

<b>CITY OF WESTMINSTER</b>			
<b>PLANNING APPLICATIONS SUB COMMITTEE</b>	<b>Date</b> 24 July 2018	<b>Classification</b> For General Release	
<b>Report of</b> Director of Planning		<b>Ward(s) involved</b> Warwick	
<b>Subject of Report</b>	48 - 58 Hugh Street, London, SW1V 4ER,		
<b>Proposal</b>	Erection of mansard roof extensions on Nos 48-58 Hugh Street to create additional residential accommodation in connection with each property.		
<b>Agent</b>	Mr James Smith		
<b>On behalf of</b>	Zaheed Nizar		
<b>Registered Number</b>	18/03060/FULL	<b>Date amended/ completed</b>	16 April 2018
<b>Date Application Received</b>	16 April 2018		
<b>Historic Building Grade</b>	Unlisted		
<b>Conservation Area</b>	Pimlico		

## 1. RECOMMENDATION

Refuse planning permission - design.

## 2. SUMMARY

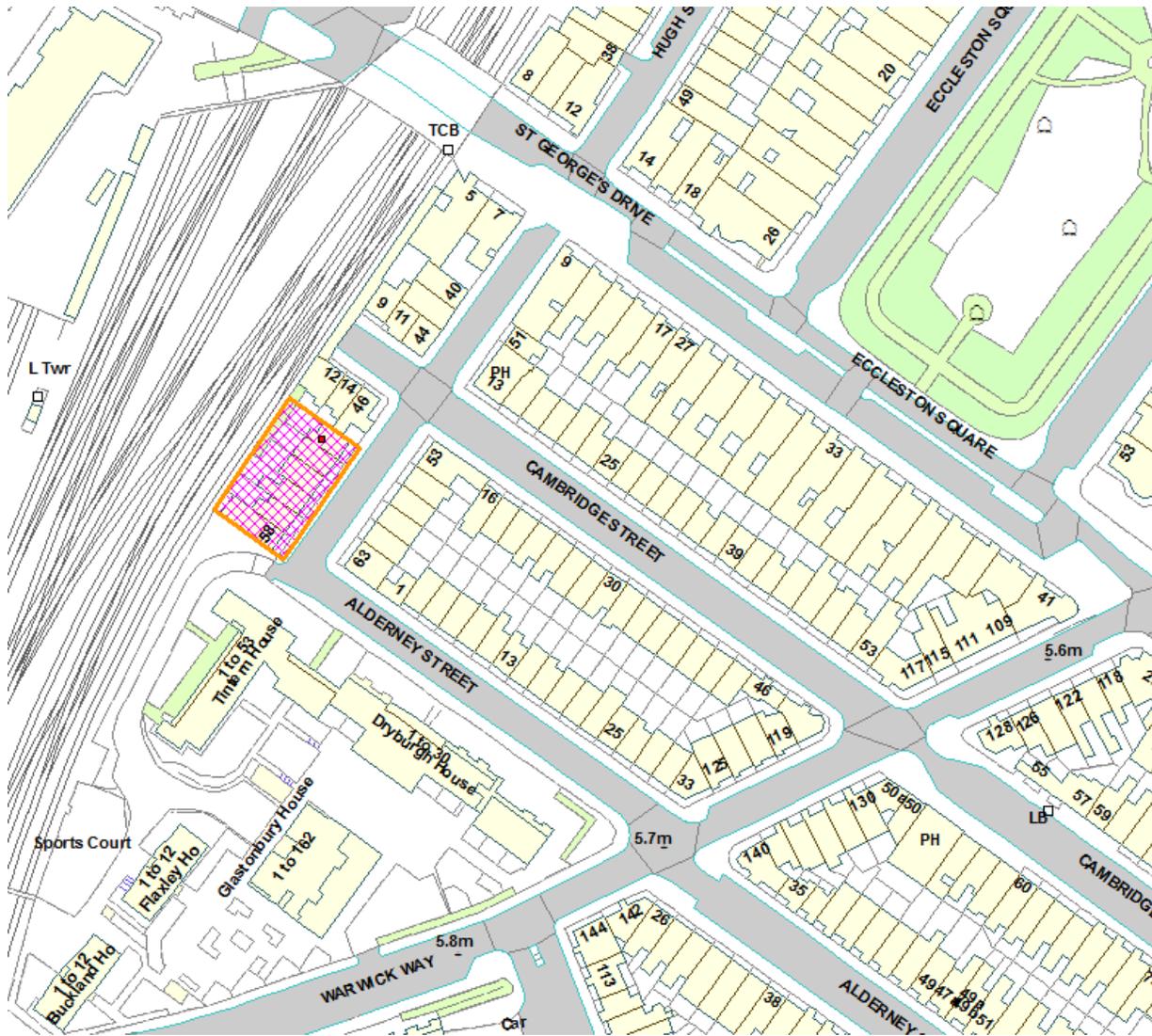
Nos. 48-58 Hugh Street are single-family dwelling houses with the exception of No. 58 which comprises a self-contained flat at basement level and separate unit on the upper floors. They are unlisted buildings of merit located within the Pimlico Conservation Area.

