

<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> Church Street	
<b>Subject of Report</b>	<b>Alexander House , 85 Frampton Street, London, NW8 8NQ</b>		
<b>Proposal</b>	Erection of a roof extension at 5th floor level to create a three bedroom flat (Class C3).		
<b>Agent</b>	Willingale Associates		
<b>On behalf of</b>	Kenlyn Ltd		
<b>Registered Number</b>	18/03459/FULL	<b>Date amended/ completed</b>	30 April 2018
<b>Date Application Received</b>	27 April 2018		
<b>Historic Building Grade</b>	Unlisted		
<b>Conservation Area</b>			

## 1. RECOMMENDATION

Refuse permission – design, amenity and highways.

## 2. SUMMARY

The application site comprises a four-storey building. The building, known as Alexander House, is not listed and is not located within a conservation area. The site is located within the North Westminster Economic Development Area (NWEDA). The building is currently in use as residential flats (Use Class C3).

Planning permission is sought for the erection of a roof extension at fifth floor level to create a 3 bedroom flat.

The St Marylebone Society has also raised objection to the design of the proposals.

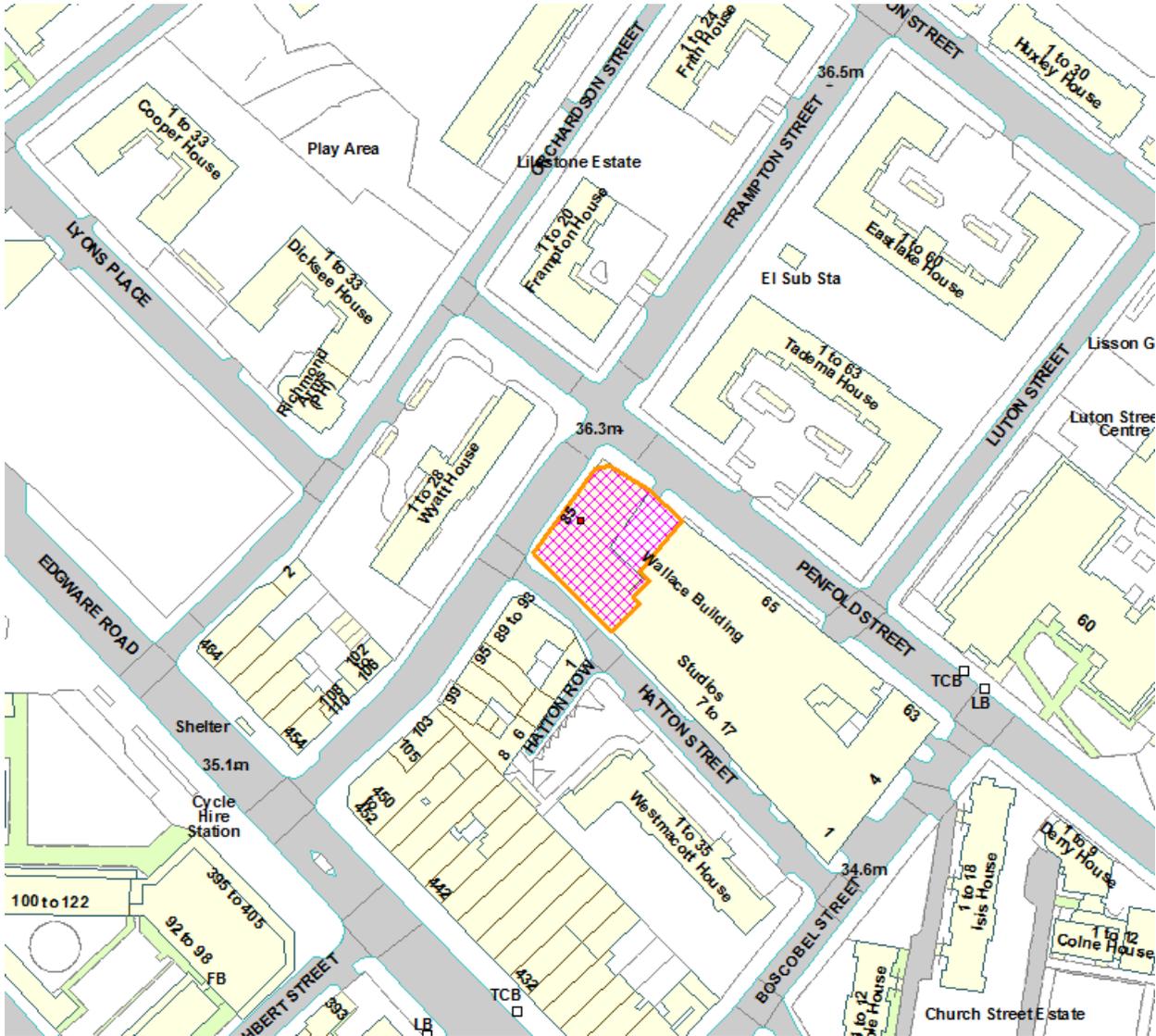
The key issues in this case are:

