

CITY OF WESTMINSTER			
PLANNING APPLICATIONS SUB COMMITTEE	Date 18 September 2018	Classification For General Release	
Report of Director of Planning		Ward(s) involved Warwick	
Subject of Report	73 Eccleston Square Mews, London, SW1V 1QN		
Proposal	Erection of a mansard roof extension to provide additional residential accommodation, and alterations to existing facades.		
Agent	Studio-Q Developments Ltd		
On behalf of	As above		
Registered Number	18/05907/FULL	Date amended/ completed	31 August 2018
Date Application Received	12 July 2018		
Historic Building Grade	Unlisted		
Conservation Area	Pimlico		

1. RECOMMENDATION

Grant conditional permission.

2. SUMMARY

73 Eccleston Square Mews is an unlisted mews building located within the Pimlico Conservation Area. The applicant seeks permission for the erection of a mansard roof extension to provide additional residential accommodation, and alterations to the existing facades.

The main issues for consideration are:

- the impact of the proposed development on the character and appearance of the building and the Pimlico Conservation Area; and
- the impact on the amenity of neighbouring residents.

The applicant has revised the scheme since submission to reduce the size of the extension. In this revised form, the application addresses the reason Planning Sub-Committee refused a larger extension in February 2018. The proposed extension is also comparable in size to a roof extension approved in December 1992. As such, the application accords with the relevant policies within Westminster's Unitary Development Plan adopted in January 2007 (UDP) and Westminster's City Plan adopted in November 2016 (City Plan). Therefore, it is recommended that planning permission is granted, subject to the conditions set out in the draft decision letter.

3. LOCATION PLAN



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4. PHOTOGRAPHS



View of Front Elevation from Mews



View of Front and Roofscape Showing Adjoining Mansard Extensions

5. CONSULTATIONS

WESTMINSTER SOCIETY:

No objection.

ADJOINING OWNERS/OCCUPIERS AND OTHER REPRESENTATIONS RECEIVED

No. Consulted: 26

Total No. of objections: 4 (from two individuals)

Objections from neighbouring residents on all or some of the following summarised grounds:

- Harm to residential amenity given the proximity of the proposed extension to their windows, particularly in terms of loss of light and increased sense of enclosure;
- Loss of privacy; and
- The extension should be set back further from 26C.

PRESS ADVERTISEMENT / SITE NOTICE: Yes

6. BACKGROUND INFORMATION

6.1 The Application Site

73 Eccleston Square Mews is an unlisted mews building located within the Pimlico Conservation Area. It makes a positive contribution to the character and appearance of the conservation area, and is identified in the Pimlico Conservation Area Audit as an 'unlisted building of merit'.

The application site is unusual, the side elevation adjoins two buildings on Belgrave Road, both of which have mansard roof extensions with windows looking over the roof of 73 Eccleston Square Mews. These windows are to 26C and 26D Belgrave Road.

6.2 Recent Relevant History

On 13 February 2018, the City Council refused planning permission for the erection of a mansard roof extension to provide additional residential accommodation, and alterations to the existing facades, on the grounds the roof extension was unneighbourly given how close it was to a window at 26D Belgrave Road. The applicant subsequently made an appeal and the Planning Inspectorate dismissed this on 4 May 2018.

On 25 July 2016, the City Council issued a Certificate of Lawful Development for the excavation of a new single-storey basement extension entirely within the footprint of the original house, installation of a new relocated front door and two new windows into the front facade.

On 17 December 1992, the City Council granted planning permission for the erection of a mansard roof extension and alterations to the façade. The applicant reports the façade alterations were implemented, and therefore they could argue that they could lawfully construct the mansard in perpetuity.

7. THE PROPOSAL

The applicant seeks permission for the erection of a mansard roof extension to provide additional residential accommodation, and alterations to the existing facades. The proposed roof form is a mansard to front and rear, with a sheer section facing the gap to Belgrave Road. The alterations to the front façade include the replacement of the front door and garage doors with a relocated front door and a new window at ground floor and two replacement windows at first floor. The alterations to the rear façade include the replacement of two ground floor windows.

The applicant has revised the application since submission to set the extension back from the rear elevation to ensure that it is not in front of a dining room window at 26D Belgrave Road. This would be in line with the extension approved in 1992.

The proposal would increase residential floorspace, which is summarised below:

	Existing GIA (sqm)	Proposed GIA (sqm)	+/-
C3 (residential)	138	175.3	37.3

8. DETAILED CONSIDERATIONS

8.1 Land Use

The application property is a single family dwellinghouse and the additional residential floorspace created would enlarge it. This would raise no land use implications.

8.2 Townscape and Design

Roof Extension

The Pimlico Conservation Area Audit suggests 73 Eccleston Square Mews may be a building suitable for a roof extension. The majority of the buildings on this mews exhibit a roof extension and in 1992, the City Council approved a roof extension to this building that the applicant did not construct.

