13 of the UDP.

### **8.4 Transportation/Parking**

Although the proposals are for a residential building without any car parking provision they involve a reduction in units. Accordingly, the proposal would not increase the demand for on-street parking and would not be contrary to Policy TRANS 23.

The applicant has stated that they intend to provide cycle parking for 30 cycles in accordance with London Plan minimum standards. This provision is welcomed and it is recommended that details are secured by condition should the application be approved.

The City Council's Waste Project Officer has stated that the proposed waste and recycling storage provision is inadequate. It is recommended that such provision is secured by condition should the proposal be considered acceptable in all other respects.

### **8.5 Economic Considerations**

No economic considerations are applicable for a development of this size

### **8.6 Access**

Access arrangements will not be significantly altered by the proposal.

## **8.7 Other UDP/Westminster Policy Considerations**

### **8.7.1 Trees**

The proposal involves the removal of a large mature London plane tree in the rear garden of the property. A replacement tree and landscaping scheme has been proposed by the applicant. The Arboricultural Manager has assessed the submitted tree survey and arboricultural impact assessment and has no objection to the proposals subject to additional details being provided and tree protection and landscaping conditions being placed on any permission.

### **8.8 London Plan**

This application raises no strategic issues.

### **8.9 National Policy/Guidance Considerations**

The City Plan and UDP policies referred to in the consideration of this application are considered to be consistent with the NPPF unless stated otherwise.

### **8.10 Planning Obligations**

Planning obligations are not relevant in the determination of this application.

### **8.11 Community Infrastructure Levy**

The proposal involves an increase of 180sqm in residential floorspace. Subject to any exemptions or relief that may be applicable, this would generate a Mayoral CIL liability of £11,543.60 and a Westminster CIL liability of £75,985.24 Westminster CIL.

## **9. BACKGROUND PAPERS**

1. Application form
2. Response from EH Consultation, dated 13 July 2016
3. Response from Cleansing officer, dated 13 June 2016
4. Response from Highways Planning, dated 25 July 2016
5. Response from Arboricultural Section dated 31 August 2016
6. Letter from occupier of Flat 3, 20 Craven Hill , dated 22 June 2016
7. Letter from occupier of Craven Hill Gardens, London, dated 26 June 2016
8. Letter from occupier of Craven Hill Gardens, London, dated 26 June 2016
9. Letter from agent dated 25 July 2016

(Please note: All the application drawings and other relevant documents and Background Papers are available to view on the Council's website)

Item No.
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IF YOU HAVE ANY QUERIES ABOUT THIS REPORT PLEASE CONTACT THE PRESENTING OFFICER: NATHAN BARRETT BY EMAIL AT NBARRETT@WESTMINSTER.GOV.UK
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10. KEY DRAWINGS



