

CITY OF WESTMINSTER			
PLANNING APPLICATIONS SUB COMMITTEE	Date 21 st November 2017	Classification For General Release	
Report of Director of Planning		Ward(s) involved Hyde Park	
Subject of Report	16 Archery Close, London, W2 2BE		
Proposal	Erection of a roof extension at second floor level and the replacement of basement windows at front and rear elevations.		
Agent	Philip Dayer		
On behalf of	Philip Dayer		
Registered Number	17/08737/FULL	Date amended/ completed	30 September 2017
Date Application Received	30 September 2017		
Historic Building Grade	Unlisted		
Conservation Area	Bayswater		

1. RECOMMENDATION

Refuse permission on design grounds.

2. SUMMARY

Permission is sought for the erection of a roof extension at second floor level and the enlargement of the basement windows on the rear elevation. Previous applications for comparable schemes have been refused and dismissed on appeal. An objection has been received regarding the impact of the break in the roofline on the character of the mews. Councillor Cox supports the application and has requested be heard at Committee.

The key issues in this case are:

- The impact of the proposal on the appearance of this mews building and on the character and appearance of this part of the Bayswater Conservation Area.

The proposed development is considered to be contrary to the Council's policies in relation to design and it is recommended that permission is refused for the reasons set out in the draft decision letter.

3. LOCATION PLAN



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4. PHOTOGRAPHS



Front Elevation



Existing Ridge line, showing relationship with the rest of the mews

Photo taken from no.17 Archery Close showing the existing chimney stacks.



Roofscape of Archery Close to demonstrate the continual ridge line.



5. CONSULTATIONS

COUNCILLOR COX: Requested the application be heard at committee.

HYDE PARK ESTATE ASSOCIATION: Any response to be reported verbally.

ADJOINING OWNERS/OCCUPIERS AND OTHER REPRESENTATIONS RECEIVED

No. Consulted: 10

Total No. of replies: 2

No. of objections: 1

- The roofline is uniform at the end of the street and this will be broken by the development,
- The property already has 2no bedrooms so the need for the alteration is unclear as the number of rooms remains,
- The development should be carried out in a professional manner.

No. in support: 1

PRESS ADVERTISEMENT / SITE NOTICE: Yes

6. BACKGROUND INFORMATION

6.1 The Application Site

The application site is an unlisted building located on the west side of Archery Close, a street originally laid out as a mews in the early 19th century. The west side of the street has been rebuilt, likely in the early 20th century, and appears as a unified development of single dwelling houses. The property faces onto Archery Close and forms the end of the terrace abutting no 10 Frederick Close. To the rear, the site faces back onto the landscaped grounds surrounding the residential blocks of St Georges Fields. The building is located within the Bayswater Conservation Area.

6.2 Recent Relevant History

On 14 June 2017 planning permission was refused for the 'erection of roof extension with associated railings to the rear and rooflights' on the grounds that the location, scale, bulk and detailed design the roof level alterations and extension would harm the appearance of this building and fail to maintain or improve (preserve or enhance) the character and appearance of the Bayswater Conservation Area and therefore would not meet S25 and S28 of Westminster's City Plan (July 2016) and DES 6, DES 9, DES 1 and paras 10.108 to 10.128 of our Unitary Development Plan that we adopted in January 2007 (RN: 17/03867/FULL). This application is currently being appealed.

On 17 August 2016 planning permission was refused for the 'replacement of existing roof structure with a mansard roof extension incorporating railings to the rear and alterations to front and rear windows' (RN: 16/05908/FULL). This decision was upheld at appeal and the appeal decision has been included as a background paper.

In their decision the Inspector stated;

Given its very consistent fenestration, proportions and architectural detailing the western terrace presents a very uniform and cohesive appearance in the streetscene... the northern party wall upstand would be quite prominent in the streetscene looking along the terrace from that direction... the proposal would appear as a bulky roof level addition which would significantly disrupt the cohesion, rhythm and visual harmony of the terrace... the mews' established character would be significantly harmed, both when the scheme is considered individually and alongside the other broadly similar appeal schemes, the proposal would conflict with advice in those two documents (Mews: A Guide to Alterations SPG and Roofs: A Guide to Alterations and Extensions to Domestic Buildings SPG).

