

CITY OF WESTMINSTER			
PLANNING APPLICATIONS SUB COMMITTEE	Date 17 April 2018	Classification For General Release	
Report of Director of Planning		Ward(s) involved Maida Vale	
Subject of Report	12 Lauderdale Parade , Lauderdale Road, London, W9 1LU		
Proposal	Erection of a first and second floor extension to create a residential unit (Class C3).		
Agent	MZA Planning		
On behalf of	Planmanor Limited		
Registered Number	18/00805/FULL	Date amended/ completed	1 February 2018
Date Application Received	1 February 2018		
Historic Building Grade	Unlisted		
Conservation Area	Maida Vale		

1. RECOMMENDATION

Refuse permission- design and amenity

2. SUMMARY

Permission is sought to extend the height of the building by two storeys to create a one bedroom flat. This application follows two previous refused applications and subsequent dismissed appeals on design and amenity grounds.

The Paddington Waterways and Maida vale Society and Twelve representations of objections have been made from neighbours of Lauderdale Mansions South, Castellain Mansions and Castellain Road on land use, design, amenity and parking.

The key issues are:

- The impact of the extension on the character and appearance of the building and Maida Vale Conservation Area.
- The impact of the extension on the amenities of surrounding neighbours in terms of sense of enclosure and loss of light.

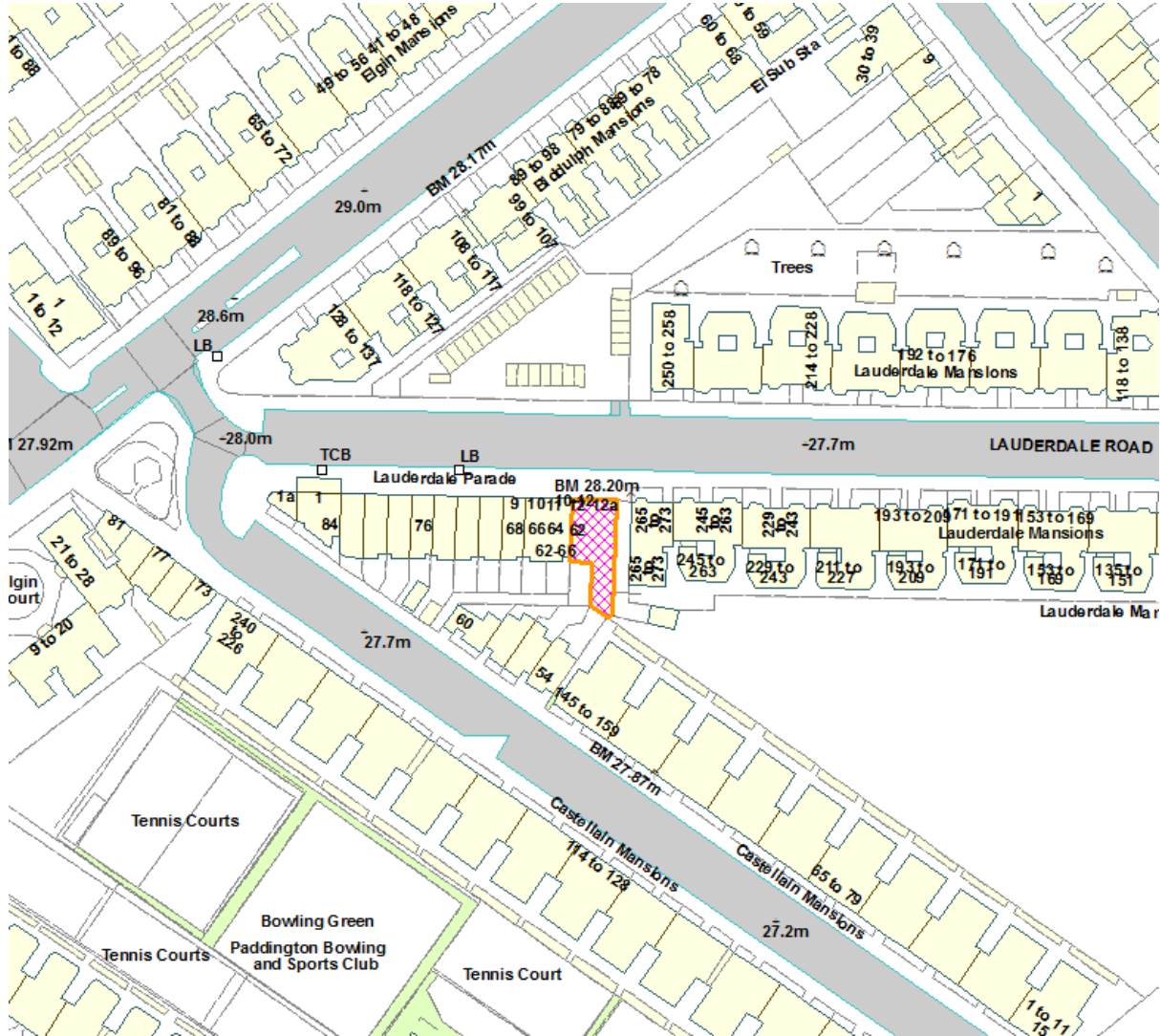
The proposal is considered to harm the appearance of the building and the character and appearance of the Maida Vale Conservation Area and results in an unacceptable increase in sense

