

CITY OF WESTMINSTER			
PLANNING APPLICATIONS SUB COMMITTEE	Date 15 September 2020	Classification For General Release	
Report of Director of Place Shaping and Town Planning		Ward(s) involved Warwick	
Subject of Report	56 Winchester Street, London, SW1V 4NH		
Proposal	Replacement of existing extension at rear lower ground floor level with two storey extension at rear lower ground and ground floor level; extension to existing closet wing at rear second/third floor half landing level; mansard roof extension with rear terrace; new staircase to front lightwell; all in connection with use as two residential flats (Class C3).		
Agent	Mr Conrad Koslowsky		
On behalf of	Ms Jennifer Dell		
Registered Number	20/03669/FULL	Date amended/ completed	16 June 2020
Date Application Received	12 June 2020		
Historic Building Grade	Unlisted		
Conservation Area	Pimlico		

1. RECOMMENDATION

1. Grant conditional permission.

2. SUMMARY

56 Winchester Street is a 4-storey mid-terrace, unlisted single family dwelling house located within the Pimlico Conservation Area.

Planning permission is sought for the replacement of the existing extension at rear lower ground floor level with a two storey extension at rear lower ground and ground floor level; extension to the existing closet wing at rear second/third floor half landing level; a mansard roof extension with a rear terrace; and a new staircase to the front lightwell; all in connection with the use of the property as two residential flats (1 x 1-bed and 1 x 4-bed).

The key issues for consideration are:

- The principal of the conversion of a single-family residential dwelling into two separate residential flats (including one family-sized flat);
- The impact of the proposed development on the character and appearance of the Pimlico Conservation Area;
- The impact of the proposed development on the amenity of neighbouring occupiers.

For the reasons set out in the report, the proposals are considered acceptable in land use, design and amenity terms and comply with the City Council's policies as set out in the Council's Unitary Development Plan (adopted in 2007) and Westminster's City Plan (adopted in 2016). The application is therefore recommended for approval subject to the conditions set out in the draft decision letter.

LOCATION PLAN



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3. PHOTOGRAPHS



Rear Elevation



4. CONSULTATIONS

WESTMINSTER SOCIETY

No response received to date.

PIMLICO FREDA

No response received to date.

PIMLICO RESIDENTS ASSOCIATION

No response received to date.

WASTE PROJECT OFFICER

No objection subject to condition to secure details of waste and recycling storage in line with Council requirements.

HIGHWAYS PLANNING OFFICER

No objection subject to condition securing cycle storage.

NEIGHBOURS/ ADJOINING OWNERS:

No Consulted: 19

No Replies: 6

Six letters of objection have been received from neighbouring residents on the following grounds:

Design

- The proposal is out of scale with the building and area.

Amenity

- Overlooking;
- Loss of light and overshadowing to neighbouring properties including a bedroom.

Other

- Noise, dust and disturbance during construction works.
- No schedule of works has been submitted to detail when works would start and for how long.
- Works have already commenced.
- Damage to the natural ecosystem (neighbouring garden has created a bee haven with plants, food crops and nesting birds).

SITE/ PRESS ADVERTISEMENT

Yes.

5. BACKGROUND INFORMATION

5.1 The Application Site

56 Winchester Street is a mid terrace single family dwelling house comprising lower ground, ground and two upper floors. It is not listed, but lies within the Pimlico

Conservation Area and the Pimlico CAZ as defined by Westminster's City Plan (adopted in 2016).

5.2 Recent Relevant History

No planning history.

6. THE PROPOSAL

Planning permission is sought for the replacement of the existing extension at rear lower ground floor level with a two storey extension at rear lower ground and ground floor level; extension to the existing closet wing at rear second/third floor half landing level; a mansard roof extension with a rear terrace; and a new staircase to the front lightwell; all in connection with the use of the property as two residential flats.

A one-bedroom flat would be accommodated across the lower ground and ground floors and have a total gross internal floorspace of approximately 113sqm. This flat would be accessed from the front lightwell via the new external staircase.