The Inspector went on to conclude that the scheme failed to accord with UDP policy DES 6 as well as DES 1 and S28 of the City Plan. They identified the harm to the designated heritage asset, the Bayswater Conservation Area, as being less than substantial and in accordance with paragraph 134 of the NPPF, determined that the provision of additional habitable space within a two bedroom family home is not a sufficient public benefit to outweigh the identified harm.

The application and appeal were considered alongside an additional three sites within Archery Close which all sought permission for the same form of development. All applications were refused and dismissed on appeal; no 21 (RN:16/05916/FULL), no 22 (RN: 16/05918/FULL) and no 25 (RN: 16/05913/FULL).

7. THE PROPOSAL

Planning permission is sought to erect a full width rear dormer extension and to re-pitch the front roof slope, making it steeper in order to enlarge the habitable space at second floor level. The front roof slope will be tiled and the rear elevation of the mansard will contain a 5-pane window serving the bedroom and a 2-pane window to serve the staircase, with a balustrade along the parapet. The party wall upstand will be raised and the rear chimney stack removed. Permission is also sought to enlarge the windows located on the rear elevation at basement level and to install double glazed timber sash windows at this level.

8. DETAILED CONSIDERATIONS

8.1 Land Use

Policy H3 of the UDP and S14 of the City Plan seek to encourage the provision of more residential floor space and this scheme seeks to extend this single dwelling house with further accommodation to second floor level. Accordingly the proposals are supported in land use terms.

Notwithstanding this, whilst the creation of further residential floorspace is welcomed in itself, it is not considered to overcome the harm caused to the building through the roof level alterations and the impact this has upon the character and appearance of the building and Bayswater Conservation Area, as discussed below.

8.2 Townscape and Design

The western side of Archery Close has a uniform character and appearance. The height of the front elevations and the line of the parapets are continuous, as are the ridge heights resulting in the pitch of the front roofslopes being coherent along the terrace.

Consequently the roof form cannot be seen when standing in Archery Close, in accordance with the original design intention, allowing the chimney stacks and pots being to be the dominant roof level feature. As these buildings were originally built to appear as a complete development, and still retain much of their originally intended uniformity, any proposal for raising the ridge line, raising parapet lines, or changing the angle of front roof slopes is contentious in design terms as these alterations would could break the uniformity and coherent appearance of the development.

The building is currently unoccupied and the Applicant has stated that the building has been vacant for over 30years, having owned it for the last 2 years. A neighbour letter has been received in support of the application on the grounds that the building has been a 'uninhabitable wreck' for a long time and should be restored. In accordance with paragraph 130 of the National Planning Policy Framework (NPPF) the neglect of a heritage asset and its deteriorated state should not be taken into account in any decision. As the building forms part of the Bayswater Conservation Area, a designated heritage asset, its current condition cannot be considered in relation to the need for the proposed works. Furthermore it has not been demonstrated as part of the application that the restoration of the dwelling cannot be undertaken without the roof level alterations and extensions.

The objection raised states that it would be a shame to alter the roofline of a homogenous row of mews terrace houses. This view was shared by the Inspector in the 2016 appeal decision.

When considering roof level alterations and extensions the relevant policy is DES 6, which states that "Permission may be refused for roof level alterations and extensions to existing buildings where any additional floors, installations or enclosures would adversely affect either the architectural character or unity of a building or group of buildings, where buildings are completed compositions, where the buildings form or profile makes a contribution to the local skyline or was originally intended to be seen in silhouette and where the extension would be visually intrusive or unsightly when seen in longer public or private views".

It is proposed to raise the ridge height, in the same line as existing, consequently increasing the pitch of the front roof slope in association with the erection of a full width dormer projecting from the ridge. The full length of the existing party wall to no.17 will be raised and the rear chimney stack will be removed.