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<p>of enclosure to neighbouring residents occupying the ground floor flat of Lauderdale Mansions South. This is contrary to our Unitary Development Plan and City Plan policies and is therefore recommended for refusal.</p>

3. LOCATION PLAN



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4. PHOTOGRAPHS

Area above 12 Lauderdale Parade where new two storey dwelling is to be located



Gap Between Lauderdale Mansions South and Lauderdale Parade



5. CONSULTATIONS

PADDINGTON WATERWAYS & MAIDA VALE SOCIETY

Objection on the grounds of harm to the Maida Vale Conservation Area, increased sense of enclosure to the properties at the rear, impact on daylight/sunlight, architecture out of keeping with the terrace, cupola roof out of context.

CLEANSING MANAGER

Objection on the grounds of no waste storage provided on site.

HIGHWAYS PLANNING MANAGER

Objection on the grounds of no parking, cycle parking or waste storage.

ADJOINING OWNERS/OCCUPIERS AND OTHER REPRESENTATIONS RECEIVED

No. Consulted: 26

Total No. of replies: 12

No. of objections: 12

No. in support: 0

Land use

- Unacceptable increase in density of the area
- Garden grabbing

Design

- Proposed works out of character with the Maida Vale Conservation Area
- Harm to the character/appearance of the Maida Vale Conservation Area
- Bulk and height
- Detailed design of the roof and bay design

Amenity

- Loss of daylight/sunlight for the neighbouring residential properties.
- Noise from future occupants
- Loss of privacy to gardens of Lauderdale mansions
- Overlooking
- Loss of view between
- Sense of enclosure for ground floor flat of Lauderdale Mansions South

Other

- Increase in speeding, traffic and pressure on parking and access
- No notification of the works from WCC
- Existing ground floor restaurant roof is not of sufficient structural strength to support a two storey house.

PRESS ADVERTISEMENT / SITE NOTICE: Yes

6. BACKGROUND INFORMATION

6.1 The Application Site

No. 12 Lauderdale Parade is a single storey retail unit located at the eastern end of the parade. The building is not listed, but is located within the Maida Vale Conservation Area. It is in use as a restaurant (Class A3) and is located at the end of a parade which comprises commercial uses to ground floor with residential to the first and second floors above. The parade is separated from the neighbouring Lauderdale Mansions by a 3.1 meter wide private access providing access to the gardens at the rear of Lauderdale Mansions.

6.2 Recent Relevant History

03/03872/FULL

Erection of three storey side extension at first to third floors to provide one residential flat on top of the existing cafe at 12a Lauderdale Parade.

Application Refused 12th June 2003

Appeal Dismissed 5th August 2004

15/06918/FULL

Two storey extension at first and second floor level to accommodate a self-contained residential unit and ventilation extract duct to accommodate primary cooking at the ground floor restaurant.