- The impact of the proposed development on the character and appearance of this part of the City.
- The impact of the proposal on the amenity of neighbouring residents.
- The impact on the surrounding highways network.

For the detailed reasons set out in this report, the design of the extension is considered unacceptable and insufficient on-site parking is proposed. The applicant has also failed to demonstrate that the

proposal would not result in unacceptable loss of light or noise nuisance for the occupiers of neighbouring properties. Accordingly, the proposed development is contrary to policies in the Unitary Development Plan adopted in January 2017 and Westminster's City Plan adopted in November 2016. The application is therefore recommended for refusal.

### 3. LOCATION PLAN



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4. PHOTOGRAPHS



**Frampton Street Elevation**



**Penfold Street Elevation**

## 5. CONSULTATIONS

### THE ST MARYLEBONE SOCIETY:

Objection; design not in keeping with the rest of the building.

### HIGHWAYS:

Objection; lack of car parking.

### CLEANSING:

Objection; lack of waste storage.

### ADJOINING OWNERS/OCCUPIERS AND OTHER REPRESENTATIONS RECEIVED

No. Consulted: 38

Total No. of replies: 0

No. of objections: 0

No. in support: 0

PRESS ADVERTISEMENT / SITE NOTICE: Yes

## 6. BACKGROUND INFORMATION

### 6.1 The Application Site

The application site comprises a four storey building. The building, known as Alexander House, is not listed and is not located within a conservation area. The site is located within the North Westminster Economic Development Area (NWEDA).

The site is not in a conservation area but the area has a distinctive varied townscape owing to the wide variety of architectural styles and the buildings are in a mixture of residential and commercial uses. However, Alexander House and the group of industrial buildings making up this block (Hatton Street, Frampton Street, Penfold Street and Boscobel Street) are of historic interest and were built in the 1920 to 1938, the buildings were occupied by the Palmer Tyre Company and produced aircraft components during World War II.

### 6.2 Recent Relevant History

Planning permission was granted on 26<sup>th</sup> March 2013 (RN: 12/04042/FULL) for: Alterations to facades of existing building, erection of extensions to rear at ground, first and second floor levels, removal of existing roof storey at third floor level and replacement with sheer storey and erection of new recessed roof storey at fourth floor level. Use as Class B1 office at ground, first and second floor levels and 9 flats (4 x 1 bed, 3 x 2 bed and 2 x 3 bed) at third and fourth floor levels. Provision of six car parking spaces accessed from Penfold Street.

A further permission was granted on 9<sup>th</sup> December 2014 (RN: 14/09381/FULL) for alterations to facades of existing building, erection of extensions to rear at ground, first and second floors, removal of existing roof storey at third floor level and replacement

with sheer storey and erection of new recessed roof storey at fourth floor level. Use as Class B1 office at ground, first and second floor levels and 9 residential flats (Class C3) at third and fourth floor levels. Provision of six car parking spaces accessed from Penfold Street.