With regards to raising the ridge and altering the pitch of the front roof slope, in comparing the existing section and proposed section the ridge is to be raised by 800mm resulting in the pitch of the front roof slope increasing by 10degrees. Consequently the front roofslope will be significantly steepened in order to achieve a desired internal head height.

Additionally the existing party wall upstand will be raised to form the side elevation of the

dormer to the rear and a greater upstand to the front pitch. No side elevations have been provided as part of the application and the sections do not show the upstands or the chimney breasts; nevertheless these features would result in a roof structure and upstand which will be visible from street level, departing from the original design intention and resulting in the erosion of the unified roof form along the terrace. This would fail to meet the aims of DES 5 as the appearance of the building and terrace it forms part of would be adversely affected and the buildings original profile will be compromised.

These alterations would be readily apparent in views of the terrace from upper floors of surrounding buildings and potentially from street level, despite the annotation on the proposed section drawing. The existing chimney stacks located in the middle of the building can be seen from street level and therefore it is considered that, due to this current appreciation any increase in height of the roof form will also be appreciated from street level. As proposed, the alterations to the front roof slope and the party walls would appear out of keeping and wholly uncharacteristic in terms of the character and appearance of the building and the unity of the terrace. This would fail to comply with UDP policy DES 1 and DES 6 and would fail to preserve or enhance the character and appearance of the Bayswater Conservation Area.

The principle of introducing a full width dormer to the rear elevation is considered to be unacceptable in design and conservation terms, with the proposed scheme failing to address the reasons for the dismissal of the previous appeal. The dormer will add high level bulk to the building, which is characterised by its scale, form and relationship with the terrace. It will also result in the loss of the rear chimney breast and the raising of the party wall upstands, as well as the introduction of high level clutter in the form of a balustrade. Therefore it will result in the erosion of the roof level uniformity and consequently would adversely affect the architectural character of the building and the group which it forms part of; contrary to DES 6. Whilst it is recognised that in rear views from St Georges Fields there is heavy tree cover and therefore views of the rear may be screened, particularly in the summer months, the proposals will nevertheless be appreciated in wider views including those from the upper levels within buildings fronting Connaught Square. The buildings are considered to be completed compositions with regards to their scale, form and proportions and as such the extension would appear as unsightly in public and private views, compromising the consciously designed profile of the building. Therefore the extension will fail to preserve or enhance the character and appearance of the Bayswater Conservation Area and fails to accord with the relevant design polices.

The works are considered to result in less than substantial harm to the significance of the Designated Heritage Asset, which in this instance is the Bayswater Conservation Area. In accordance with section 12 of the NPPF, noting in particular that under paragraph 134, any harm identified should be weighed against the public benefits of the proposal. The Planning Practice Guidance sets out at Reference: ID 18a-020-20140306 that public benefits should be of a nature or scale to benefit the public at large and not just a private benefit. The applicant has stated that the public benefit of the proposal would be the converting of a disused building back into a habitable dwelling. However as previously noted, it has not been demonstrated that the restoration of the property cannot be undertaken without the proposed extensions and alterations and as such there are not considered to be any public benefits that would outweigh the harm identified. The proposal would provide additional floorspace, however enhanced living conditions in a sustainable city centre location, is not considered to be a public benefit as the proposal would not

increase the number of residential units. Additionally the Planning Inspector previously concluded that the limited public benefit of providing additional habitable space in a small two bedroom family home in a sustainable location is not sufficient to justify allowing the appeal. Furthermore it has not been demonstrated that the roof alterations are required to secure the optimum viable use of the building and therefore would outweigh the identified harm. It is therefore concluded that the public benefits of the proposal would be limited and do not amount to the clear and convincing justification to outweigh the harm that would be caused.

The roof extension is contrary to City Plan policies S25 and S28 and UDP policies DES 1, DES 6 and DES 9 and would fail to preserve or enhance the character and appearance of the Bayswater Conservation Area

8.3 Residential Amenity

Policy S29 of the City Plan and ENV13 of the UDP relates to protecting amenities, daylight and sunlight, and environmental quality. Policy ENV 13 (D) states that the City Council will resist proposals which result in a material loss of daylight/sunlight, particularly to existing dwellings and educational buildings. Policy ENV 13 (E) goes on to state that developments should not result in a significant increase in sense of enclosure, overlooking, or cause unacceptable overshadowing, particularly on gardens, public open space or on adjoining buildings, whether in residential or public use.