Permission is sought to erection a mansard roof extensions to each property to create additional residential accommodation.

The key issue for consideration is the impact of the mansard proposed alterations on the character and appearance of the terrace and Pimlico Conservation Area.

The proposal is considered unacceptable in design terms and contrary to policy as set out in the Westminster City Plan, Unitary Development Plan policies and the Pimlico Conservation Area Audit (2006).

### 3. LOCATION PLAN



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4. PHOTOGRAPHS



## 5. CONSULTATIONS

### WARD COUNCILLOR (WARWICK WARD):

No objection to the proposal provided that highways measures are undertaken during construction works, namely three general purpose paid parking spaces between the junction of Hugh Street and Cambridge Street and St George's Drive to be reallocated to residents parking and reinstated on completion of works and the Council to temporarily waive the prohibition on traffic exiting Hugh Street onto St George's Drive.

### WESTMINSTER SOCIETY:

No objection. Sensible proposal to create additional residential accommodation with minimum impact on the streetscape.

### ADJOINING OWNERS/OCCUPIERS AND OTHER REPRESENTATIONS RECEIVED

No. Consulted: 81

Total No. of replies: 4

No. of objections: 0

No. in support: 3

#### Design

- There are mansards in every direction in Pimlico, including on the opposite side of the street.
- The appearance of the block would be improved.
- Existing post war flats at the end of Hugh Street are unsympathetic in design and dominate the 19th Century Cubitt terrace buildings- additional height created by mansards would help redress this imbalance.
- Mansard extensions offer a practical and unobtrusive method of increasing much needed floorspace.

#### Construction

- Noise and disturbance caused by construction traffic.
- Reallocate 3no. parking spaces between the junction of Hugh Street and Cambridge street and St George's Drive to residents parking and reinstated on completion of works.
- The prohibition on traffic exiting Hugh Street onto St George's Drive should be temporarily waived.

PRESS ADVERTISEMENT / SITE NOTICE: Yes

## 6. BACKGROUND INFORMATION

### 6.1 The Application Site

The proposals relate to Nos. 48-58 Hugh Street, which are single-family dwelling houses with the exception of No. 58 which comprises a self-contained flat at basement level and separate unit on the upper floors. They are unlisted buildings of merit located within the Pimlico Conservation Area..

## 6.2 Recent Relevant History

### 58 Hugh Street

17/07924/CLEUD: Use of the basement as a self-contained residential dwelling certificate granted 30 October 2017.

### 48 Hugh Street

07/08812/FULL: Erection of single storey rear basement infill extension with terrace over at rear ground floor level with balustrade, second floor single storey extension and erection of mansard roof extension refused permission 08 January 2008.

Reason for refusal: bulk, location, design and appearance of mansard roof extension.

Dismissed on appeal on 22 October 2008 (APP/X5990/A/08/2071936)

Mansard element of scheme in conflict with paragraph 10.69 of DES 6 which records that roof extensions are not appropriate where terraces or groups of buildings have original unbroken or unaltered rooflines.

## 7. THE PROPOSAL

Permission is sought for the erection of mansard roof extensions on Nos 48-58 Hugh Street to create additional residential accommodation in connection with each property. The mansards would have natural slate, lead-clad dormers and timber sliding sash windows. The roof to No. 48 would be hipped.

## 8. DETAILED CONSIDERATIONS

### 8.1 Land Use

Each roof extension will provide a bedroom and bathroom, approximately 27sqm of additional floor space. In land use terms this is broadly supported by S15 of our City Plan and therefore considered acceptable. However, whilst the provision of additional residential accommodation is acceptable in principle this is subject to applying other relevant policies in the Development Plan. It should also be stressed that no new residential units are being created in this proposal that would add to the City Council's housing stock. The proposal represents an enhancement to existing dwellings which is a largely personal benefit. It is therefore considered that there are no public benefits which would outweigh the design and heritage issues arising from the proposals.