The proposed roof form is a mansard to front and rear, with a sheer section facing the gap to Belgrave Road. This is an unconventional roof form, but one that would not be apparent except in views from the upper storeys of the Eccleston Square buildings. The roof would read as a conventional one in all street level views.

Viewed from Belgrave Road, the additional sheer section of the roof extension would fill the gap between the buildings on Belgrave Road, albeit set back to the depth of those buildings. The sheer storey would not harm the character of the conservation area. The gap is not a 'Pimlico gap' as described in the Pimlico Design Guide and Audit and so infilling it would be acceptable.

Viewed from Eccleston Square Mews the appearance of the mansard from the front would be conventional; all the other buildings on the north side of this part of the mews have similar roof extensions.

The roof extension would also be apparent from views from the rear where it will increase the apparent height of the building. However, as it is comparable to other roof extensions and of a mansard design, it is considered that the increase is within an acceptable range.

For these reasons, the proposals are considered to comply with policies S25 and S28 of the City Plan and DES 1, DES 6 and DES 9 of the UDP. To ensure an acceptable detailed design, conditions are recommended to ensure details of materials, finishes and the detailed design of the extension and alterations.

Façade Alterations

The changes to the door and windows on the front elevation are undesirable. The Council's 'Mews – A Guide to Alterations' states the simplicity of mews houses is one of their great attractions, and alterations to mimic small-scale town houses will often be opposed. The proposed door surround is considerably grander than one would expect in a mews building. In addition, the existing modest garage doors and sash window with apron make a positive contribution to the appearance of the building and the area.

However, the changes to the doors and window would be permitted development, and would not therefore require planning permission to implement. A Certificate of Lawful Development has recently been issued which confirms similar alterations are permitted development. It would therefore be unreasonable to refuse permission for the façade changes in the current application on design grounds.

8.3 Residential Amenity

Numerous residential properties are located in close proximity to the application site, most notably 26C and 26D Belgrave Road adjoin to the north-east and are orientated perpendicularly to the application site. Two of their roof level rear windows look over the roof of 73 Eccleston Square Mews. Immediately to the rear is 73 Eccleston Square, which is split into residential flats, and to the front across the mews is the rear of 26B Belgrave Road.

Objections have been received from adjoining residential occupiers at 26D and 26C Belgrave Road on the grounds of harm to their amenity. They consider the proximity of the proposed extension to their window would worsen the enjoyment of their property, particularly in terms of loss of light, increased sense of enclosure and loss of privacy.

Policies S29 of the City Plan and ENV13 of the UDP seek to protect residential amenity in terms of light, privacy, sense of enclosure and encourage development which enhances the residential environment of surrounding properties.

Sunlight and Daylight

The applicant has carried out an assessment of adjoining properties based on the methodologies laid down in the Building Research Establishment (BRE) guide "Site Layout

Planning for Daylight and Sunlight: a guide to good practice". The BRE guide stresses that the numerical values are not intended to be prescriptive in every case and are intended to be interpreted flexibly depending on the circumstances since natural lighting is only one of many factors in site layout design. For example, in a dense urban environment, a higher degree of obstruction may be unavoidable if new developments are to match the height and proportions of existing buildings. The BRE guide principally seeks to protect light to principal habitable rooms including living rooms, kitchen/dining rooms and, to a lesser extent, bedrooms. The BRE guide does not require the assessment of non-habitable rooms, such as bathrooms.

The applicant's assessment relates to 26C and 26D Belgrave Road and 73 Eccleston Square (the property to the front, on the opposing side of the mews, has no windows that face the site).

26D Belgrave Road

From an objector's window at 26D Belgrave Road the extension would no longer be in front of the dining room window. Part of the proposed extension would also be immediately adjacent to this window, but this would not result in a harmful loss of light because the room affected also enjoys three other windows and benefits from a rooflight. This room would remain well lit therefore.

26C Belgrave Road

26C Belgrave Road also has a window that looks over the roof of the application site, and the resident there has objected to the proposal on the grounds of loss of light. This window serves a bathroom, and the extension would be in front of this window but set back and sloped away. As this window serves a non-habitable room, the BRE guide's methodologies would not apply - the loss of light to a bathroom would not be a sustainable reason to refuse planning permission, and the Planning Inspectorate concurred with this conclusion in the recent appeal decision.

73 Eccleston Square

With regards to 73 Eccleston Square, the applicant has identified two sets of glazed doors at garden level, and a window at first floor, where the BRE guide suggests further analysis is required as the development would be within the 25 degree line from these window and doors. The assessment the applicant conducted for daylight values is the 'vertical sky component' (VSC). This measures the amount of light reaching the outside face of a window. Under this method, a window achieving a VSC value of 27% is considered to be well lit. If, as a result of the development, light received to an affected window is below 27%, and would be reduced by 20% or more, the loss would be noticeable. The applicant's analysis confirms the development would not breach this criteria. The maximum loss is 6.3%. There would be no noticeable loss of daylight therefore. The rear windows to this building are not within 90 degrees of due south and so would not suffer from a noticeable loss of sunlight.