Application Refused 2nd December 2015

Appeal Dismissed 27th July 2016

7. THE PROPOSAL

	Existing GIA (sqm)	Proposed GIA (sqm)	+/-
Use (residential)	0	43	43
Total	0	43	43

8. DETAILED CONSIDERATIONS

8.1 Land Use

The creation of additional floorspace to create a new one bedroom dwelling of 43 sqm meets the objectives of policies H3 of the Unitary Development Plan and S14 of the City Plan. The proposal is therefore acceptable on land use grounds.

Quality of accommodation

The proposed dual aspect dwelling would comprise a one bedroom maisonette with a gross internal floor area of approximately 43sqm which meets the space standard set out in the Technical Housing Standards (March 2015, Department for Communities and Local Government). There is no dedicated space for storage nor the provision of bicycle parking or refuse storage.

Whilst the proposed flat would be small with limited storage or circulation space, it is comparable with other flat conversions in the locality and the overall quality of the accommodation is not such, that would justify withholding permission on this ground.

8.2 Townscape and Design

Lauderdale Parade is a range of buildings on the south side of the street, which comprise a parade of ground floor shops which face onto Lauderdale Road and three upper floors in residential use and accessed for the most part from Castellain Road to the rear. The parade dates from c.1900 and is contemporary with many of the adjacent mansion blocks, such as those in Lauderdale Road and Castellain Road. Lauderdale Parade is unlisted but lies within the Maida Vale Conservation Area.

Lauderdale Parade has an Edwardian Arts and Crafts character to it and exhibits quite a high degree of symmetry and uniformity. The greatest level of discordance is at ground floor level, where there is a variety of shopfronts, including an enclosed conservatory structure to the front of 1-2 Lauderdale Parade, although even at this level original pilasters and corbel brackets survive. The first floor of the front façade is faced in red brick and there is a regular pattern of triple sash windows or shallow canted bays at this level. The second floor of the front façade has a harled/rendered finish and again there is a regular pattern of fenestration in the form of four-light windows or bays, with pediment embellishments, again in a rhythmic pattern. The third floor features a regular pattern and size of gables, although the roof spaces between the gables have been modified in a variety of dormer structures, which has diminished the uniformity of the group at roof level.

At the western end of the parade, the western gable of the block is treated as a formal façade and includes a projecting single storey shop unit and a symmetrical gable above, which is embellished with a plaster relief roundel at second floor level below a pedimented gable. This formal and embellished gable end reflects the townscape prominence of this part of the building set back from Elgin Avenue and marking a corner element at the junction of Lauderdale Road and Castellain Road.

The rear of the group are visible from within Castellain Road and while less embellished maintain a degree of rhythm and symmetry that is characteristic of the block as a whole. At the eastern end of the parade and matching the massing of the western end is a single storey retail unit which projects beyond the end gable wall above. However, unlike the western gable, the eastern gable is a plain red brick wall with no articulation. This plain treatment reflects the less prominent townscape presence of this gable end. To the east of the site, on the other side of a narrow passageway, Lauderdale Mansions, is an imposing 5 storey residential block again characterised by alternating recessed and protruding bays, predominantly in red brick.

The Maida Vale Conservation Area is primarily a Victorian and Edwardian residential suburb. Prior to the nineteenth century it was open farmland, but with the construction of the Grand Union Canal and the Regents Canal in the first quarter of the nineteenth century, the suburban expansion commenced. The southern part of the area nearer to Little Venice is where the earlier residential properties are located, dating from the mid-nineteenth century, these tend to be classically detailed stucco houses, villas and terraces. During the course of the second half of the nineteenth century and during the early years of the twentieth century, the residential development progressed further north and west, but the housing differed with a greater number of red-brick mansion blocks appearing, in an eclectic range of styles, but often utilising Queen Anne Revival

and Arts and Crafts features. The mansion blocks of Lauderdale Road, Castellain Road, Delaware Road, parts of Elgin Avenue, Widley Road, Wymering Road, Morshead Road and Essendine Road are all examples of this later phase of residential development. Indeed some of the mansion blocks of Widley Road, Delaware Road and Wymering Road display the similar use of red brick, harled or rendered upper storey, gables and bays, which are to be found in Lauderdale Parade.

In this context, Lauderdale Parade forms part of this second phase of residential development, and is regarded as a block which makes a positive contribution to the character and appearance of the Maida Vale Conservation Area, typifying its residential character and a good example of the late Victorian / early Edwardian development of the area.