A four-bedroom family-sized dwelling would be accommodated across the first, second, and third floors and have a total gross internal floor space of approximately 122sqm accessed from the main entrance.

Cycle storage is proposed for four cycles in the front basement vaults.

7. DETAILED CONSIDERATIONS

7.1 Land Use

Policies S14 of Westminster's City Plan (2016) and H3 of the Council's Unitary Development Plan (adopted in 2007) prioritise residential use across Westminster, encouraging an increase in residential units. However, Policy H5 (c) states that the City Council will not grant planning permission to convert a single dwelling house to more than one unit in certain areas which includes Pimlico. Namely, Paragraph 3.79 of Policy H5 states that Pimlico is one of six areas where there are many family-sized houses which have not been converted into smaller residential units and should be protected.

The proposal would result in the replacement of an existing single-family dwelling into two separate residential flats (1x1-bed and 1x4-bed). Whilst this would not accord with Policy H5 of the UDP, it would appear from an Officer's site visit in March 2020 and the submitted existing floor plans that the property has been operating as two individual flats for some time. However, it is not known how long this arrangement has been carried out for and no Certificate of Lawful Existing Use has been submitted.

Whilst the loss of the single-family dwelling is regrettable, and notwithstanding its non-conformity with Policy H5, the proposal would help meet the Council's housing targets by providing one additional residential unit, including a family-sized unit. Westminster's Draft

City Plan 2019-2040 policies 8(C) and 10 encourage the conversion of purpose built single-family homes into multiple family homes in order to increase and support the Council's housing stock and needs. For the above reasons, it is not considered that the application could reasonably be resisted on land use grounds.

The proposed two residential units have been reviewed against the Technical Housing Standards - Nationally Described Space Standard (2015). The four-bedroom family sized flat is short of the standard by approximately 8sqm GIA (minimum requirement of 130sqm across three storeys). However, given the physical site limitations and provision of a private outdoor amenity space, the slight shortfall is considered acceptable in this instance.

7.2 Townscape and Design

The key legislative requirements in respect to the designated heritage assets are as follows:

Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires that *"In the exercise, with respect to any buildings or other land in a conservation area...special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area."*

Furthermore Chapters 12 and 16 of the NPPF require great weight be placed on design quality and the preservation of designated heritage assets including their setting. Chapter 16 of the NPPF clarifies that harmful proposals should only be approved where the harm caused would be clearly outweighed by the public benefits of the scheme, taking into account the statutory duty to have special regard or pay special attention, as relevant. This should also take into account the relative significance of the affected asset and the severity of the harm caused.

One letter of objection has been received from an occupier residing at 58 Winchester Street in which they express that the proposals are out of scale with the site and would impinge on the neighbouring properties.

The existing lower ground floor infill extension is predominantly glazed with a steep sloping roof and infills the space between the side of the closet wing and the boundary to the adjoining property at No. 54 Winchester Street. It is a modern intervention and its loss is not opposed in principle. The proposed replacement two-storey extension would infill the space over lower ground and ground floor levels. Revisions have been made following officer's advice during this application to set it back from the closet wing's rear elevation in order that it assumes a more subservient nature. Given that the elevation treatment is assertively modern this setback is also considered necessary and welcome. In terms of its design, fixed wooden fins form mullions on the face of a large window at the ground floor level with bi-folding doors at lower ground floor level providing access to the rear yard. Given the appearance of the existing extension, its highly suppressed location and following revisions, the proposed infill extension is considered acceptable in design terms subject to conditions securing drawings of the detailed design.

With regard to the extension of the closet wing with terrace on top, Policy DES 5 (B) part

1 of the UDP outlines that development should be refused when an extension rises above the penultimate storey of the existing building (excluding roof storeys). However, there is clear pattern of closet wing extensions rising the full height of the buildings in the immediate vicinity and so in this instance the additional height is considered in keeping, as is the introduction of a terrace on top given that an existing terrace already exists in this location on the property, albeit on a level below.