Sense of Enclosure

26D Belgrave Road

Given the unusual site layout, the main implication of the proposal is the impact on a sense of enclosure for residents living at 26D Belgrave Road. This is because the proposed extension would be in close proximity to one of its windows that serves the principle living area of that dwelling.

On 17 December 1992, the City Council granted planning permission for a roof extension. Originally, that application had proposed an extension that would have occupied the entire roof of the mews. The situation with the Belgrave Road properties windows looking over the roof was extant at that time, and objections were received from the occupiers of 26D Belgrave Road on the grounds it would obstruct their window. The applicant revised the design of the roof extension to address this - the extension was set back 2.4 metres from the rear elevation to avoid being directly in front of the window at 26D Belgrave Road and it was set back and sloped away from the affected window at 26C Belgrave Road. In this form, Planning Committee considered the proposal was acceptable and granted permission.

On 13 February 2018, the City Council refused planning permission for a larger roof extension on the grounds it would unacceptably enclose those at 26D Belgrave Road. That application proposed a larger extension that would have been in front of a window at 26D Belgrave Road. The applicant appealed that decision and the Planning Inspectorate dismissed the appeal, stating the following:

“Notwithstanding the light and aspect afforded by other windows to the living room, the proposal would have an overbearing effect and would significantly increase the sense of enclosure from within the room. It would be an unneighbourly form of development by reason of its bulk and proximity. There would be a material change compared with the present outlook from the window that would have a substantial effect on the residential environment within the room.”

With regards to the current application, it originally proposed an extension that would have still been in front of 26D Belgrave Road but further set back from it than the refused scheme. Following officer advice that this would not overcome the reason for refusal of the February 2018 scheme, the applicant revised the extension again to be in line with the extension the City Council permitted in 1992.

In this revised form, the impact on the living environment at 26D Belgrave Road is reduced significantly. The extension would still be visible from more oblique angles, but this would not be overbearing or create an unacceptable sense of enclosure. This is consistent with the decision made in 1992.

26C Belgrave Road

As the window affected at 26C Belgrave Road is to a non-habitable bathroom, the living areas of this property would not be harmed in terms of enclosure. The mansard extension has been set back and sloped in the same manner as was granted permission in 1992 and proposed in the February 2018 scheme. The Planning Inspectorate considered this impact and said:

“The front part of the mansard roof would be in front of a bathroom window at no.26C; as this would not affect a habitable room there would not be a significant adverse effect on the living conditions of the occupiers of this flat.”

73 Eccleston Square

The roof extension would increase the height of the and bulk of the building which would be apparent from the rear windows and garden of 73 Eccleston Square. Given the relative distance to the affected windows, that the height and bulk of the extension is comparable to the other mansard roof extensions on the mews and because it would be set back from the existing parapet and sloped, it is not harmful.

Privacy

The roof extension would contain new front, rear and side windows. An objector raises concern regarding the side window on the grounds it could result in a loss of privacy. This window would be within the ‘gap’ looking out at Belgrave Road. There are windows to the sides of 26C and 26D Belgrave Road which are orientated perpendicular to the proposed new window. Given this position any views would be very oblique and would not result in a harmful loss of privacy.

The front windows are proposed to be clear. To the front, there would be no direct views into neighbouring buildings. To the rear, harmful overlooking would be prevented as the windows are set back from the rear parapet thereby preventing overlooking

At ground floor level, the rear windows are proposed to be replaced with larger windows. The existing windows are clear, but are high level. It is proposed to replace this with larger windows but they would continue to be high level which would prevent harmful overlooking and therefore this alteration is not opposed.

8.4 Transportation/Parking

Whilst there are garage doors to this property currently, the off-street car parking space that it is assumed once existed has been converted in to habitable space. There were no conditions to prevent this. In these circumstances, the proposals would have no highway implications.

8.5 Economic Considerations

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

8.6 Access

Whilst the front door would be relocated, and the new access arrangement would be similar to the existing.

8.7 Other UDP/Westminster Policy Considerations

None relevant.

8.8 Neighbourhood Plans

None relevant.

8.9 London Plan

This application raises no strategic issues.

8.10 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.

8.11 Planning Obligations

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

The development is not CIL liable, less than 100 square metres of floorspace would be created.