The current proposal seeks to add a two-storey extension above the single storey retail unit at the eastern end of the block in order to create a 1 bedroom flat. The design adopted has sought to address the refusal of two previous schemes (refs. 03/03872/FULL & 15/06918/FULL), both of which were also dismissed at appeal. The proposed extension would be in the form of a truncated hexagonal turret, complete with conical roof to the front part of the extension and a lower hipped roof section to the rear. The turret would sit forward of the main building line and would be faced in red brick, with horizontal string courses. The new flat would be accessed from Castellain Road and would link with an existing internal stair.

The proposal is considered to be harmful to the existing building and to the conservation area. As already mentioned, Lauderdale Parade is characterised by a high degree of symmetry and uniformity, which is considered to be a very positive feature, and the current proposal would add a prominent and very discordant extension to one end. The hexagonal form and conical roof are entirely alien features to the rest of the parade and to its architectural style and thus erode its qualities of symmetry and uniformity.

It is certainly the case that turrets and corner features with domed, pyramidal and conical roofs do exist within this part of the conservation area and in close proximity to Lauderdale Parade, however, these are typically an integral part of the original design and act as an architectural highlight which might emphasise the end or corner of a building. Often where these features occur they dominate the architecture often being the most prominent element of a building's roof form. In the case of the current scheme the proposed extension does not appear as an integral part of the design but instead takes its reference from other buildings and in so doing looks out of place. Furthermore, its diminutive scale and truncated form mean that it doesn't perform the forthright architectural flourish of the turrets and corner features found in other buildings, but instead sits incongruously adrift from the host building.

The design concerns with the current scheme chime with the scheme that was refused in December 2015 and dismissed at appeal on 27 July 2016. It is noted in the appeal decision that the Inspector made the following observation:

"The proposed extension would add two storeys to the existing ground floor unit. In my view it would appear incongruous and out of place because it would be noticeably lower than the remainder of the terrace and would have a significantly different pattern of fenestration at 2nd floor level. In assessing this incongruity against the conservation

area tests of preservation and enhancement it has to be recognised that the existing single storey building on the appeal site itself appears unbalanced (although in a wider context there is a matching single storey element at the western end of the Lauderdale Parade). In any event, the difference in the height of the single storey building and the main terrace is so great that the single storey element appears almost of an afterthought which does not compete with the remainder of the terrace. By being closer in scale and appearance to the other buildings, but still noticeably failing to match them, the proposed extension would appear more obviously out of place. As such I am satisfied that it would fail to preserve the appearance of the terrace and the conservation area.”

Albeit a different design from the 2015 scheme, the impacts are similar in that the proposed extension reads as an incongruous addition, which would fail to preserve the appearance of the terrace and the conservation area.

The key design policies of relevance are DES 1, DES 4, DES 5 and DES 9 of the UDP. Of particular relevance DES 1 indicates that development should respect and where necessary maintain “the character, urban grain, scale and hierarchy of existing buildings”; DES 4 states that where relevant the following urban design characteristics are worthy of preservation or consolidation: “established building and boundary lines and local scale of development; prevailing overall heights, storey heights and massing of adjacent buildings;...roof profiles and silhouettes of adjoining buildings;...existence of set piece or otherwise unified architectural compositions or significant building groups.”; and DES 5 indicates that extensions be “in scale with the existing building and its immediate surroundings” and its “design reflects the style and details of the existing building”. Policies S25 and S28 of the City Plan are also applicable.

In the terms of the NPPF the degree of harm caused by the proposal is considered to be in the category of ‘less than substantial’, however, this is still a significant impact bearing in mind the statutory duty imposed by s.72 of the Planning (Listed Buildings and Conservation Areas) Act 1990. As with the July 2016 appeal decision, it is considered that the public benefits of a single flat do not outweigh the harm caused.

8.3 Residential Amenity

Sense of enclosure

The proposed extension would result in a three-storey building directly in front of a ground floor window to Lauderdale Mansions South, at a distance of 3.1m at ground floor (as existing) and 3.9 meters to first and second floors. This is particularly unneighbourly and would result in a significant increase in sense of enclosure and a consequential significantly detrimental impact on the amenities currently enjoyed by the occupiers of that flat contrary to policy ENV13 of our UDP and S29 of our City Plan.