More recently, planning permission was refused on 20 March 2018 (RN: 17/09459/FULL) for the following reasons:

1. Because of its location, height, scale and detailed design the roof extension to create a new fifth floor level with terraces would harm the appearance of this building and this part of the City. This would not meet S25, S28 of Westminster's City Plan (November 2016) and DES 1 and DES 6 of our Unitary Development Plan that we adopted in January 2007.
2. Your plans do not include enough on-site car parking to serve the new housing according to the standards set out in STRA 25 and TRANS 23 of our Unitary Development Plan that we adopted in January 2007. This means that the new development would increase the pressure for on-street car parking and this would affect people already living in the area.

## **7. THE PROPOSAL**

Planning permission is sought for the erection of an additional floor at fifth floor level to create 1 x 3 bedroom flat. The flat would have a floor area of 99 sqm GIA. The additional floor would have a mansard form and include northern and southern terraces. A plant area would also be proposed adjacent to the extension.

## **8. DETAILED CONSIDERATIONS**

### **8.1 Land Use**

Policies H3 and H5 of Westminster's Unitary Development Plan and S14 of the City Plan encourage the provision of additional residential floorspace, particularly where it has three or more bedrooms. Accordingly, the proposed flat is acceptable in principle.

Policy 3.5 of the London Plan, Policy S29 of Westminster's City Plan and Policy ENV 13 of Westminster's Unitary Development Plan seek to ensure a satisfactory standard of accommodation for future occupiers. Minimum space standards are also set out in the Department for Communities and Local Governments (DCLG) Technical Housing Standards - Nationally Described Space Standards. These standards indicate that the minimum area required for a 3b6p flat over a single storey is 95sqm. The proposed flat measures 99 sqm and therefore is considered to provide an acceptable standard of accommodation for future occupiers.

### **8.2 Townscape and Design**

The application site is a modern building, originally dating from the 1980s, but recently re-clad and altered and extended. It forms one end of a street block with facades facing

onto Frampton Street, Penfold Street and Hatton Street. It is arranged over five floors (ground plus four upper storeys) although there is some stepping of the massing to Penfold Street and Hatton Street, where the building abuts the buildings to the south (The Wallis Building, 65 Penfold Street & Hatton Street Studios, 7-17 Hatton Street). Alexander House has a clearly expressed composition with a ground floor base faced in a blue engineering brick; the middle floors presenting a regular fenestration pattern set within a rendered façade; and the top floor is in the form of a roof storey set back from the main facades and clad in a standing seam zinc covering.

Alexander House is unlisted and is not located within a conservation area. Nevertheless, it is located in an area of distinctive and varied townscape with a range of architectural styles and the buildings are in a mixture of residential and commercial uses.

The group of industrial buildings making up the remainder of the street block (Hatton Street, Frampton Street, Penfold Street and Boscobel Street) are of historic interest and were built in the period 1920 to 1938. The buildings were occupied by the Palmer Tyre Company and produced aircraft components during World War II. These buildings were refurbished by Sir Terry Farrell and are now known as the Spitfire Works.

The immediate area has a transitional nature being located between the lower scale vibrant commercial Edgware Road and the restrained but more substantial neo-Georgian residential blocks of the Lilestone Estate and further north the Fisherton Estate which is a conservation area.

This proposal follows on from an earlier refused scheme for a roof extension (17/09459/FULL) and is to add an extension at roof level. The extension is centred over the northern part of the building set back from the Penfold Street façade by approximately 6m and from the Hatton Street façade by approximately 6.3m - 8.2m (set back varies due to splayed alignment of the façade). To the Frampton Street side and to the rear the extension springs from the top of the existing fourth floor roof and pitches back to a flat top. The pitched elements are clad in a standing seam zinc to match the existing roof storey and the pitch to Frampton Street features three rooflights. A lift overrun and screened plant area will project above the flat roof of the extension and a second screened plant enclosure is located to the rear of the extension. The sides of the extension will be vertical walls containing glazed doors providing access to roof terraces on either side of the extension. The terrace to the east will be the larger (approximately 20 sqm) and the doors onto it will occupy most of the side to the extension. The terrace will be enclosed by a glass balustrade. The smaller terrace to the west (approximately 9.8 sqm) is accessed by a pair of doors and is enclosed by a glass perimeter, with the sides being formed in 1.8m high opalescent glass.