Existing Front Elevation



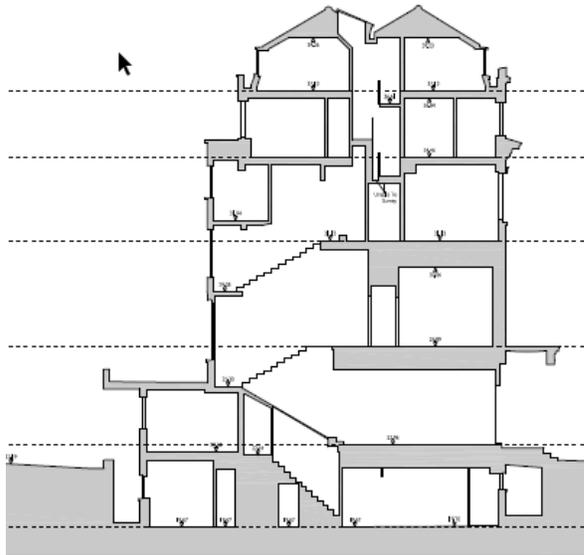
Proposed Front Elevation



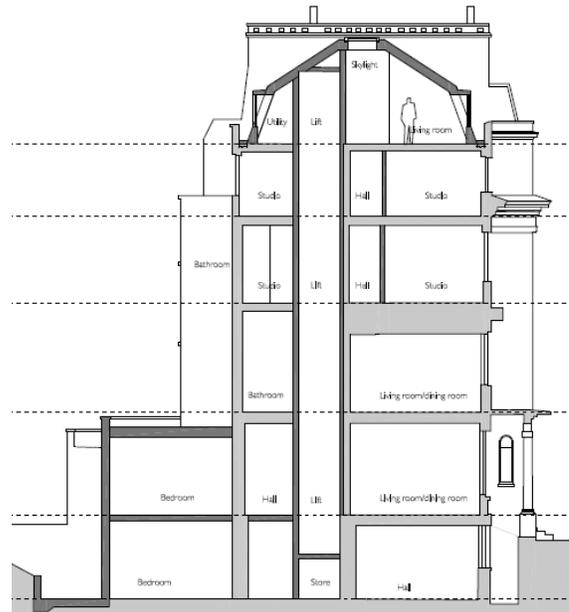
Existing Rear Elevation



Proposed Rear Elevation



Existing Section



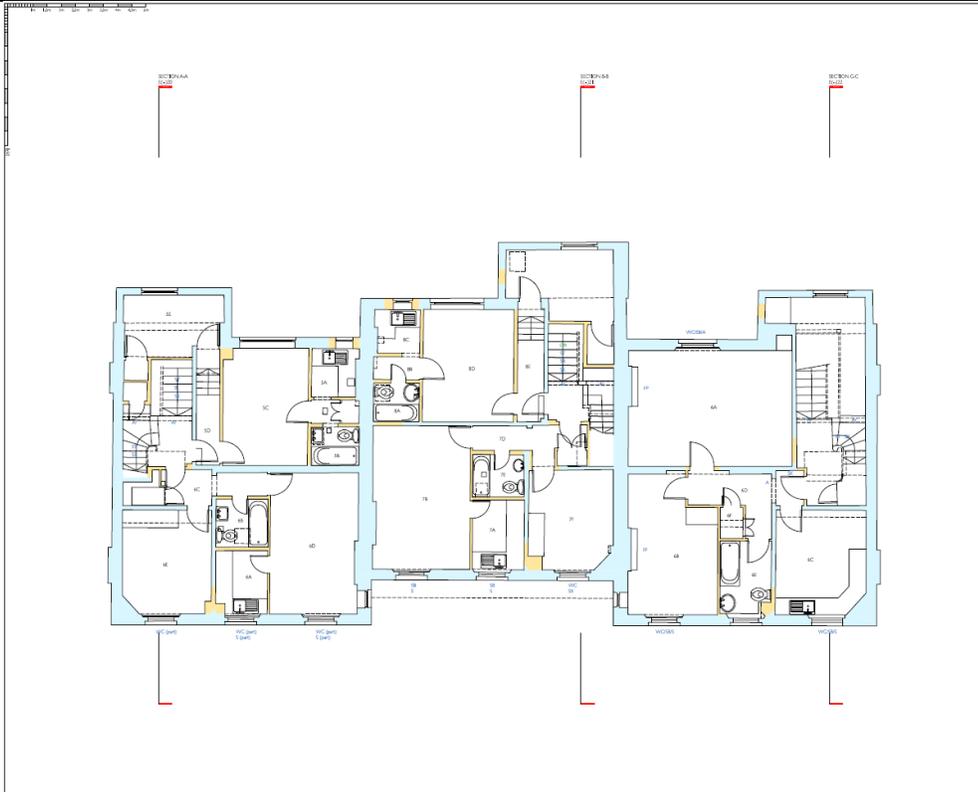
Proposed Section



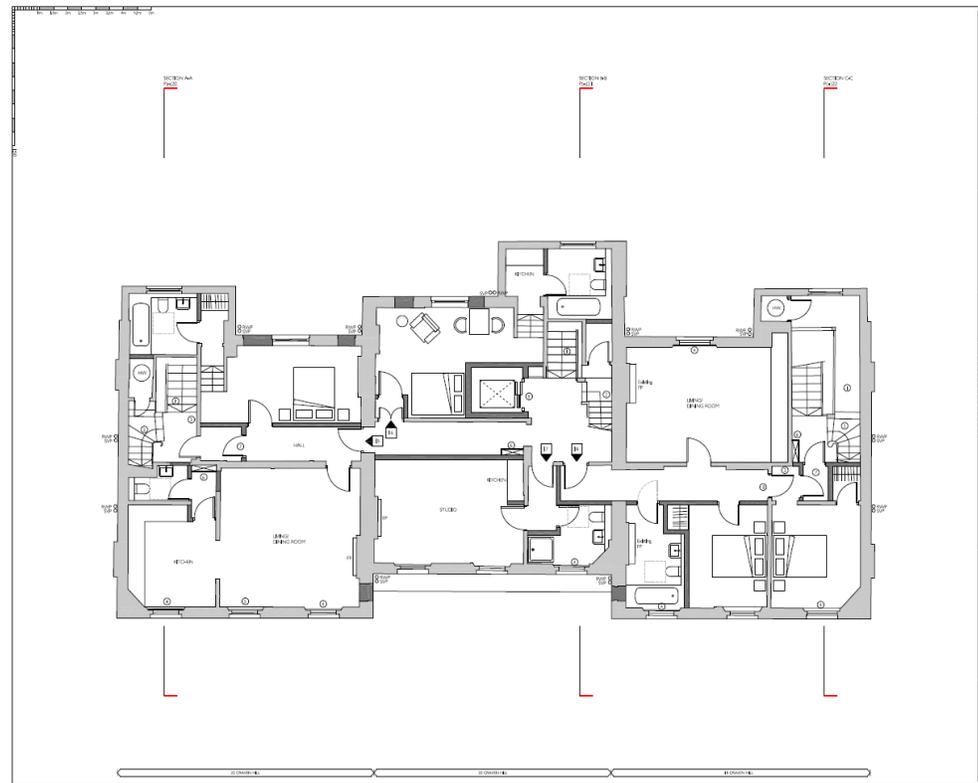
**Existing Ground Floor Plan**



**Proposed Ground Floor Plan**



Existing Second Floor



Proposed Second Floor

	PROPOSED ACCOMMODATION	GIA Sq M	EXISTING ACCOMMODATION	GIA Sq M	LONDON PLAN GIA Sq M
STUDIOS					
	22-4	33	18-7	35	37
	22-5	39	18-8	38	37
	22-6	42	20-1	28	37
	20-8	42	20-3	32	37
	18-9	37	20-6	23	37
	18-10	31	20-9	32	37
	18-11	44	20-10	37	37
	20-16	27	22-1	32	37
	20-17	28	22-4	22	37
	20-20	23	22-7	37	37
	20-21	30	22-7a (office)	35	37
			22-8	37	37
			22-9	35	37
ONE BEDS					
	20-7	51	18-1	42	50
	22-12	65	18-2	47	50
	20-13	64	18-3	38	50
	18-14	65	18-4	40	50
	22-15	73	18-6	64	50
	18-22	72	20-2	49	50
	18-24	54	20-4	43	50
			20-5	42	50
			20-7	41	50
			20-8	34	50
			20-11	34	50
			20-12	31	50
			22-2	41	50
			22-3	41	50
			22-5	31	50
			22-6	42	50
			22-10	33	50
			22-11	29	50
TWO BEDS					
	22-1	96	18-5	65	70
	20-2	95	18-9	64	70
	18-3	97			70
	18-18	70			70
	22-19	72			70
THREE BEDS					
	20/22-23	100			95

### Accommodation Schedule – Existing v Proposed

**DRAFT DECISION LETTER 16/04185/FULL**

**Address:** 18 - 22 Craven Hill, London, W2 3EN,

**Proposal:** Internal and external works of repair and alteration comprising extensions to the rear of the buildings at lower ground and ground floor, rebuilding of the mansard roof storey, insertion of a passenger lift within No.20, landscaping to the rear garden and use of the three buildings as 24 self-contained residential apartments (Class C3).