### 8.2 Townscape and Design

Nos. 48-58, which comprises the entire terrace, are designated as unlisted buildings of merit in the Pimlico Conservation Area Audit. This means that the terrace can be considered to be a non-designated heritage asset in its own right, in addition to its contribution towards the conservation area which is a designated heritage asset. By

definition these properties are considered to be of particular value to the character and appearance of the Conservation Area and their demolition or unsympathetic alteration will be resisted.

Nos. 48-52 retain their original 'butterfly' roof form whereas Nos. 54-58 appear to have had their roofs previously altered. However from the front, all appear effectively as original with a flat parapet across the whole terrace. This was a typical design intention of the period and demonstrates a complete composition whereby the front parapet is intended as the upward termination of the terrace's architectural design.

The starting point for the consideration of development proposals within a conservation area is the statutory requirement imposed by Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990, to pay special regard to the preservation or enhancement of the character or appearance of the area. This statutory requirement, as further informed by Section 12 of the National Planning Policy Framework (paragraphs 133 to 135 more specifically), means that harmful proposals may only be approved where they would be significantly and demonstrably outweighed by the public benefits which the scheme would secure (if any).

The relevant policy application for the proposals is Policy DES 6 of the Unitary Development Plan (the UDP), which relates to roof extensions and alterations on listed and unlisted buildings, but also Policy DES 9 which relates to development in conservation areas more generally.

Policy DES 6 (Roof Level Alterations and Extensions) seeks to avoid roof extensions which would adversely affect the architectural character or unity of a building or group of buildings. Paragraph 10.69 of the supporting text states; 'There are some buildings where roof extensions are not appropriate. These include terraces or groups of buildings that have original unbroken or unaltered rooflines, buildings that are as high, or higher, than their neighbours, and buildings where the existing roof or skyline contributes to the character of the area'.

This terrace group is characterised by consistent repeated architectural detail. They are unusual in Pimlico as they are a largely unaltered group, which retains its simple unaltered roofline with butterfly roofs (for three properties) hidden behind a straight stucco parapet. Here the terrace also forms part of a wider group with those around the junction to the north west also not been altered at roof level. There are views towards this group from a number of surrounding streets and the terrace gaps to either side of the group provide views toward side elevations. The rear elevation which exposes the original characteristic 'butterfly' gables is also very visible from the trainline to the rear and provides an insight into the plainer but nevertheless historic character of the rear of such terraces.

The unaltered terrace and unbroken roofline provides an important reminder of the original form and detail of the terraces which would have been found throughout Pimlico and makes a particularly important and positive contribution to the character of the conservation area. The Pimlico Conservation Area Audit also identifies the terrace as being inappropriate for roof extensions. As set out in the planning history, permission was refused for a mansard roof extension solely to No. 48 in 2008 which was subsequently dismissed on appeal. The appeal decision in relation to the mansard element of scheme found that the proposals would be in conflict with paragraph 10.69 of

DES 6 (Unitary Development Plan 2007 (UDP)) which records that roof extensions are not appropriate where terraces or groups of buildings have original unbroken or unaltered rooflines. This policy remains applicable today.

It is recognised that the applicant is seeking to develop the roofs of the properties as a single development. This singular development approach, whilst dramatically changing the character of the terrace's roofline, would at least ensure that it would still to have a continuous 'singular' roof form, albeit not that which currently characterises the terrace, and acts as an important reminder of the original form of terraces in the area. Had the application been considered acceptable in policy terms this singular development approach would have been preferable to ad-hoc individual extensions and could have been secured by condition.

Whilst exceptions are made for some cases such as this in the City Council's roof alterations supplementary planning guidance (1995), this is diminished somewhat by the later adoption of the UDP (2007) which does not include any such exception and which takes precedence in the consideration of development proposals. A complete terrace scheme would remain a dramatic change to the original character of the terrace and as such would cause harm to the conservation area. Given the current notations in the Pimlico Conservation Area Audit the proposals are considered to be unacceptable in principle.

In 2016 planning permission was refused for a similar scheme for 5-9 West Warwick Place nearby (16/05527/FULL). This proposed roof extensions to the whole terrace, which is also in the Pimlico Conservation Area and identified as unlisted buildings of merit where a roof extension (as identified in the Pimlico Conservation Area Audit) was also considered unacceptable. This is comparable to the current scheme and demonstrates recent decision-making in relation to such proposals. It is not considered that in light of current policy that a different approach is justified in this case.