Both of the previously refused applications and subsequent appeals concluded that an extension to the existing building would have an unacceptable impact on neighbours; specifically the ground floor flat within Lauderdale Mansions with the upper floors to a lesser degree. In part 10. Of the inspectors report dated 27th July 2016 (RN: 16/00128/TPREF) states: “*The Council’s concern is that, leaving aside its effect on daylight, the appeal proposal would worsen what is described as already being a highly*

enclosed environment for the ground floor flat. I have some sympathy with this view because, although there might be no noticeable change in the level of daylight within the flat, anyone standing close to the windows would see a high vertical wall significantly closer than the existing main bulk of Lauderdale Parade. I consider that this change would increase the perception of enclosure. I am not convinced that the harm would be sufficient in itself to justify a refusal of permission but it reinforces my view that the proposal is unacceptable, which is based primarily on its failure to preserve the appearance of Lauderdale Parade and the Maida Vale Conservation Area.”

The inspector established that there would be an increased sense of enclosure for the occupants of the ground floor flat that reinforced his view that the proposal was unacceptable. The City Council’s position has not changed from the previous refusal.

The proposed extension is considered unacceptable in amenity terms as due to its height and bulk, it would provide a significant increase in the sense of enclosure to the ground floor flat of Lauderdale Mansions South, given its proximity. This is contrary to adopted council policy ENV13 of the UDP (adopted 2007) and S29 of the City Plan (2016).

Overlooking/privacy

Objections have been received from neighbours regarding overlooking from the proposed development towards their properties in Lauderdale Mansions South and the communal gardens, as well as the properties to the rear on Castellain Road and Castellain Mansions. To the side and rear elevations of the new dwelling the windows are to be obscure glazed to 1.7 meters from floor level overcoming any concerns regarding overlooking. The windows to the turret and front elevation are not afforded views towards gardens or neighbouring windows and are therefore not proposed to be obscure glazed. For these reasons no significant overlooking will occur.

Daylight/Sunlight

Objections have been raised by neighbouring residential properties regarding the loss of daylight/sunlight to habitable rooms at ground and first floor of properties with windows in the flank elevation of Lauderdale Mansions facing the development site and the properties to the rear on Castellain Road.

To the rear, the properties in Castellain Mansions and on Castilian Road (No. 54 – 60) are approximately 23 meters away from the new dwelling. Given the distance between these properties and the development and the height of surrounding buildings the proposed development is not considered to result in any material loss of daylight or sunlight.

The new dwelling does not extend beyond the existing rear building line of the neighbouring property at No.10 Laduredale Parade or 62-66 Castellain Road. Accordingly, the development does not raise amenity issues for these neighbouring properties.

In the previous appeal dated 27th July 2016 (RN: 16/00128/TPREF) case the Inspector accepted that the reduction in daylight for the ground floor flats at Lauderdale Mansions was acceptable on the grounds that the reduction was not material. The Inspector further

stated that had the scheme been acceptable on design ground further views would have been sought regarding the harm to the windows on the upper floors.

As part of the current application the applicant a daylight/sunlight analysis (Appendix 1 of the Planning Statement) on the impact of the proposed extension on the first floor windows to Lauderdale Mansions South. This demonstrates that these windows would not suffer from any material loss of light in accordance with the tolerances within the BRE guidelines.

For the above reasons, the proposal is not considered to result in any significant loss of daylight or sunlight to neighbouring properties.

8.4 Transportation/Parking and Waste

The Highways Planning Manager has objected to the scheme on the grounds that no parking, cycle parking or waste provision has been provided. The proposed development would result in a one bedroom flat. While the pressures on on-street parking in the area are recognised, it is not considered that one additional dwelling would be so harmful in transport terms to warrant withholding permission.

The Highways Planning Manager has also stated that the scheme does not deliver the required cycle or storage requirements for an additional dwelling. However, were the scheme acceptable these details could have been secured by condition.

Objections have been received on the grounds that the development would increase parking and traffic in the area. However, given the proposal is for one additional unit only it is not considered that the increase would be significant.