The proposed mansard and dormer windows have also been revised during the application in order that they align with the heights and projections of those on neighbouring properties, with the rear mansard dormer door having been revised to match the traditional dormer doors seen along Winchester Street. The proposals at roof level are in context with the prevailing pattern and conditions are recommended to ensure a traditional detailed design and materials. Similarly, the staircase in the new lightwell will be in line with others in the vicinity and details are recommended to be secured by condition.

Overall, mindful of Policies DES 5, DES 6 and DES 9 of the UDP and S25 and S28 of the City Plan, the proposal is considered acceptable and a recommendation to grant conditional permission would be compliant with the requirements of the NPPF and the statutory duties of the Planning (Listed Buildings and Conservation Areas) Act 1990.

7.3 Residential Amenity

Policy ENV 13 of the UDP seeks to protect and safeguard residential amenity by way of sunlight/daylight, privacy, outlook, sense of enclosure and overshadowing. Policy S29 of the City Plan seeks to ensure that development secures a healthy and safe environment, and that all developments maximise the opportunities to contribute to health and well-being. Policy S29 also resists proposals where they result in an unacceptable material loss of residential amenity.

Objections have been received from neighbouring residents in Winchester Street and Cumberland Street to the rear on amenity grounds, with regards to loss of light, privacy and overshadowing.

The proposed two-storey infill extension at rear lower ground and ground floor level will be set within a highly enclosed location between the existing closet wing to the application property and that at No. 54 Winchester Street. It will not therefore result in any negative impact to neighbouring residential properties.

The proposed extension to the closet wing at second/third floor half landing level and the mansard roof extension will match that at neighbouring properties, with the mansard set between the adjacent roof parapets. It is not considered that these extensions will result in any significant loss of light, outlook or sense of enclosure to surrounding residents.

A terrace is proposed at mansard level on top of the extended closet wing, which will displace an existing terrace at second floor level. There are a number of terraces at various levels to the rear along Winchester Street and Cumberland Street which results in a degree of mutual overlooking and the proposed terrace is therefore considered acceptable.

Overall, the proposed development is not considered to result in any significant undue harm to neighbouring residential amenity and is in accordance with Policies ENV13 of the UDP and S29 of the City Plan.

7.4 Transportation/Parking

Policy TRANS 23 of the UDP states that residential development (including extensions) without on-site parking may be acceptable where a surplus of on-street parking space is available, and the development is well-served by public transport. Any proposals in which would result in a significant additional demand where 80% or more of available legal on-street parking places would be occupied during the day (i.e. parking bays) or at night (i.e. parking bays and single yellow lines) in the vicinity of the development will be resisted.

The proposed development would convert the existing four-bedroom property into two separate residential flats. No off-street car parking is proposed, however, the Council's most recent night time and daytime parking surveys in 2018 indicate that parking bays within a 200-metre radius of the site had parking occupancies of 71% and 77% respectively. In addition, the site has good accessibility to public transport. The Highway's Planning Manager raises no objection.

The proposal provides secure and waterproof cycle storage for four cycles located within the front basement vaults which is compliant with London Plan standards. It is recommended that this be secured by condition.

7.5 Economic Considerations

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

7.6 Access

The main entrance will remain as existing. A new external staircase is proposed in the front basement lightwell which would provide access to the new lower flat.

7.7 Other UDP/Westminster Policy Considerations

Refuse /Recycling

A condition is recommended to secure waste and recycling storage in line with the Council's requirements.

7.8 Westminster City Plan

The City Council is currently working on a complete review of its City Plan. Formal consultation on Westminster's City Plan 2019-2040 was carried out under Regulation 19 of the Town and Country Planning Act (Local Planning) (England) Regulations 2012 between Wednesday 19 June 2019 and Wednesday 31 July 2019 and on the 19 November 2019 the plan was submitted to the Secretary of State for independent examination. In the case of a draft local plan that has been submitted to the Secretary of State for Examination in Public, under Regulation 22(3) of the Town and Country Planning Act (Local Planning) (England) Regulations 2012, having regard to the tests set out in para. 48 of the NPPF, it will generally attract very limited weight at this present time.