The proposed design elements are well detailed in accordance with the design guidance for mansards in both the Pimlico Design Guide and the Roofs SPG (which is applicable in cases where a roof extension is considered acceptable in principle). Nevertheless, this does not outweigh the harm caused by the fundamental alteration of the terrace's roofline.

### **8.3 Residential Amenity**

Policy S29 of the City Plan and ENV 13 of the UDP aim to protect the amenity of residents from the effects of development. Policy ENV13 states that the Council will resist proposals that would result in a material loss of daylight/sunlight, particularly to dwellings, and that developments should not result in a significant increased sense of enclosure, overlooking or cause unacceptable overshadowing. The mansard to No, 48 has been hipped in order to reduce the bulk when viewed from properties to the north-west on Hugh Street. The hipped mansard does not cause unacceptable harm to residential amenity in terms of loss of daylight and sunlight or increased sense of enclosure.

### **8.4 Parking**

As the proposal is for extensions to existing dwellings the proposal has no parking implications in terms of policy TRANS 23 of the UDP.

### **8.5 Economic Considerations**

No economic considerations are applicable for a development of this size.

### **8.6 Access**

There are no changes to the existing buildings access.

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

Not applicable.

### **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.

The estimated CIL payment would have been £69,390.41 Westminster CIL and £10,540.81 Mayor's CIL had the application been considered acceptable.

### **8.11 Environmental Impact Assessment**

Not applicable.

### **8.12 Other Issues**

A letter of representation has raised the issue of construction and suggestions have been made for highway changes to help alleviate the impact on residents. This proposal is supported by Councillor Flight.

The City Council adopted its Code of Construction Practice (CoCP) at the end of July 2016 and had the application been considered acceptable the a condition would have been recommended to require the developer to comply with the with the CoCP. This is a fundamental shift in the way the construction impacts of developments are dealt with relative to the position prior to July 2016. Previously conditions were attached to planning permissions requiring Construction Management Plans to help protect the amenity of neighbours during construction. The CoCP expressly seeks to move away from enforcement via the planning system. It recognises that there is a range of regulatory measures available to deal with construction impacts, and that planning is the

least effective and most cumbersome of these. The Environmental Inspectorate has been resourced in both numbers and expertise to take complete control over the monitoring of construction impacts. In this instance if the scheme obtained permission it would liaise with Highways regarding any necessary changes to parking restrictions or how the highway is used.

(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: MATTHW MASON BY EMAIL AT [MMASON@WESTMINSTER.GOV.UK](mailto:MMASON@WESTMINSTER.GOV.UK).

9. KEY DRAWINGS



elevation to High Street as existing

DVM ARCHITECTS	
<small>15 Abchurch Lane, London, EC4N 3DF Telephone 071 481 2211, Facsimile 071 481 2217 www.dvmarchitects.com</small>	
Residents of 46-58 High St.	
46-58 High Street London SW1V 4ER	
Elevation to High Street AS EXISTING	
Scale	1:50
Date	01.03.18
Year	1940-08
<small>© DVM ARCHITECTS 2018</small>	

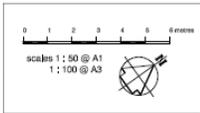


elevation to High Street as proposed

DVM ARCHITECTS	
<small>15 Abchurch Lane, London, EC4N 3DF Telephone 071 481 2211, Facsimile 071 481 2217 www.dvmarchitects.com</small>	
Residents of 46-58 High St.	
46-58 High Street London SW1V 4ER	
Elevation to High Street AS PROPOSED	
Scale	1:50
Date	21.03.18
Year	1940-20
<small>© DVM ARCHITECTS 2018</small>	