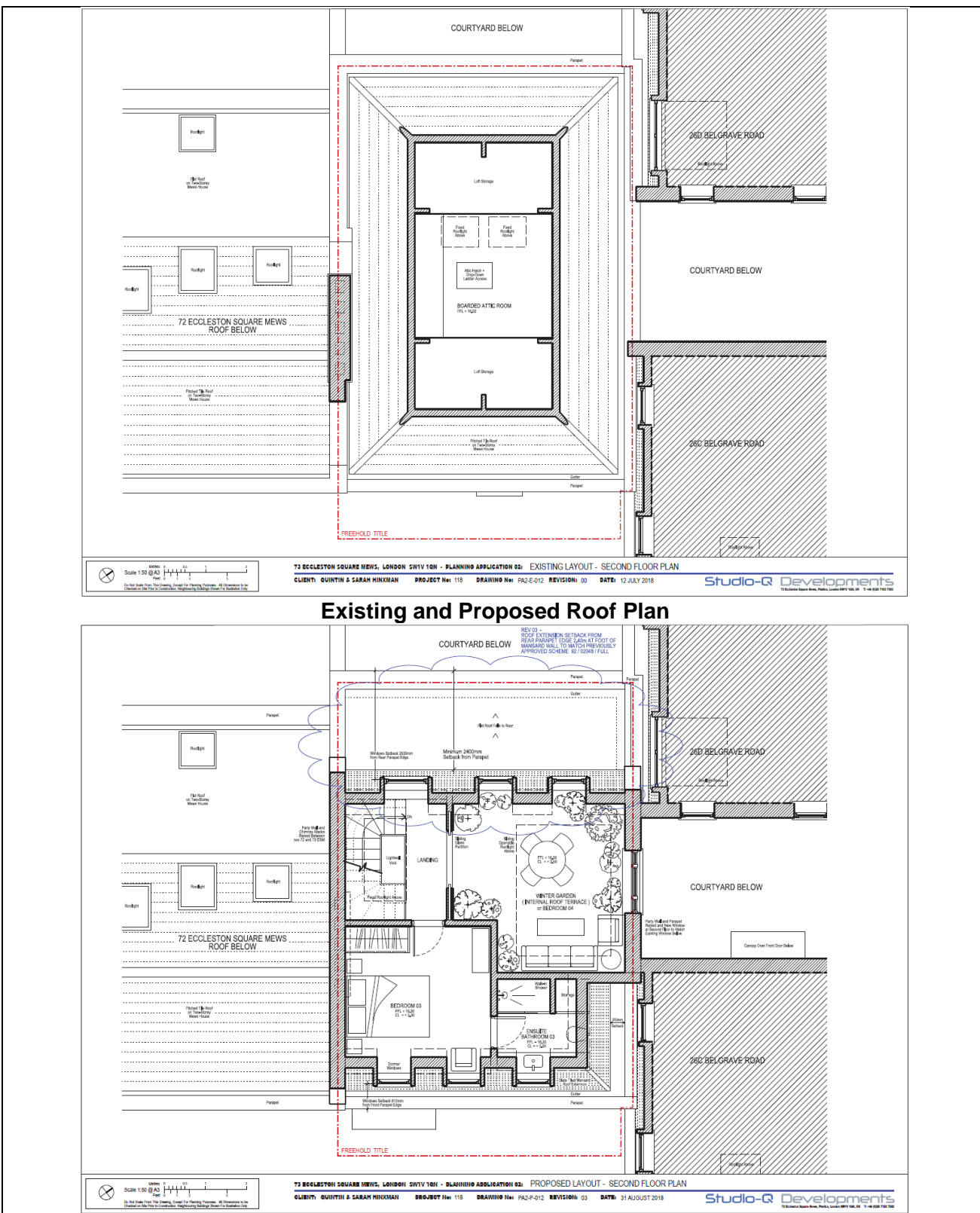
8.12 Environmental Impact Assessment

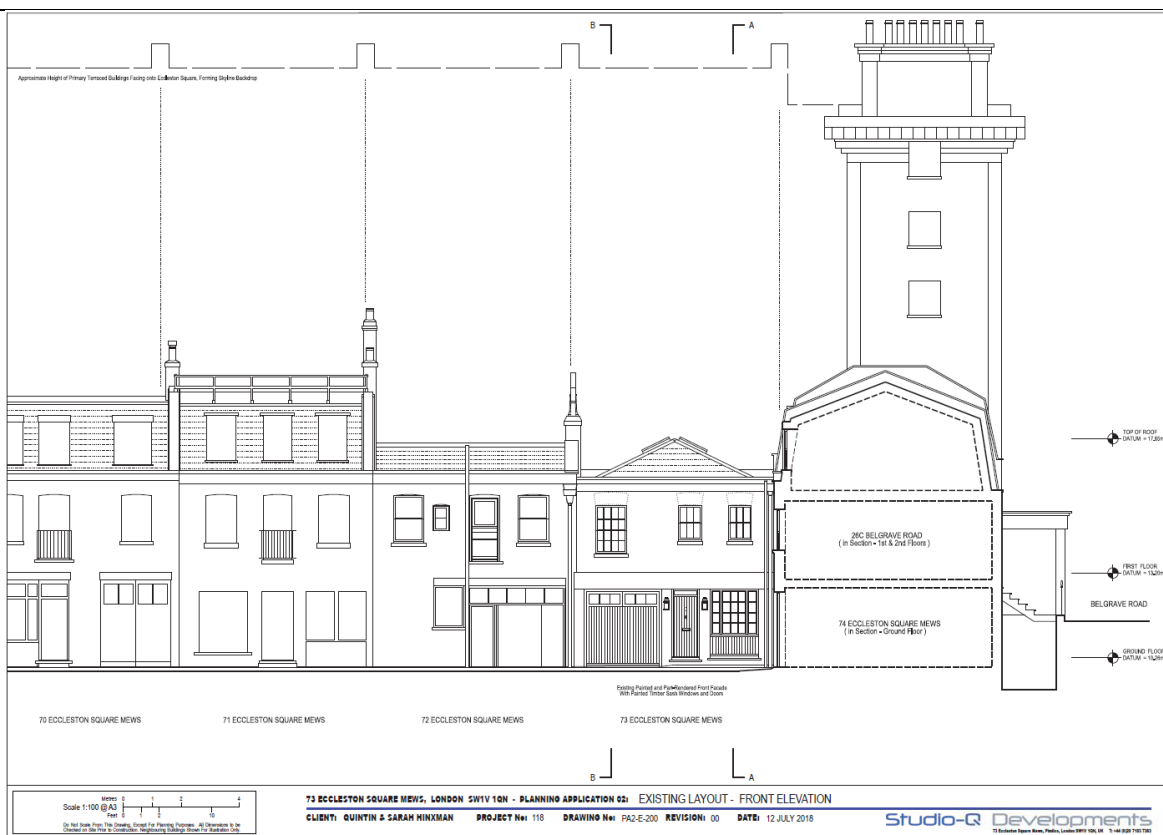
The application is of insufficient scale to trigger the requirement of an EIA.