The relevant design policies for consideration of the proposal are DES 1 and DES 6 of the adopted UDP 2007; and S25 and S28 of the adopted City Plan 2016.

As a recently refurbished and enlarged building, Alexander House is a clearly defined architectural composition, with a strong ground floor base, a clear and cohesive middle and a recessive roof storey at fourth floor level, providing a pleasingly proportioned building. At the end of a street block it is prominently located within the local townscape and there are clear views of it along Frampton Street and Penfold Street. In the case of Frampton Street the road and building line kinks meaning that the building is particularly

prominent in views looking east along Frampton Street. With regard to the relationship with no. 65 Penfold Street (Wallis Building) the existing recessed 4th floor level of Alexander House is higher. However, the arrangement of massing, with a recessed gap between the flank north elevation of the Wallis Building, ensures that this difference in height is well composed with no adverse impact on townscape views along Penfold Street. Nor does the existing massing of Alexander House compromise the attractive overhanging roof canopy with distinctive flame capital brackets of the Wallis Building.

Policy DES 6 A of the UDP states that permission may be refused for roof level alterations and extensions to existing buildings in circumstances where:

- any additional floors, installations or enclosures would adversely affect either the architectural character or unity of a building or group of buildings.
- buildings are completed compositions or include mansard or other existing forms of roof extension.
- the existing building's form or profile makes a contribution to the local skyline or was originally design to be seen in silhouette.
- the extension would be visually intrusive or unsightly when seen in longer public or private views from ground or upper levels.
- unusual or historically significant or distinctive roof forms, coverings, construction or features would be lost by such extensions.

It is considered that the proposed extension would fail to accord with this policy. As already indicated the existing building is a well resolved architectural composition with a clearly defined and expressed roof storey and as built could be regarded as a completed composition. However, the proposed extension introduces a discordant addition which fails to complement the existing proportions and design and instead compromises the composition. The new extension would be clearly visible in street views where its incongruity would be readily appreciated. The extension's combination of pitched roofs and vertical ends creates a very jarring roof form which does not relate well to the architecture of the building. The pitched elements uncomfortably clash with the horizontal and orthogonal emphasis of the existing façades and fourth floor roof, while the vertical 'gable' ends appear entirely detached from the architectural composition of the facades.

The proposal would have a harmful impact on the character and appearance of the building and considered unacceptable in principle.

The increase in height of Alexander House would erode the gradual stepped relationship between the adjacent buildings facing Frampton Street (Tadema House, no.89 to 99 Frampton Street) and the introduction of a two storey roof component is at odds with the predominantly single storey roofs of surrounding buildings. As such, the proposal fails to complement the local character of the area and compromises the townscape cohesion and the architectural composition with neighbouring buildings. This is contrary to DES 1 of the adopted UDP 2007; S28 of the adopted City Plan 2016.

With regard to the NPPF it is considered that several of the neighbouring buildings can be regarded as non-designated heritage assets, notably the Wallis Building and the red brick blocks of the Lilestone Estate. These are all well-composed buildings and Alexander House is very much part of the townscape context within which these

buildings are appreciated. The proposal would have a harmful impact on the significance of these non-designated heritage assets, disrupting the architectural integrity and proportions of Alexander House and eroding its resolved relationship with neighbouring buildings and in surrounding townscape views. Therefore, the proposal is contrary to DES 1 and DES 6 of the adopted UDP 2007; and S25 and S28 of the adopted City Plan 2016 and relevant advice set out in the NPPF, notably chapters 7 and 12.