**Reference:** 16/04185/FULL

**Plan Nos:** E(--B1A; E(--00A; E(--01A; E(--02A; E(--03A; E(--04A; E(--01A; E(--05A; E(--10C; E(--11C; E(--20A; E(--21A; E(--22A; E(35)B1RevA; E(35)00RevA; E(35)01RevA; E(35)02RevA; E(35)03RevA; E(35)04RevA; P(--B1C; P(--00C; P(--01C; P(--02C; P(--03C; P(--04C; P(--05C; P(--10D; P(--11D; P(--20C; P(--21C; P(--22C; P(--23C; P(27)01C; P(27)02C; P(27)03C; P(35)B1RevB; P(35)00RevB; P(35)01RevB; P(35)02RevB; P(35)03RevB; P(35)04RevB; P(so)B1B; P(so)00B; P(so)01B; P(so)03B; P(so)04B; P(so)05A; P(so)10B; P(so)11B; Design and Access Statement by Trehearne Architects dated May 2016; Energy Efficiency Report by CBG Consultants dated 4 March 2016; Acoustic Report by Clarke Saunders Acoustics dated 29 March 2016; Heritage Statement by Heritage Collective dated May 2016; Mechanical and Electrical Building Services Report by CBG Consultants dated 24 March 2016; Planning Statement by Rolfe Judd Planning dated 6 May 2016; Statement of Community Involvement by Four Communications dated April; Structural Information Report by Bridges Pound dated 4 March 2016; Transport Statement by Caneparo Associates dated May 2016; Report on Window Condition by Earl Kendrick Associates dated 10 March 2016; Landscaping Plan by LaDellWood ref: 2249/16/B/1C; Tree Survey Report by LaDellWood dated May 2016; Supplementary Tree Report by LaDellWood (ref: 2249) dated 30 August 2016; Front Garden Excavation Drawing by Trehearne Architects (ref: 11730/PXX)

**Case Officer:** Richard Langston

**Direct Tel. No.** 020 7641 7923

**Recommended Condition(s) and Reason(s)**

- 1 Your development would lead to a reduction in the number of residential units which would be contrary to the National Planning Policy Framework (March 2012), policies 3.3 and 3.4 of the London Plan (FALP - 2015) and policy S14 of Westminster's City Plan (November 2016). We do not consider that the circumstances of your case justify an exception to our policy.