The angle of the front roof slope, the dormer extension and the raised height of the ridge, whilst harmful in design/conservation grounds, is not so significant as to adversely impact upon the amenity of the residential occupiers of Archery Close with regards to loss of light, overlooking or sense of enclosure. The properties facing Connaught Square are some considerable distance away to the east and would be unaffected by these proposals.

Therefore no objection to the application is raised on amenity grounds.

8.4 Transportation/Parking

This application raises no transport or parking issues.

8.5 Economic Considerations

No economic considerations are applicable for a development of this size

8.6 Access

8.7 Other UDP/Westminster Policy Considerations

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 Environmental Impact Assessment

Not applicable.

8.12 Other Issues

9. BACKGROUND PAPERS

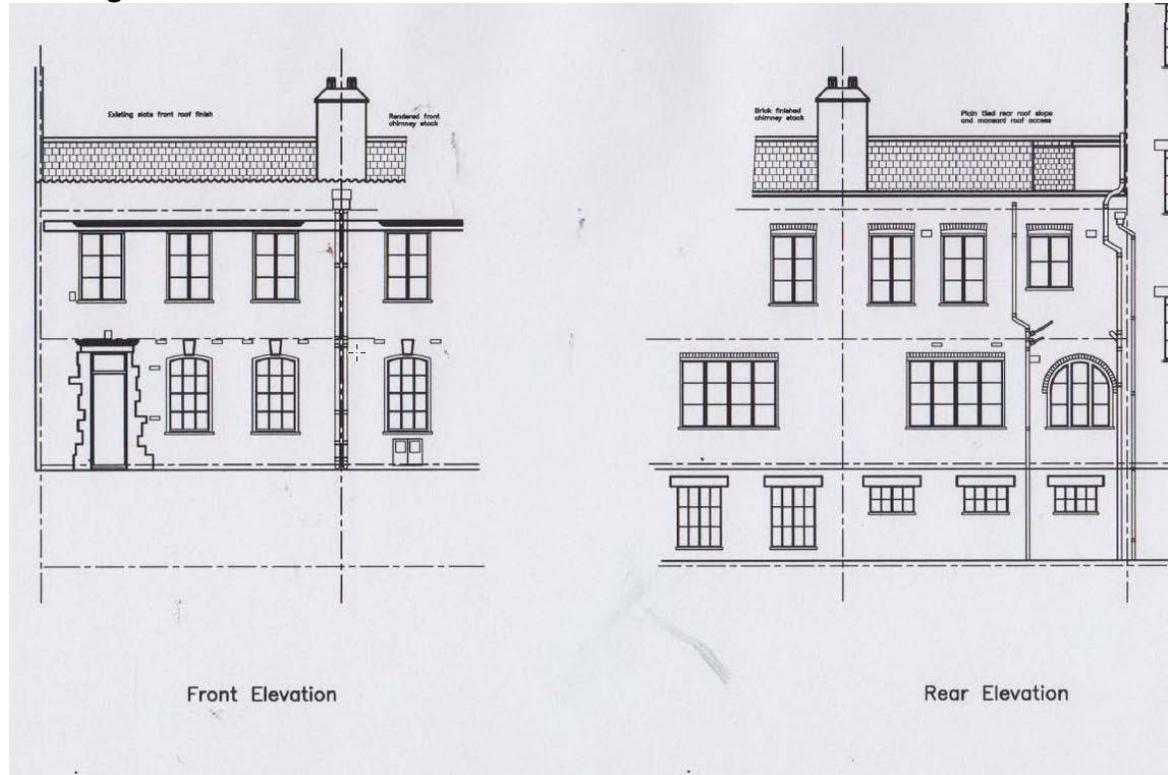
1. Application form
2. Letter from Councillor Cox dated 10 October 2017.
3. Letter received from the occupier of 11 Archery Close, London, dated 14 October 2017
4. Letter received from the occupier of 37 Connaught Square, London dated 31 October 2017
5. Appeal decision dated 15 December 2016 for application reference 16/05908/FULL.