rear elevation as existing



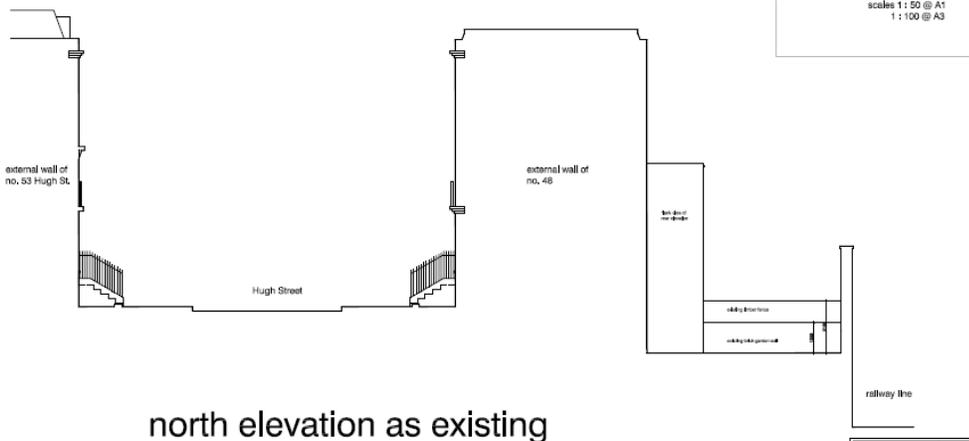
DVM ARCHITECTS	
14 Stone Street, London, EC6A 3DE	
Tel: +44 (0)20 7463 0100, Fax: +44 (0)20 7463 0101	
www.dvmarchitects.com	
Residents of 48-58 High St.	
48-58 High Street	
London SW1V 4ER	
Rear Elevation	
AS EXISTING	
Scale	1:50
Date	01.03.19
Year	1940-09
Author	
Checker	
Project No.	1940/00000000000000000000



rear elevation as proposed



DVM ARCHITECTS	
14 Stone Street, London, EC6A 3DE	
Tel: +44 (0)20 7463 0100, Fax: +44 (0)20 7463 0101	
www.dvmarchitects.com	
Residents of 48-58 High St.	
48-58 High Street	
London SW1V 4ER	
Rear Elevation	
AS PROPOSED	
Scale	1:50
Date	21.03.19
Year	1940-21
Author	
Checker	A
Project No.	1940/00000000000000000000



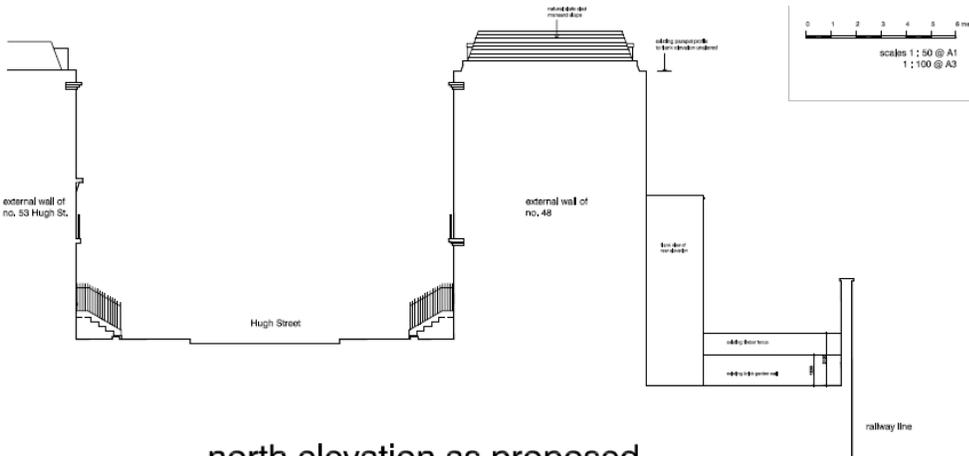
north elevation as existing

DVM ARCHITECTS  
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Residents of 48-58 Hugh St.  
 48-58 Hugh Street  
 London SW1V 4ER

North Elevation  
 AS EXISTING

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Date	1940-10		A



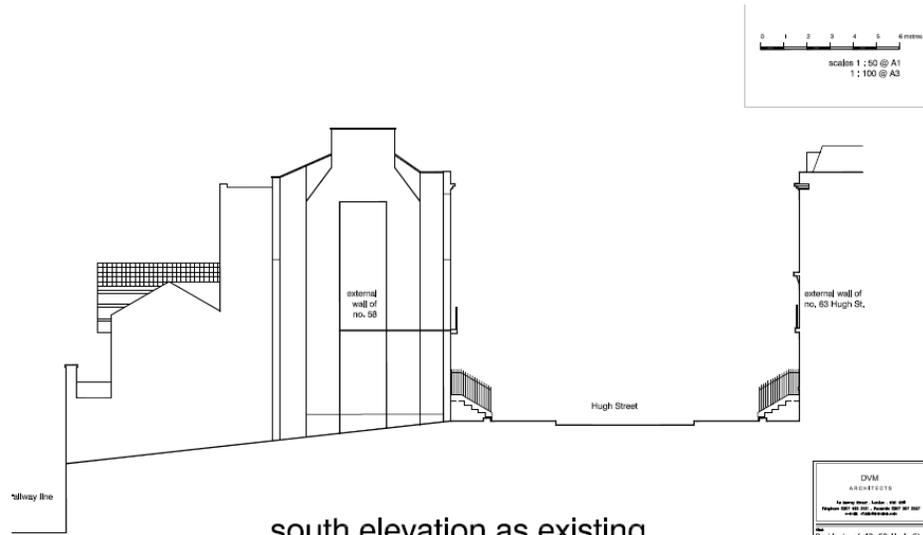
north elevation as proposed

DVM ARCHITECTS  
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Residents of 48-58 Hugh St.  
 48-58 Hugh Street  
 London SW1V 4ER