### **8.3 Residential Amenity**

The relevant policies are ENV 13 of Westminster's Unitary Development Plan and S29 of Westminster's City Plan. In terms of residential amenity, the impact of the proposed additional storey and terraces on the neighbouring occupiers must be considered.

With regards to an increased sense of enclosure, the proposals result in additional high level bulk, therefore will have an impact in terms of increased sense of enclosure to neighbouring windows. However, the building is largely separated from neighbouring properties by surrounding streets and the additional storey will be set back from all four elevations and therefore the proposal is not considered to result in such an increased enclosure to the windows of the neighbouring properties as to justify refusal.

The proposal includes the provision of two terraces to serve the 3 bedroom flat with one located on the Hatton Street end and one on the Penfold Street elevation, the terraces are significantly set back from the building line. There are existing terraces located on the lower levels and therefore it is not considered that the proposals will significantly worsen from the existing situation.

The applicant has not provided a daylight/sunlight report to support the current application which was provided previously in relation to the refused scheme. The plans also now indicate that there will be a plant room within the extension. However, an acoustic report has not been provided to demonstrate that this will be compliant with the City Council's relevant noise conditions.

It is therefore considered that insufficient information has been provided to demonstrate that the proposals would not result in an unacceptable level light loss or noise nuisance to the neighbouring occupiers contrary to Policies ENV 6, ENV 7 and ENV 13 of the UDP and Policies S29 and S32 of the City Plan. It is recommended that the application is refused on these grounds

### **8.4 Transportation/Parking**

The existing building includes 9 residential units with 6 off-street parking spaces (in a stacker with associated turntable) the current application seeks to add an additional residential unit bringing the total to 10. The impacts of high parking demand are well known and include:

1. drivers being forced to circulate around an area seeking empty spaces which causes unnecessary congestion, environmental pollution and noise disturbance;
2. drivers being tempted to park in dangerous or inconvenient locations, such as close to junctions or on pedestrian crossing points;

3. drivers having no choice but to park some distance from their homes causing inconvenience and more serious problems for elderly or disabled residents.

Policy TRANS23 details an 80% on-street car park occupancy threshold above which the provision of additional vehicles to the on-street parking environment will result in an unacceptable level of deficiency. The addition of even one additional residential unit can have an adverse impact on parking levels in the area and this could lead to a reduction in road safety and operation.

The evidence of the Council's most recent night time parking survey in 2015 (Buchanan's) indicates that parking occupancy of ResPark bays within a 200 metre radius of the site is 93%. However, TRANS23 includes all legal parking spaces (eg Single Yellow Lines, Metered Bays, P&D, and Shared Use) as such with the addition of Single Yellow Line availability at night, the stress level decreases to 70%.

The evidence of the Council's most recent daytime parking survey in 2015 (Buchanan's) indicates that parking occupancy of ResPark bays within a 200 metre radius of the site is 86%. TRANS23 includes all legal parking spaces. During the daytime within the area, the only legal on-street spaces for permit holders are Residential and Shared Use Bays.

Whilst it is acknowledged that the site has a high level of public transport accessibility, households with 1 or more car in the Church Street Ward is 35% (2011 Census figures). Whilst this is lower than the borough average, the above data indicates that residents in the area do own cars, along with the fact that during the night & day Residential Bays have a high level of occupancy. It is therefore considered that the development is not consistent with TRANS23 and will add to existing on-street parking stress overall.