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

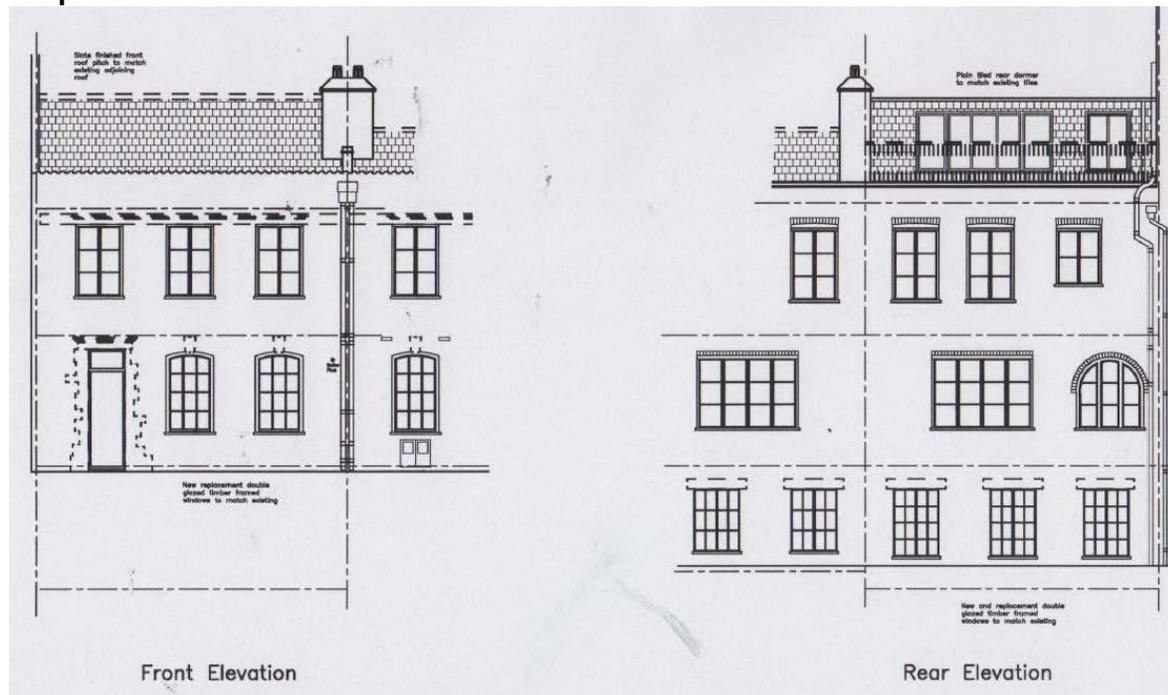
IF YOU HAVE ANY QUERIES ABOUT THIS REPORT PLEASE CONTACT THE PRESENTING OFFICER: KIMBERLEY DAVIES BY EMAIL AT kdavies1@westminster.gov.uk.