(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: JOSHUA HOWITT BY EMAIL AT jhowitt@westminster.gov.uk

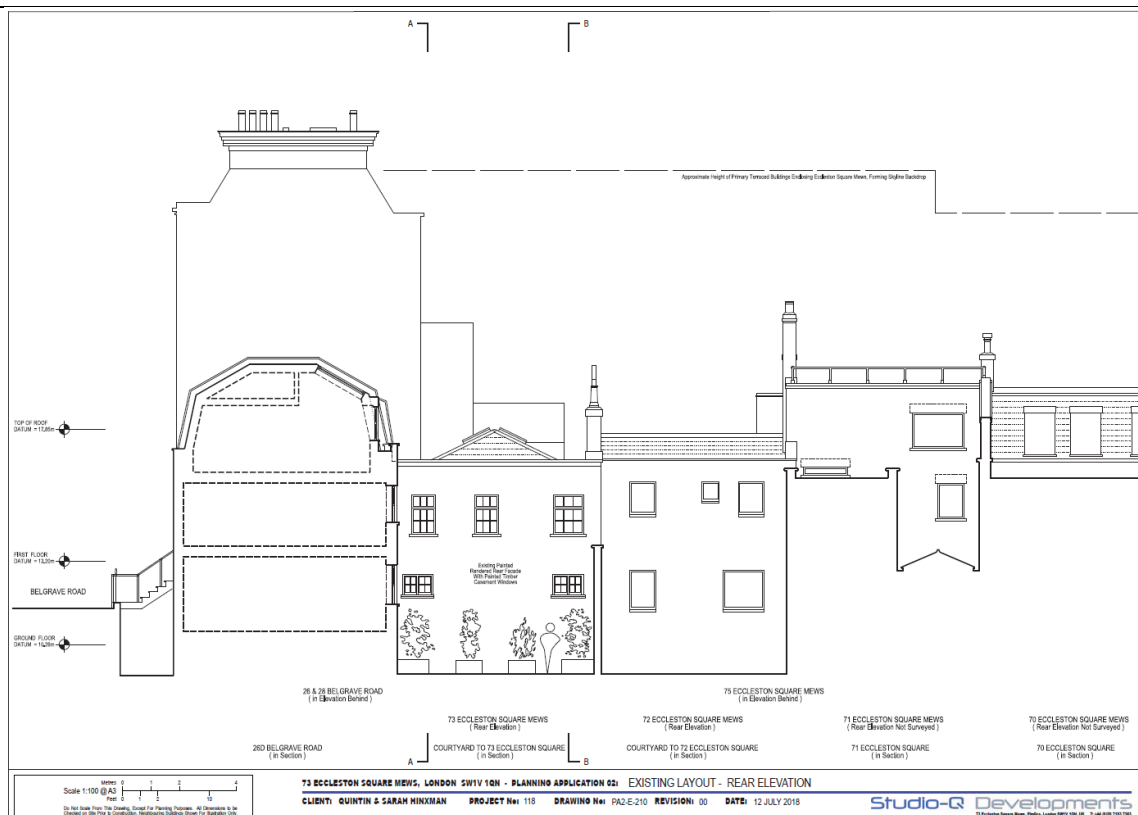
9. KEY DRAWINGS



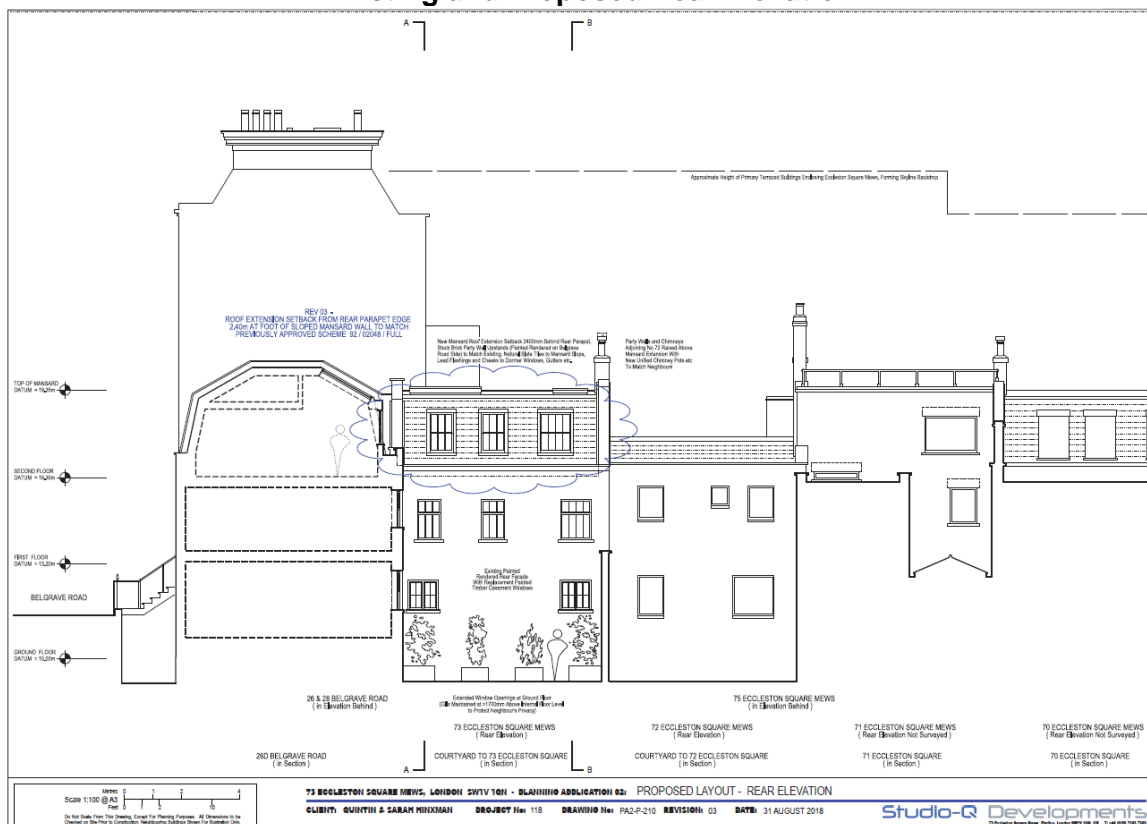


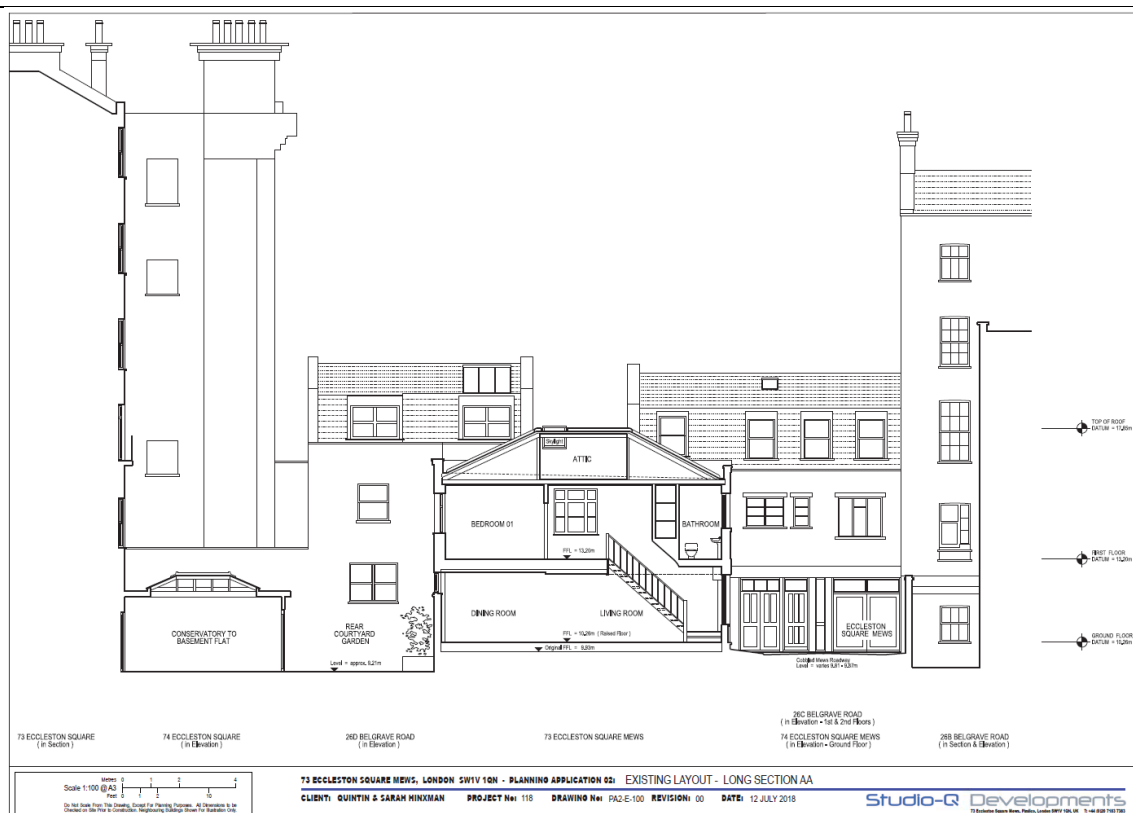
Existing and Proposed Front Elevation



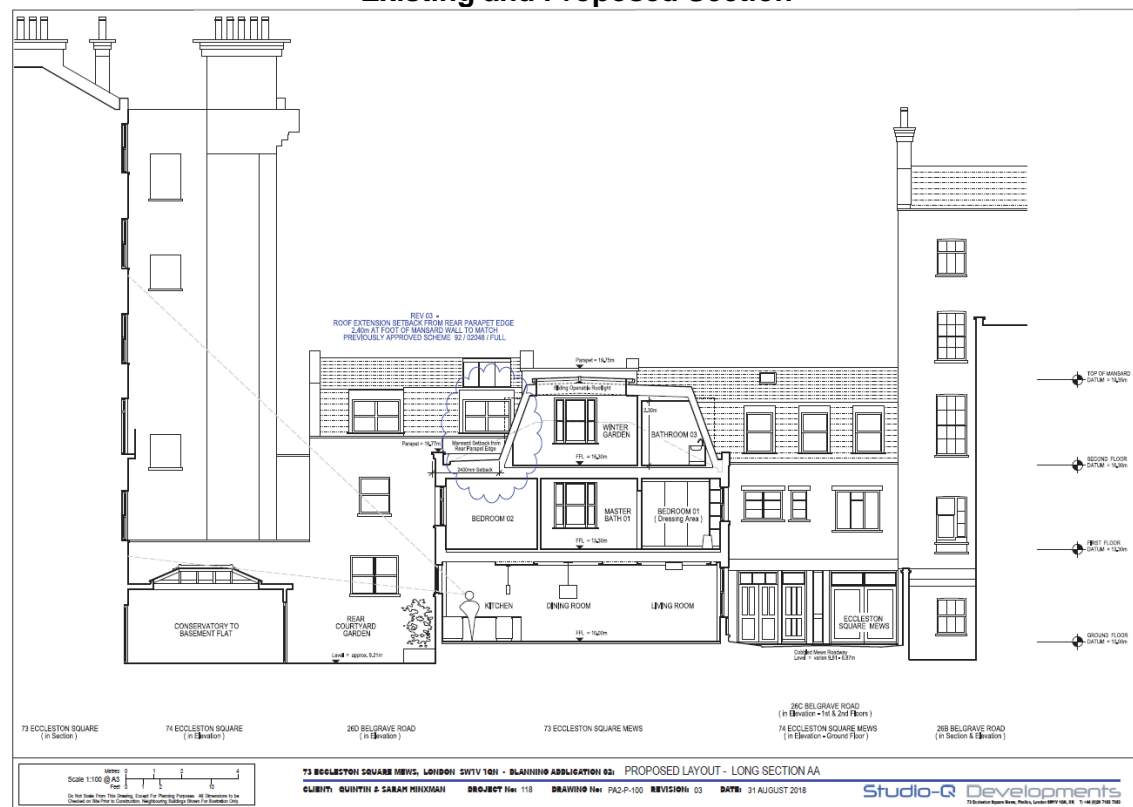


Existing and Proposed Rear Elevation





Existing and Proposed Section



DRAFT DECISION LETTER

Address: 73 Eccleston Square Mews, London, SW1V 1QN

Proposal: Erection of a mansard roof extension to provide additional residential accommodation, and alterations to existing facades.

Reference: 18/05907/FULL

Plan Nos: PA1-E-001; PA1-E-002; PA1-E-010; PA1-E-011; PA1-E-012; PA1-E-100; PA1-E-110; PA1-E-200; PA1-E-210; PA1-E-220; PA2-P-010 rev 03; PA2-P-011 rev 03; PA2-P-012 rev 03; PA2-P-013 rev 03; PA2-P-100 rev 03; PA2-P-110 rev 03; PA2-P-200 rev 03; PA2-P-210 rev 03; PA2-P-220 rev 03; Design and Access Statement; Impact Assessment.

Case Officer: Joshua Howitt

Direct Tel. No. 020 7641 2069

Recommended Condition(s) and Reason(s)

- 1 The development hereby permitted shall be carried out in accordance with the drawings and other documents listed on this decision letter, and any drawings approved subsequently by the City Council as local planning authority pursuant to any conditions on this decision letter.

Reason:

For the avoidance of doubt and in the interests of proper planning.