**Informative(s):**

- 1 In dealing with this application the City Council has implemented the requirement in the National Planning Policy Framework to work with the applicant in a positive and proactive way so far as practicable. We have made available detailed advice in the form of our statutory policies in Westminster's City Plan (November 2016), Unitary Development Plan, Supplementary Planning documents, planning briefs and other informal written guidance,

as well as offering a full pre application advice service. However, we have been unable to seek solutions to problems as the principle of the proposal is clearly contrary to our statutory policies and negotiation could not overcome the reasons for refusal.

Please note: the full text for informatives can be found in the Council's Conditions, Reasons & Policies handbook, copies of which can be found in the Committee Room whilst the meeting is in progress, and on the Council's website.

**DRAFT DECISION LETTER 16/04186/LBC**

- Address:** 18 - 22 Craven Hill, London, W2 3EN,
- Proposal:** Internal and external works of repair and alteration comprising extensions to the rear of the buildings at lower ground and ground floor, rebuilding of the mansard roof storey, insertion of a passenger lift within No.20, landscaping to the rear garden and use of the three buildings as 24 self-contained residential apartments (Class C3).
- Reference:** 16/04186/LBC
- Plan Nos:** E(-- )B1A; E(-- )00A; E(-- )01A; E(-- )02A; E(-- )03A; E(-- )04A; E(-- )01A; E(-- )05A; E(-- )10C; E(-- )11C; E(-- )20A; E(-- )21A; E(-- )22A; E(35)B1RevA; E(35)00RevA; E(35)01RevA; E(35)02RevA; E(35)03RevA; E(35)04RevA; P(-- )B1C; P(-- )00C; P(-- )01C; P(-- )02C; P(-- )03C; P(-- )04C; P(-- )05C; P(-- )10D; P(-- )11D; P(-- )20C; P(-- )21C; P(-- )22C; P(-- )23C; P(27)01C; P(27)02C; P(27)03C; P(35)B1RevB; P(35)00RevB; P(35)01RevB; P(35)02RevB; P(35)03RevB; P(35)04RevB; P(so)B1B; P(so)00B; P(so)01B; P(so)03B; P(so)04B; P(so)05A; P(so)10B; P(so)11B; Design and Access Statement by Trehearne Architects dated May 2016; Energy Efficiency Report by CBG Consultants dated 4 March 2016; Acoustic Report by Clarke Saunders Acoustics dated 29 March 2016; Heritage Statement by Heritage Collective dated May 2016; Mechanical and Electrical Building Services Report by CBG Consultants dated 24 March 2016; Planning Statement by Rolfe Judd Planning dated 6 May 2016; Statement of Community Involvement by Four Communications dated April; Structural Information Report by Bridges Pound dated 4 March 2016; Transport Statement by Caneparo Associates dated May 2016; Report on Window Condition by Earl Kendrick Associates dated 10 March 2016; Landscaping Plan by LaDellWood ref: 2249/16/B/1C; Tree Survey Report by LaDellWood dated May 2016; Supplementary Tree Report by LaDellWood (ref: 2249) dated 30 August 2016; Front Garden Excavation Drawing by Trehearne Architects (ref: 11730/PXX)

**Case Officer:** Richard Langston

**Direct Tel. No.** 020 7641 7923

**Recommended Condition(s) and Reason(s)**

- 1 Because of the loss of historic fabric and impact upon the layout and circulation space to the building, the installation of a lift between lower ground and fourth floor levels and the associated structural works including steel beam insertion, and the openings in the party walls at second floor level, would harm the special architectural and historic interest of these grade 2 listed buildings. This would be contrary to policies S25 and S28 of Westminster's City Plan (November 2016) and DES 10 of our Unitary Development Plan that we adopted in January 2007 and the advice set out in paragraphs 6.18, 6.19, 6.20, 6.21, 6.33 and 6.34 of our 'Supplementary Planning Guidance: Repairs and Alterations to Listed Buildings'.

**Informative(s):**

- 1 Though there is no requirement for a lift structure to the building, should one be desired you are advised to consider the options for a smaller lift car structure incorporated largely within one of the

rear extensions to these buildings, whilst ensuring the extension does not rise above rear parapet height to the main rear elevation, nor involve the associated openings to party walls at ground, first or second floor levels.

Please note: the full text for informatives can be found in the Council's Conditions, Reasons & Policies handbook, copies of which can be found in the Committee Room whilst the meeting is in progress, and on the Council's website.