

Committee: Development	Date: 18 th August 2010	Classification: Unrestricted	Agenda Item No: 7.3
Report of: Corporate Director of Development and Renewal		Title: Planning Application for Decision	
Case Officer: Nasser Farooq		Ref No: PA/10/00774	
		Ward(s): East India and Lansbury	

1. APPLICATION DETAILS

Location: Radford House, St Leonards Road, London
Existing Use: Residential Building
Proposal: Erection of a mansard roof extension to existing building to provide three flats comprising one x one bedroom and two x two bedroom flats.

Drawing Nos: 100 P1, 101 P2, 102 P2, 103 P3, 104 P1, 105P2 and 106P3.

Applicant: Radford House Partnership
Ownership: Applicant
Historic Building: N/A
Conservation Area: Langdon Park Conservation Area

2. SUMMARY OF MATERIAL PLANNING CONSIDERATIONS

- 2.1 The Local Planning Authority has considered the particular circumstances of this planning application against the Council's approved planning policies contained in the London Borough of Tower Hamlets Unitary Development Plan 1998, the Council's Interim Planning Guidance for the purposes of Development Control (October 2007), Core Strategy Development Plan Document (Submission Version December 2009) associated supplementary planning guidance, the London Plan 2008 (Consolidated with Alterations since 2004) and Government Planning Policy Guidance and has found that:
- 2.2 The proposed mansard extension to form additional housing is in line with the Mayor and Council's policy, as well as government guidance which seek to maximise the development potential of sites. As such, the development complies with policy 4B.3 of the London Plan, policy HSG1 of the Council's Interim Planning Guidance (2007), Core Policy SP01(1) of the Core Strategy Submission Version December 2009, PPS3: Housing, which seeks to ensure that development proposals achieve the highest possible intensity of use compatible with the local context of the site and to promote the delivery of housing through the use of brownfield sites.
- 2.3 The proposed mansard extension is not considered to adversely affect the amenity of neighbouring residential properties in terms of a loss of privacy, increased sense of enclosure and loss of daylight and sunlight. As such, it is considered to be in accordance with saved policy DEV2 of the Council's Unitary Development Plan 1998 and policy DEV1 of the Interim Planning Guidance (October 2007) which seek to ensure the amenity of adjoining residential properties are protected and maintained.

- 2.4 Subject to conditions, it considered that the proposed mansard is considered acceptable in terms of design and appearance on the host building. The proposed mansard design is also considered to preserve the character of the Langdon Park Conservation Area. As such, the proposal is in accordance with saved Policies DEV1 and DEV30 of the Unitary Development Plan (1998) policies SO22 of the Core Strategy Submission version 2009, and CON2 of the Interim Planning Guidance (2007) and PPS5: Planning and the Historic Environment. These policies seek to ensure that development either preserves or enhances the boroughs conservation areas
- 2.5 Subject to conditions transport matters, including parking, access and servicing, are acceptable and in line with London Plan 2008 (Consolidated with Alterations since 2004) policies 3C.1 and 3C.23, policies T16 of the Council's Unitary Development Plan 1998 and policies DEV18 and DEV19 of the Council's Interim Planning Guidance (2007), which seek to ensure developments minimise parking and promote sustainable transport options.

3.0 RECOMMENDATION

- 3.1 That the Committee resolve to **GRANT** planning permission subject to:
- 3.2 That the Corporate Director Development & Renewal is delegated power to impose conditions and informatives on the planning permission to secure the following matters:

Conditions

1. Permission valid for 3 years.
2. Development in accordance with plans
3. Details and samples of materials for all external elevations of the building.
4. Landscaping and boundary treatments.
5. Car free agreement
6. Cycle parking
7. Refuse provision
8. Any other planning condition(s) considered necessary by the Corporate Director Development & Renewal

Informatives:

1. S106 agreement required under condition 5.
2. Any other informative(s) considered necessary by the Corporate Director Development & Renewal

4. PROPOSAL AND LOCATION DETAILS

Proposal

- 4.1 Erection of a mansard roof extension to existing building to provide three flats comprising one x one bedroom and two x two bedroom flats.