- 2 Except for piling, excavation and demolition work, you must carry out any building work which can be heard at the boundary of the site only:
- o between 08.00 and 18.00 Monday to Friday;
 - o between 08.00 and 13.00 on Saturday; and
 - o not at all on Sundays, bank holidays and public holidays.

You must carry out piling, excavation and demolition work only:

- o between 08.00 and 18.00 Monday to Friday; and
- o not at all on Saturdays, Sundays, bank holidays and public holidays.

Noisy work must not take place outside these hours unless otherwise agreed through a Control of Pollution Act 1974 section 61 prior consent in special circumstances (for example, to meet police traffic restrictions, in an emergency or in the interests of public safety). (C11AB)

Reason:

To protect the environment of neighbouring occupiers. This is as set out in S29 and S32 of Westminster's City Plan (November 2016) and ENV 6 of our Unitary Development Plan that we adopted in January 2007. (R11AC)

- 3 All new work to the outside of the building must match existing original work in terms of the choice of materials, method of construction and finished appearance. This applies unless differences are shown on the drawings we have approved or are required by conditions to this permission. (C26AA)

Reason:

To make sure that the appearance of the building is suitable and that it contributes to the character and appearance of this part of the Pimlico Conservation Area. This is as set out in S25 and S28 of Westminster's City Plan (November 2016) and DES 1 and DES 5 or DES 6 or both and paras 10.108 to 10.128 of our Unitary Development Plan that we adopted in January 2007. (R26BE)

- 4 You must clad the sloped elevations of the mansard roof extension hereby approved in natural slate.

Reason:

To make sure that the appearance of the building is suitable and that it contributes to the character and appearance of this part of the Pimlico Conservation Area. This is as set out in S25 and S28 of Westminster's City Plan (November 2016) and DES 1 and DES 5 or DES 6 or both and paras 10.108 to 10.128 of our Unitary Development Plan that we adopted in January 2007. (R26BE)

- 5 You must finish the flank elevation (Belgrave Road elevation) of the extension hereby approved in painted render to match the existing painted render on that elevation.

Reason:

To make sure that the appearance of the building is suitable and that it contributes to the character and appearance of this part of the Pimlico Conservation Area. This is as set out in S25 and S28 of Westminster's City Plan (November 2016) and DES 1 and DES 5 or DES 6 or both and paras 10.108 to 10.128 of our Unitary Development Plan that we adopted in January 2007. (R26BE)

- 6 The dormers shall be clad in rolled leadwork and shall be permanently retained in this material.

Reason:

To make sure that the appearance of the building is suitable and that it contributes to the character and appearance of this part of the Pimlico Conservation Area. This is as set out in

S25 and S28 of Westminster's City Plan (November 2016) and DES 1 and DES 5 or DES 6 or both and paras 10.108 to 10.128 of our Unitary Development Plan that we adopted in January 2007. (R26BE)

- 7 You must not put any machinery or associated equipment, ducts, tanks, satellite or radio aerials on the roof, except those shown on the approved drawings. (C26PA)

Reason:

To make sure that the appearance of the building is suitable and that it contributes to the character and appearance of this part of the Pimlico Conservation Area. This is as set out in S25 and S28 of Westminster's City Plan (November 2016) and DES 1 and DES 5 or DES 6 or both and paras 10.108 to 10.128 of our Unitary Development Plan that we adopted in January 2007. (R26BE)

- 8 The new and replacement windows and door hereby approved shall be formed in painted timber and retained in that material and finish.

Reason:

To make sure that the appearance of the building is suitable and that it contributes to the character and appearance of this part of the Pimlico Conservation Area. This is as set out in S25 and S28 of Westminster's City Plan (November 2016) and DES 1 and DES 5 or DES 6 or both and paras 10.108 to 10.128 of our Unitary Development Plan that we adopted in January 2007. (R26BE)

- 9 You must apply to us for approval of further details of the following parts of the development:

- detailed drawings, including sections at a scale of 1:20 or 1:10 of the new windows and door.

You must not start any work on these parts of the development until we have approved what you have sent us. You must then carry out the work according to these approved details. (C26DB)

Reason:

To make sure that the appearance of the building is suitable and that it contributes to the character and appearance of this part of the Pimlico Conservation Area. This is as set out in S25 and S28 of Westminster's City Plan (November 2016) and DES 1 and DES 5 or DES 6 or both and paras 10.108 to 10.128 of our Unitary Development Plan that we adopted in January 2007. (R26BE)

- 10 You must not use the roof of the extension for sitting out or for any other purpose. You can however use the roof to escape in an emergency. (C21BA)

Reason:

To protect the privacy and environment of people in neighbouring properties, as set out in S29 of Westminster's City Plan (November 2016) and ENV 13 of our Unitary Development Plan that we adopted in January 2007. (R21AC)

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. 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, in order to ensure that applicant has been given every opportunity to submit an application which is likely to be considered favourably. In addition, where appropriate, further guidance was offered to the applicant at the validation stage.

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.