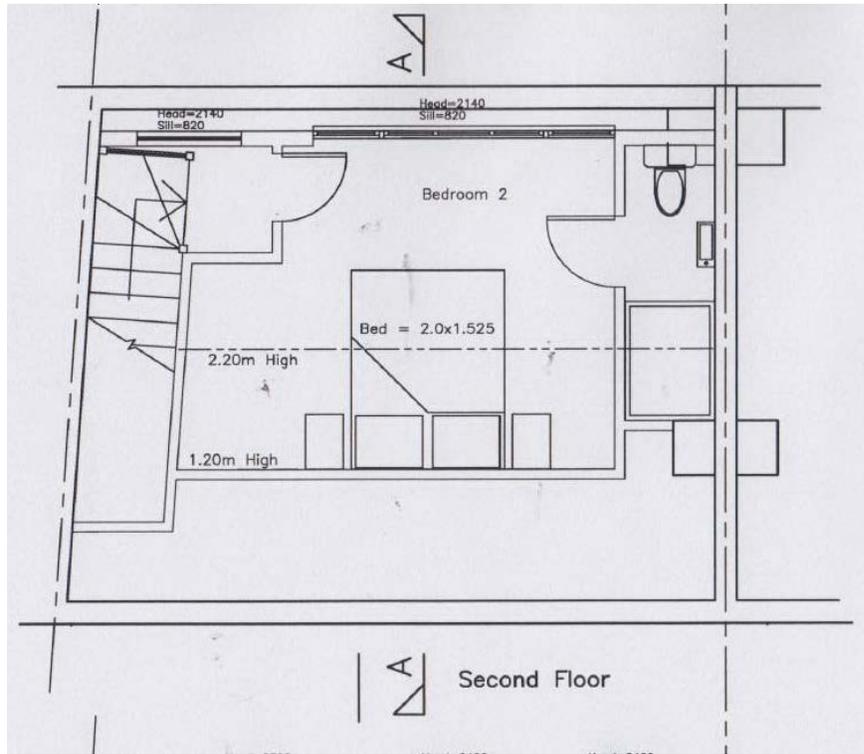
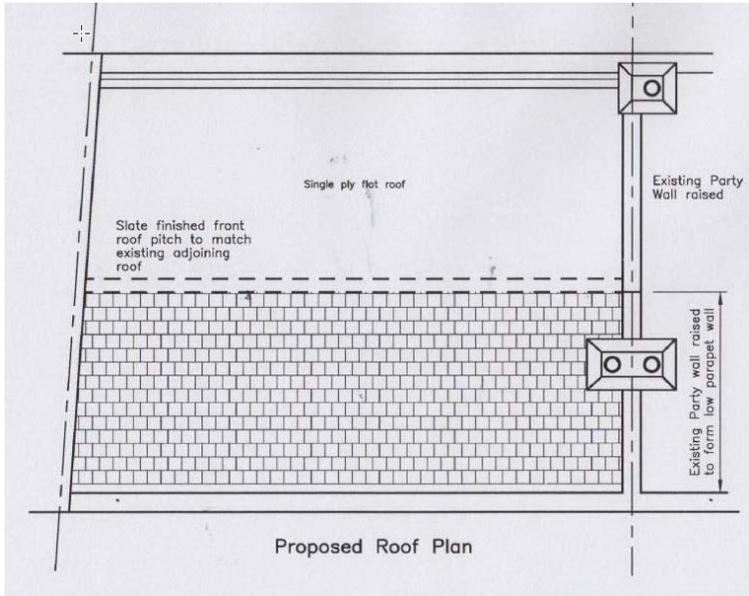
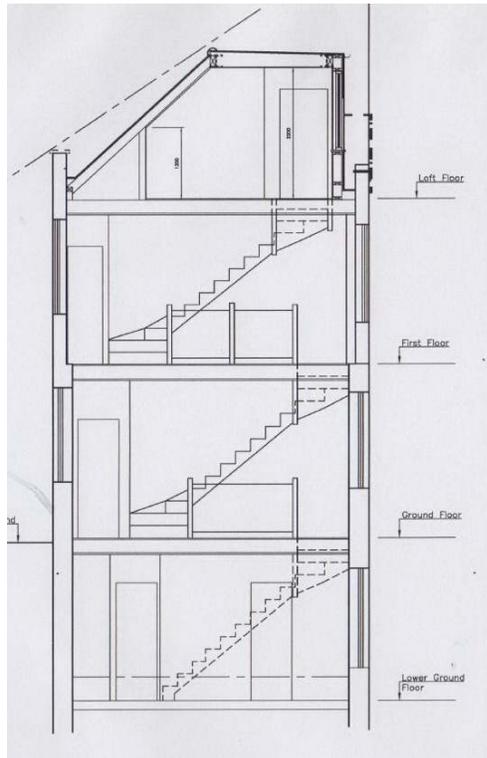
10. KEY DRAWINGS