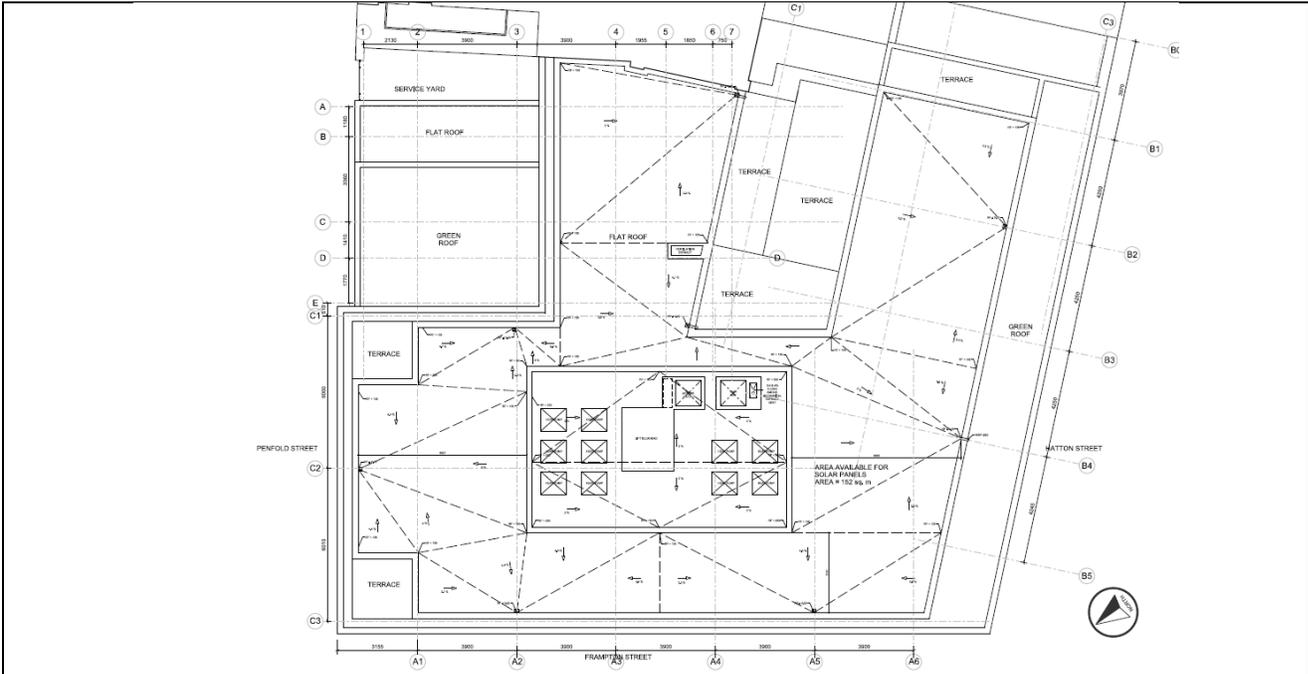
Both the Highways and Cleansing Managers have noted the lack of the provision of waste storage for the additional flat. Furthermore, objection has been received from adjoining occupiers on the basis that the additional flat will result in increased pressure on the existing waste and recycling storage facilities. If the proposal had been considered acceptable in all other respects details of waste and recycling storage would have been secured via a condition.

The Highways Manager noted the absence of cycle parking. However, it is considered in this instance that the flat would be of sufficient size to store cycles internally.

(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: NATHAN BARRETT BY EMAIL AT [nbarrett@westminster.gov.uk](mailto:nbarrett@westminster.gov.uk)