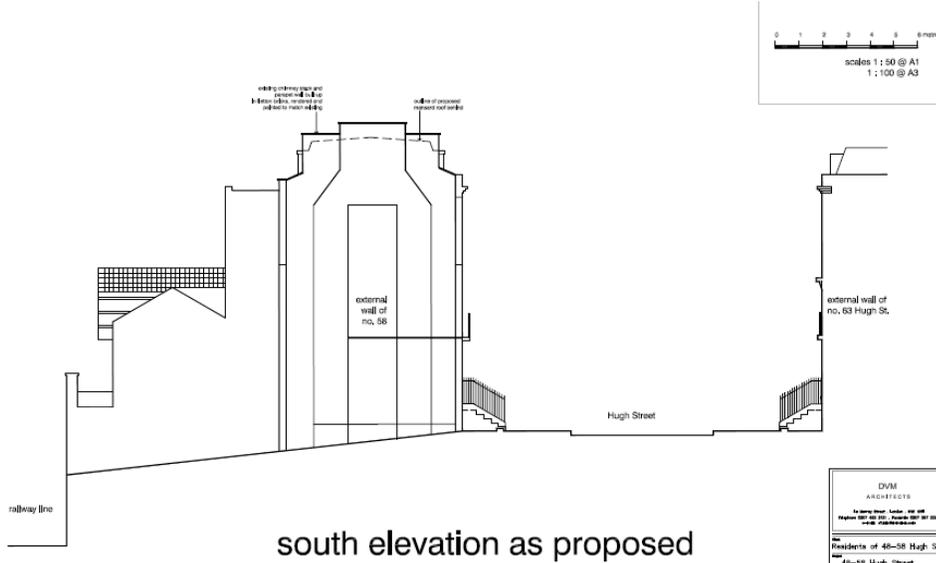
North Elevation  
 AS PROPOSED

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Date	1940-22		A



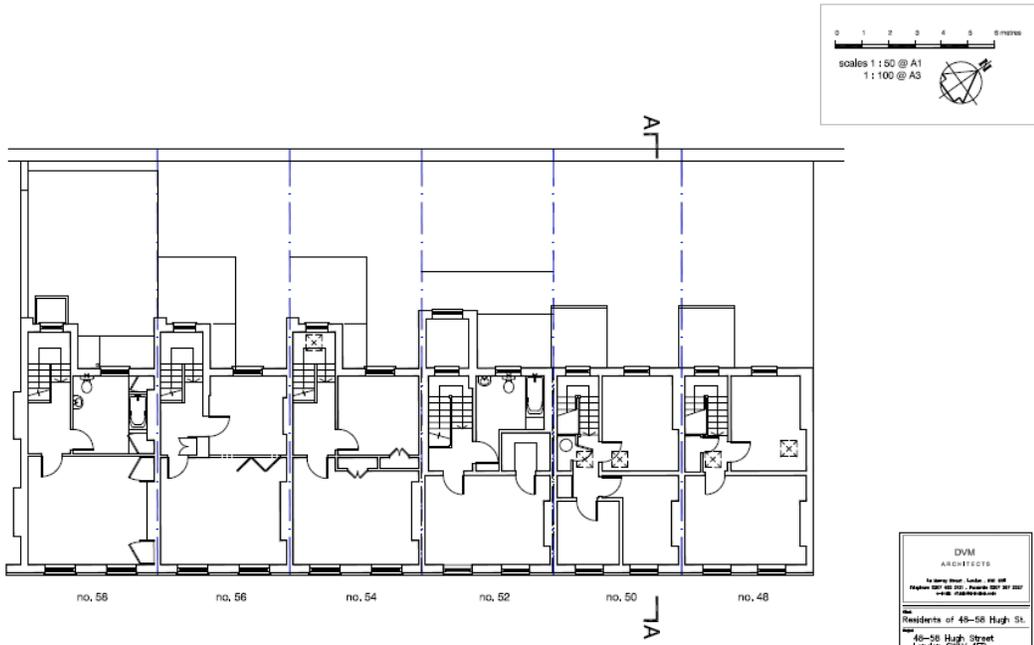
south elevation as existing

DVM ARCHITECTS	
140-142 High Street, London, E15 2JF Telephone: 020 7473 2000, Fax: 020 7473 2001 www.dvm-architects.co.uk	
Residents of 46-58 Hugh St.	
Ref: 46-58 Hugh Street London, SE17 4DZ	
South Elevation AS EXISTING	
1:50	1:100
1940-11	1940
	A