7.9 Neighbourhood Plans

None applicable to this site.

7.10 London Plan

This application raises no strategic issues.

7.11 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.

7.12 Planning Obligations

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

7.13 Environmental Impact Assessment

Not applicable.

7.14 Other Issues

The Council's condition controlling hours of building works is recommended.

One letter of objection has stated that demolition works has already commenced at the property. Upon inspection of the photographs received with the objection letter, it appears that these works relate to No. 58 Winchester Street and not No.56.

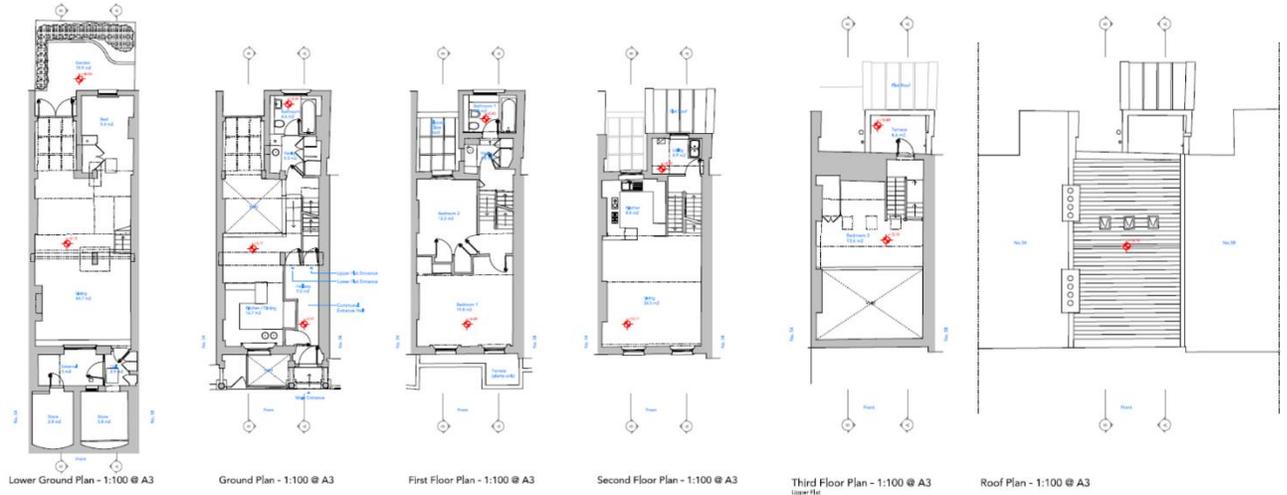
It is not considered that the proposed extensions will result in damage to ecosystems/plants within neighbouring gardens.