9. KEY DRAWINGS



**Willingale Associates**  
ARCHITECTS & DEVELOPMENT CONSULTANTS

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56 Clerkenwell Road, London, EC1M 5PX  
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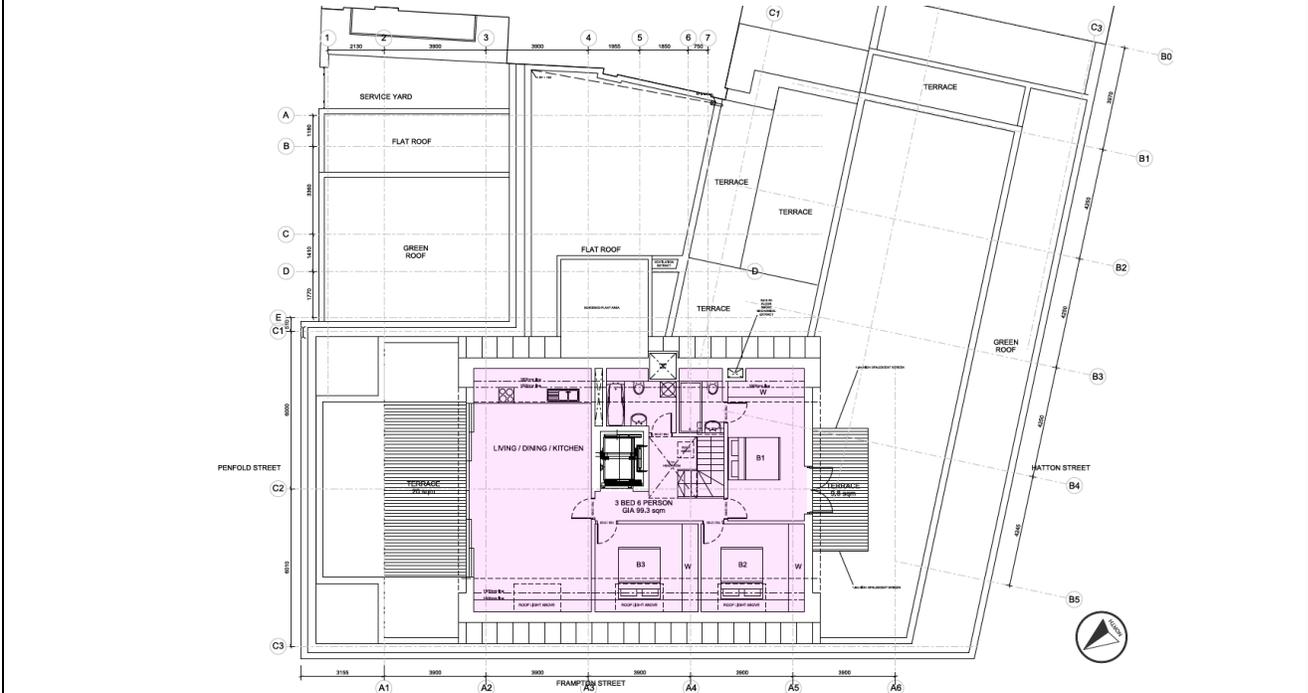
PROJECT:  
85 FRAMPON STREET  
LONDON, NW8  
NW8\_80FS Consent No. 14/09381/FULL

TITLE:  
EXISTING ROOF PLAN

DRAWING NUMBER:  
NW8\_80FS\_PL\_RP

DATE: 21/01/2016 SCALE: 1:150@A3

**Existing Roof Plan**



**Willingale Associates**  
ARCHITECTS & DEVELOPMENT CONSULTANTS

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PROJECT:  
85 FRAMPON STREET  
LONDON, NW8  
NW8\_80FS Consent No. 14/09381/FULL

TITLE:  
PROPOSED FIFTH FLOOR PLAN

DRAWING NUMBER:  
NW8\_80FS\_PL\_RL\_K

DATE: 19/04/2016 SCALE: 1:100@A3

**Proposed Floor Plan**



<b>Willingale Associates</b> ARCHITECTS & DEVELOPMENT CONSULTANTS	CONTACT DETAILS: 56 Chesham Road, London, EC1M 9PX www.willingale.com enquiries@willingale.com T: 0207 766 0200	PROJECT: 85 FRAMPTON STREET LONDON, NW5	TITLE: EXISTING FRAMPTON STREET ELEVATION	DRAWING NUMBER: NW5_BSF_P10_U	DATE: 03/06/2018	SCALE: 1:100 (A3)
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**Existing Frampton Street Elevation**



<b>Willingale Associates</b> ARCHITECTS & DEVELOPMENT CONSULTANTS	CONTACT DETAILS: 56 Chesham Road, London, EC1M 9PX www.willingale.com enquiries@willingale.com T: 0207 766 0200	PROJECT: 85 FRAMPTON STREET LONDON, NW5	TITLE: PROPOSED FRAMPTON STREET ELEVATION	DRAWING NUMBER: NW5_BSF_P10_U	DATE: 17/04/2018	SCALE: 1:100 (A3)
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**Proposed Frampton Street Elevation**