8.5 Economic Considerations

No economic considerations are applicable for a development of this size

8.6 Access

Access to the site would be through a lane accessed from Castellain Road. Objections have been received stating that there are already too many properties using the lane for access and that additional properties would increase the use to an unacceptable level. The proposed scheme for an additional one-bedroom dwelling would marginally increase the use of the lane. As such, the additional use would not increase the use to an unacceptable level, which would unreasonably disturb neighbouring properties.

8.7 London Plan

This application raises no strategic issues.

8.8 National Policy/Guidance Considerations

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

8.9 Planning Obligations

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

The estimated CIL payment is £17,200

8.10 Other Issues

View

An objection has been received on the grounds that properties to the rear on Castellain Road will lose their view between Lauderdale Mansions South and Lauderdale Parade. While the space between the existing blocks provides some views of the buildings in the distance and the street trees from some windows, the established views in the area are of the mansion blocks and parade.

9. BACKGROUND PAPERS

1. Application form
2. Appeal decision dated 30.06.2016- Ref: 15/06918/FULL
3. Memo from Highways Planning Manager dated 6th March 2018
4. Memo from Cleansing Manager dated 1st March 2018
5. Response from Paddington Waterways & Maida Vale Society, dated 8 March 2018
6. Letter from occupier of 265 Lauderdale Mansions, London, dated 8 March 2018
7. Letter from occupier of 267 Lauderdale Mansions, Lauderdale Road, dated 13 March 2018
8. Letter from occupier of 269 Lauderdale Mansions, Maida Vale, dated 12 March 2018
9. Letter from occupier of 271 Lauderdale Mansions, Lauderdale Road, dated 6 March 2018
10. Letter from occupier of 273 Lauderdale Mansions, London, dated 8 March 2018
11. Letter from occupier of 54 Castellain Road, London, dated 6 March 2018
12. Letter from occupiers (x2) of 62B Castellain Road, London, dated 5 and 8 March 2018
13. Letter from occupier of 66 Castellain Road, London, dated 19 February 2018
14. Letter from occupier of 145 Castellain Mansions, Castellain Road, London, dated 4 March 2018
15. Letter from occupier of 147 Castellain Mansions, Castellain Road, dated 3 March 2018
16. Letter from occupier of 159 Castellain Mansions, London, dated 7 March 2018

(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: SARAH WHITNAL BY EMAIL AT swhitnall@westminster.gov.uk.

10. KEY DRAWINGS

Existing front elevation



Proposed front elevation



DRAFT DECISION LETTER

Address: 12 Lauderdale Parade , Lauderdale Road, London, W9 1LU

Proposal: Erection of a two-storey side extension to create a residential unit (Class C3).

Reference: 18/00805/FULL

Plan Nos: 1068 P01, 1068 P02, 1068 P03, 1068 P04, 1068 P05, 1068 P06, 1068 P07, 1068 P08, 1068 P10, 1068 P11, 1068 P12, 1068 P13, 1068 P14, 1068 P15, 1068 P16, Design and Access Statement (including Appendix 1, daylight/sunlight report)

Case Officer: Max Jones **Direct Tel. No.** 020 7641 1861

Recommended Condition(s) and Reason(s)

Reason:
Because of its location, location and detailed design the two storey extension would harm the appearance of this building and fail to maintain or improve (preserve or enhance) the character and appearance of the Maida Vale Conservation Area. This would not meet S25 and S28 of Westminster's City Plan (November 2016) and Policies DES 4, DES 5 and DES 9 of our Unitary Development Plan that we adopted in January 2007.

Reason:
The proposed development, because of its height and proximity to habitable room windows, would result in the unacceptable sense of overlooking for the ground floor flat within 265 - 273 Lauderdale Mansions. This would not meet S29 of Westminster's City Plan: Strategic Policies adopted November 2016 and ENV 13 of our Unitary Development Plan that we adopted in January 2007.

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 consultative and proactive way so far as practicable. We have made available detailed advice on 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 see how the applicant's proposals to problems as the principle of the proposal is clearly contrary to our statutory policies and no mitigation could not overcome the reasons for refusal.

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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.