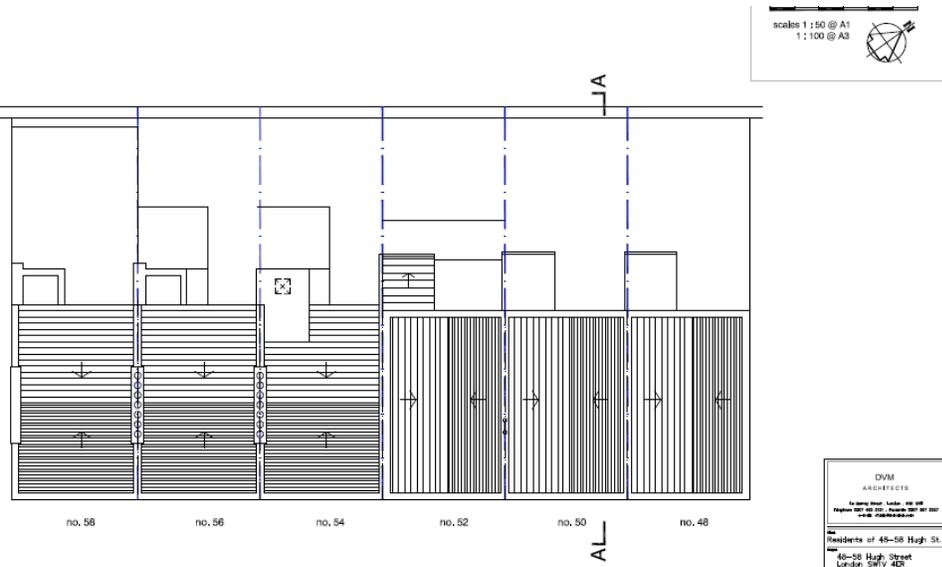
south elevation as proposed

DVM ARCHITECTS	
140-142 High Street, London, E15 2JF Telephone: 020 7473 2000, Fax: 020 7473 2001 www.dvm-architects.co.uk	
Residents of 46-58 Hugh St.	
Ref: 46-58 Hugh Street London, SE17 4DZ	
South Elevation AS PROPOSED	
1:50	1:100
1940-23	1940
	A



**Second Floor as Existing**

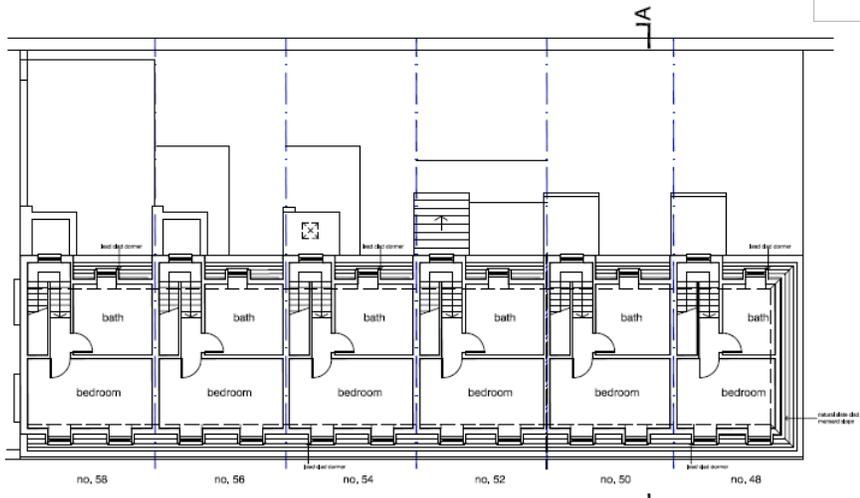
DVM ARCHITECTS	
<small>100 Marsh Street, London, SE10 4DF Telephone 020 7461 2222 - Facsimile 020 7461 2227 www.dvmarchitects.com</small>	
Project: Residents of 48-58 High St.	
Address: 48-58 High Street London SW1V 4ER	
Drawing: Second Floor AS EXISTING	
Scale:	1:50
Date:	01.03.18
Year:	1940
Drawn by:	1940-06
<small>© DVM ARCHITECTS 2018</small>	