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

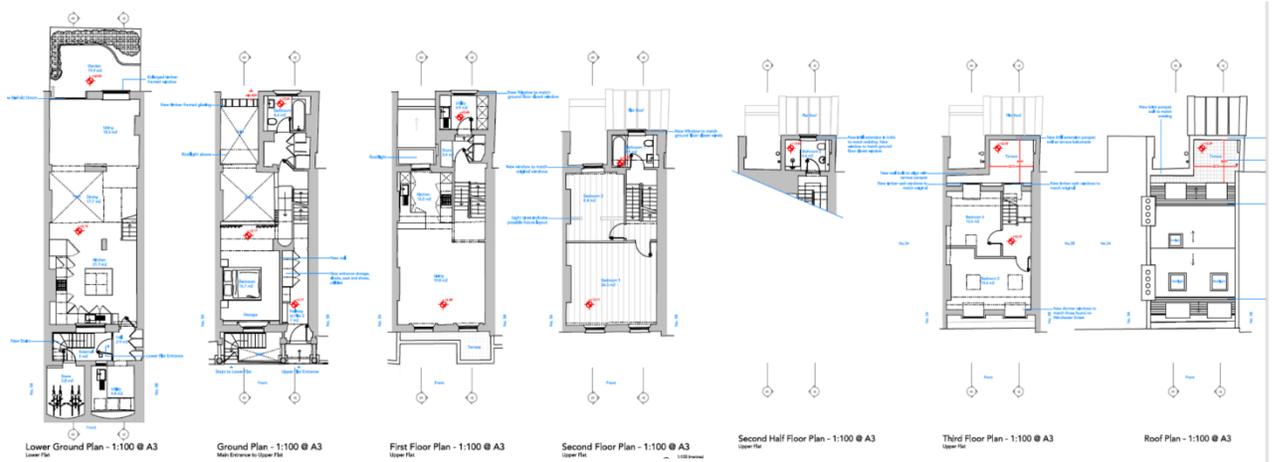
IF YOU HAVE ANY QUERIES ABOUT THIS REPORT PLEASE CONTACT THE PRESENTING OFFICER: DAVID DORWOOD BY EMAIL AT DDORWOOD@WESTMINSTER.GOV.UK

8. KEY DRAWINGS

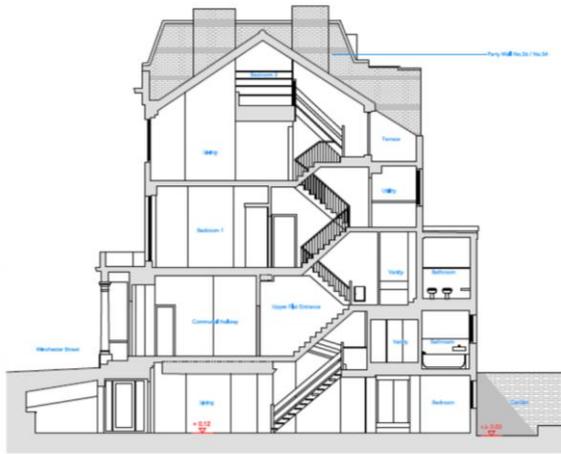
Existing floor plans.



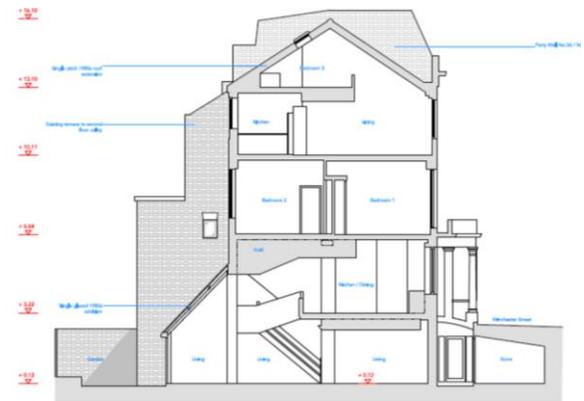
Proposed floor plans.



Existing sections.