**Willingale Associates**  
ARCHITECTS & DEVELOPMENT CONSULTANTS

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PROJECT:  
85 FRAMPTON STREET  
LONDON, NW5

TITLE:  
EXISTING PENFOLD STREET ELEVATION

DRAWING NUMBER:  
NW8\_BSF8\_PP\_12\_01

DATE: 01/02/16 SCALE: 1:100@A3

### Existing Penfold Street Elevation



**Willingale Associates**  
ARCHITECTS & DEVELOPMENT CONSULTANTS

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56 Clarendon Road, London, EC1M 5PX  
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PROJECT:  
85 FRAMPTON STREET  
LONDON, NW5

TITLE:  
PROPOSED PENFOLD STREET ELEVATION

DRAWING NUMBER:  
NW8\_BSF8\_PP12\_U

DATE: 17/04/2016 SCALE: 1:100@A3

### Proposed Penfold Street Elevation

Item No.
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<b>6</b>
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**DRAFT DECISION LETTER**

**Address:** Alexander House , 85 Frampton Street, London, NW8 8NQ

**Proposal:** Erection of a roof extension at 5th floor level to create a self-contained 3 bedroom flat (Class C3).

**Reference:** 18/03459/FULL

**Plan Nos:** NW8\_85FS\_PR\_01 rev H; NW8\_85FS\_PR\_02 rev G; NW8\_85FS\_PR\_03 rev F; NW8\_85FS\_PR\_04 rev G; NW8\_85FS\_PR\_05 rev G; NW8\_85FS\_PR\_06 rev F; NW8\_85FS\_PP\_07\_Q; NW8\_85FS\_PP\_01\_Q; NW8\_85FS\_PP\_10\_R; NW8\_85FS\_PP\_11\_R; NW8\_85FS\_PP\_12\_R; NW8\_85FS\_PP\_13\_R; NW8\_85FS\_PP\_14\_R; NW8\_85FS\_PP\_15\_R; NW8\_85FS\_PP\_16\_R; NW8\_85FS\_PP\_17\_R; NW8\_85FS\_PP\_18\_R; NW8\_85FS\_PP\_01\_J; NW8\_85FS\_PP\_02\_G; NW8\_85FS\_PP\_03\_F; NW8\_85FS\_PP\_04\_G; NW8\_85FS\_PP\_05\_K; NW8\_85FS\_PP\_06\_K; NW8\_85FS\_PP\_07\_K; NW8\_85FS\_PP10\_U; NW8\_85FS\_PP11\_U; NW8\_85FS\_PP12\_U; NW8\_85FS\_PP13\_U; NW8\_85FS\_PP16\_U; NW8\_85FS\_PP15\_U; NW8\_85FS\_PP14\_U; NW8\_85FS\_PP17\_U; NW8\_85FS\_PP20\_U. Design and Access Statement; Transport Statement.

**Case Officer:** Victoria Coelho

**Direct Tel. No.** 020 7641 6204

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

- Reason:
- 1 Because of its location, height, form and detailed design the roof extension to create a new 5th floor level with terraces would harm the appearance of this building and this part of the City. This would not meet S25, S28 of Westminster's City Plan (November 2016) and DES 1 and DES 6 of our Unitary Development Plan that we adopted in January 2007.
- Reason:
- 2 Insufficient information has been submitted to demonstrate that the proposed development would not result in an unacceptable loss of light or noise nuisance to neighbouring properties. This would not meet S29 and S32 of Westminster's City Plan (November 2016) and ENV 6, ENV 7 and ENV 13 of our Unitary Development Plan that we adopted in January 2007.
- Reason:
- 3 Your plans do not include enough on-site car parking to serve the new housing according to the standards set out in STRA 25 and TRANS 23 of our Unitary Development Plan that we adopted in January 2007. This means that the new development would increase the pressure for on-street car parking and this would affect people already living in the area.

**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.