**Roof Plan as Existing**

DVM ARCHITECTS	
<small>100 Marsh Street, London, SE10 4DF Telephone 020 7461 2222 - Facsimile 020 7461 2227 www.dvmarchitects.com</small>	
Project: Residents of 48-58 High St.	
Address: 48-58 High Street London SW1V 4ER	
Drawing: Roof Plan AS EXISTING	
Scale:	1:50
Date:	21.03.18
Year:	1940
Drawn by:	07
<small>© DVM ARCHITECTS 2018</small>	

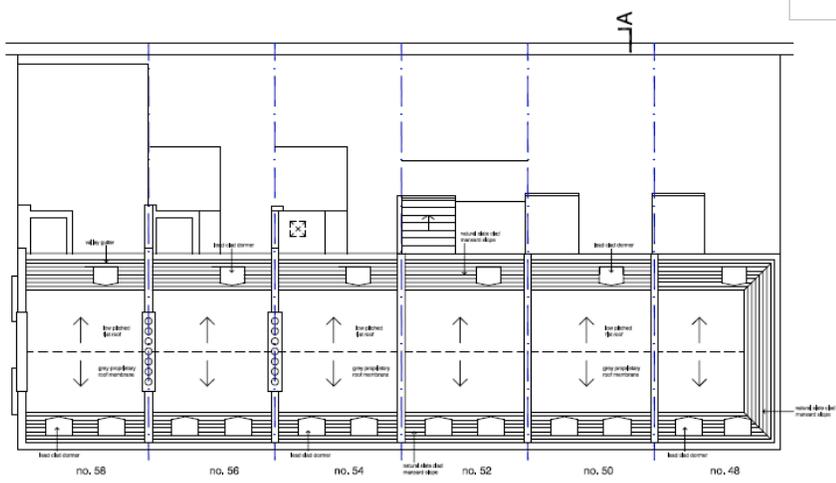
scales 1:50 @ A1  
1:100 @ A3

third floor as proposed

DVM ARCHITECTS	
10 Mary Street, London, SW8 5HR Telephone 020 7491 2001, Fax 020 7491 2002 www.dvmarchitects.com	
Residents of 48-58 High St.	
48-58 High Street London SW1V 4ER	
Third Floor (MANSARD) AS PROPOSED	
Scale:	1:50
Date:	12.04.18
Year:	1940
Sheet:	A

1:100 SW 1/20

roof plan as proposed

DVM ARCHITECTS	
10 Mary Street, London, SW8 5HR Telephone 020 7491 2001, Fax 020 7491 2002 www.dvmarchitects.com	
Residents of 48-58 High St.	
48-58 High Street London SW1V 4ER	
Roof Plan AS PROPOSED	
Scale:	1:50
Date:	21.03.18
Year:	1940
Sheet:	A

**Address:** 48 - 58 Hugh Street, London, SW1V 4ER,

**Proposal:** Erection of mansard roof extensions on Nos 48-58 Hugh Street to create additional residential accommodation in connection with each property.

**Reference:** 18/03060/FULL

**Plan Nos:** 1940-01, 1940-02, 1940-03, 1940-04, 1940-05, 1940-06, 1940-07 Rev. A, 1940-08, 1940-09, 1940-10 Rev. A, 1940-11 Rev. A, 1940-12, 1940-14, 1940-15, 1940-16, 1940-17, 1940-18 Rev. A, 1940-19 Rev. A, 1940-20 Rev. A, 1940-21 Rev. A, 1940-22 Rev. A, 1940-23 Rev. A, 1940-24 Rev. A, Design and Access Statement, Planning and Heritage Statement dated April 2018 (Ref: 12752) and Statement of Community Involvement dated April 2018 (Ref: 12752).

**Case Officer:** Zulekha Hosenally

**Direct Tel. No.** 020 7641 2511

### Recommended Condition(s) and Reason(s)

- Reason:
- 1 Because of their design, height, location and loss of the original roofscape, the proposed mansard extensions would be visually intrusive and harm the appearance and architectural unity of this group of buildings and would fail to maintain or improve (preserve or enhance) the character and appearance of the Pimlico Conservation Area. This would not meet S25 and S28 of Westminster's City Plan (July 2016) and DES 1, DES 6 and paras 10.108 to 10.128 of our Unitary Development Plan that we adopted in January 2007. It would also fail to comply with the guidance set out in the Pimlico Conservation Area Audit (April 2006).

### 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.