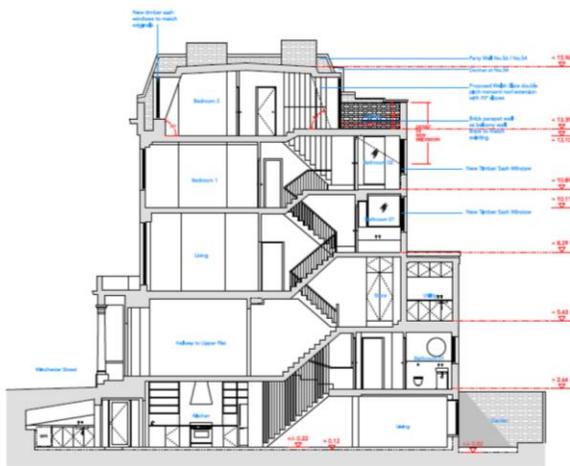


Section AA - 1:100 @ A3

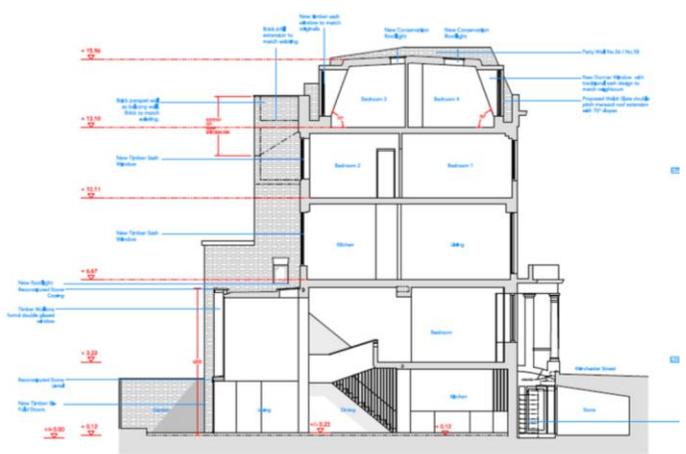


Section BB - 1:100 @ A3

Proposed sections.



Section AA - 1:100 @ A3



Section BB - 1:100 @ A3

DRAFT DECISION LETTER

- Address:** 56 Winchester Street, London, SW1V 4NH
- Proposal:** Replacement of existing extension at rear lower ground floor level with two storey extension at rear lower ground and ground floor level; extension to existing closet wing at rear second/third floor half landing level; mansard roof extension with rear terrace; new staircase to front lightwell; all in connection with use as two residential flats (Class C3).
- Reference:** 20/03669/FULL
- Plan Nos:** Drawing nos. 000, 100, 101 102 Rev P1, 103 Rev P1, 200, 201 Rev P1, 300, 301, 302 Rev P1, 303 Rev P1.
- Information Only:
Design and Access Statement dated 8 June 2020.

Case Officer: Hayley White

Direct Tel. No. 07866038640

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 residents and the area generally as set out in S29 of Westminster's City Plan (November 2016) and STRA 25, TRANS 23, ENV 5 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 apply to us for approval of detailed drawings at 1:10 (and sections at 1:5 as appropriate) of the following parts of the development: -
- (i) new windows;
 - (ii) new external doors;
 - (iii) new infill extension;
 - (iv) new staircase to front lightwell;

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 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)

- 5 The roof of the mansard must be finished using natural Welsh slates with lead details, or for the upper slope and dormers, lead.

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 You must apply to us for approval of details of how waste is going to be stored on the site and how materials for recycling will be stored separately. You must not start work on the relevant part of the development until we have approved what you have sent us.

You must then provide the stores for waste and materials for recycling according to these details, clearly mark the stores and make them available at all times to everyone using the flats. (C14EC)

Reason:

To protect the environment and provide suitable storage for waste as set out in S44 of Westminster's City Plan (November 2016) and ENV 12 of our Unitary Development Plan that we adopted in January 2007. (R14BD)

- 7 You must provide each cycle parking space shown on the approved drawings prior to occupation. Thereafter the cycle spaces must be retained, and the space used for no other purpose without the prior written consent of the local planning authority.

Reason:

To provide cycle parking spaces for people using the development as set out in Policy 6.9 (Table 6.3) of the London Plan 2016 (R22FA)

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, neighbourhood plan (where relevant), 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.
- 2 Details of waste storage must be in line with the Council's requirements for waste and recyclables. Any plans submitted to the council for approval, pursuant to condition 6, must ensure:
 - Appropriate bin capacities are provided.
 - Each bin store is correctly labelled (R, O, W) for storage of recycling, food waste and general waste.
 - All waste is consolidated into one location in each flat and not spread throughout the premises.
 Please see <https://www.westminster.gov.uk/waste-storage-planning-advice> for further information.
- 3 You are advised that all glazing to the traditional new and replacement windows and doors should be slim line double glazed with integral (true dividing) glazing bars, concealed trickle vents and no weather bars.

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.