Application Drawings
Existing



Proposed

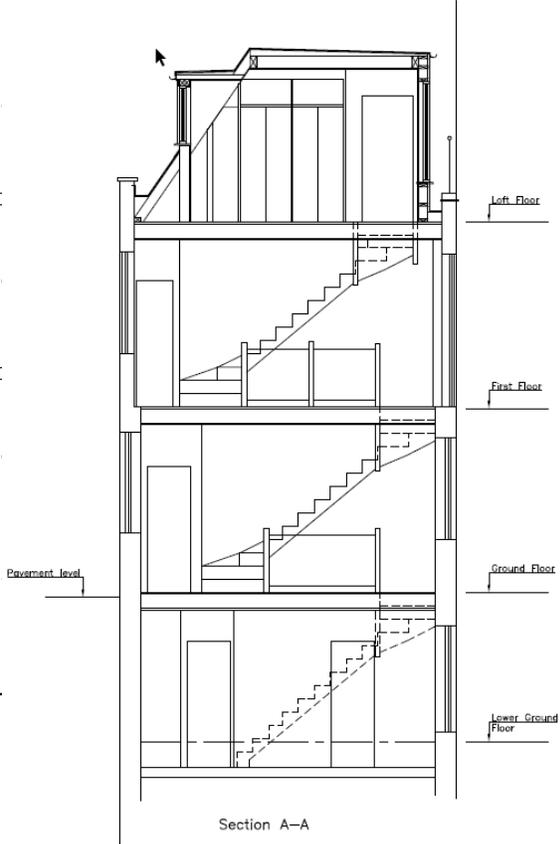




2016 application, dismissed on appeal



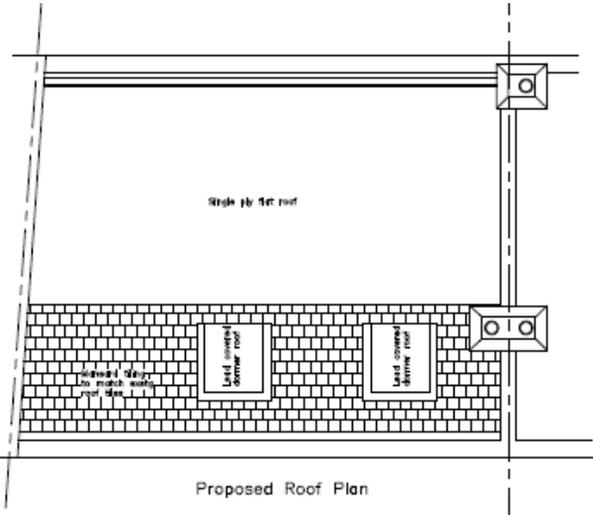
Rear Elevation



Section A-A



Second Floor



Proposed Roof Plan

DRAFT DECISION LETTER

Address: 16 Archery Close, London, W2 2BE

Proposal: Erection of a roof extension at second floor level and the replacement of basement windows at front and rear elevations.

Reference: 17/08737/FULL

Plan Nos: AT292/16/01; AT292/16/02; AT292/16/03; AT292/16/04 Rev A; AT292/16/05; AT292/16/06 Rev B; AT292/16/07 Rev B; AT292/16/08 Rev B; AT292/16/09 Rev A; AT292/16/10 Rev A.

Case Officer: Rebecca Mason

Direct Tel. No. 020 7641 7540

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

Because of their location, scale, bulk and detailed design the roof level alterations and extension would harm the appearance of this building and fail to maintain or improve (preserve or enhance) the character and appearance of the Bayswater Conservation Area. This would not meet S25 and S28 of Westminster's City Plan (November 2016) and DES 6, DES 9, DES 1 and paras 10.108 to 10.128 of our Unitary Development Plan that we adopted in January 2007. It would also fail to accord with the City Council's Supplementary Guidance Documents 'Roofs: A Guide to Alterations and Extensions on Domestic Buildings' (1995) and 'Mews - A Guide to Alterations' (2004).(X16AC)

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.