Site and Surroundings

- 4.2 The application site is a three storey building located on the western side of St.Leonards Road opposite the junction with Zetland Street.

- 4.3 The site is not listed. However, it is located within the Langdon Park Conservation Area.
- 4.4 In the immediate area, are blocks of three storey flats in Chadbourn Street and Clutton Street, the two storey houses to the north of Zetland Street and the two storey property that immediately adjoins the application site. These buildings exhibit varying types, heights and roof styles.

Planning History

- 4.5 PA/09/353 - the Council refused planning permission for the erection of a two storey extension to provide five additional apartments (2 x 1 bed flats, 2 x 2 bed flats and 1 x 3 bed flats) above the existing three storey building (refused on 27/04/2009) and an appeal was dismissed on 03/08/2009 (reference APP/E5900/A/21045653).
- 4.6 Whilst the appeal was dismissed on the impact on its negative impact on the Conservation Area, the planning inspector suggested that there is *'little wrong with the principle of extending the height of Radford House because it is lower than most of the adjoining and nearby buildings, or to the introduction of a mansard type of roof due to the existing different types of roof style, to my mind, the addition of a further two floors would create a form of development that would dominate No.253, the nearby three storey flats and the two storey houses.'*
- 4.7 This opened up the possibility of a single storey addition and led to a revised application which was submitted under reference PA/09/2644.
- 4.8 PA/09/2644 – This application for the erection of an additional roof storey to existing building to provide three flats comprising one x one bedroom and two x two bedroom flats was also refused on 23/03/2010 on design grounds. The proposed extension was to follow the existing build line. Officers considered that this would have a similar impact on the Conservation Area as the earlier application (PA/09/353) and so the application was refused.
- 4.9 An informative was placed on the decision notice for PA/09/2644 stating *'A single storey mansard type extension may be considered a more appropriate form of development. You are advised to contact the case officer should you wish to resubmit another application to discuss this further.'*
- 4.10 Whilst no further discussions took place between the council officers and the applicant, this application for a mansard extension was submitted taking into account the advice given by the Planning Inspectorate and Council Officer's

5. POLICY FRAMEWORK

- 5.1 For details of the status of relevant policies see the front sheet for "Planning Applications for Determination" agenda items. The following policies are relevant to the application:

5.2 Unitary Development Plan (as saved September 2007)

Policies:	DEV1	Design Requirements
	DEV2	Environmental Requirements

HSG13	Internal Standards for Residential Developments
HSG16	Amenity Space
T16	Impact of Traffic

5.3 Interim Planning Guidance for the purposes of Development Control (Oct 2007)

Core Strategies	CP1	Creating Sustainable Communities
	CP3	Sustainable Environment
	CP4	Good Design
	CP19	New Housing Provision
	CP25	Housing Amenity Space
	CP46	Accessible and Inclusive Environments
Policies:	DEV1	Amenity
	DEV2	Character & Design
	DEV5	Sustainable Design
	DEV19	Parking for Motor Vehicle
	HSG7	Housing Amenity Space

5.4 Core Strategy Local Development Submission Document December 2009

SP02(1)	Housing
SO22	Protecting historical and heritage assets

5.5 Supplementary Planning Guidance/Documents

Designing Out Crime
Residential Space
Landscape Requirements

5.6 Spatial Development Strategy for Greater London (London Plan)

4B.1	Design Principles for a compact city
4B.3	Maximising the potential of sites
4B.6	Sustainable Design and construction
4B.7	Respect Local context and communities

5.7 Government Planning Policy Guidance/Statements

PPS1	Delivering Sustainable Development
PPG3	Housing

5.8 Community Plan: The following Community Plan Objectives relate to the application.

A better place for living safely
A better place for living well
A better place for creating and sharing prosperity

6. CONSULTATION RESPONSES

6.1 The views of officers within the Directorate of Development and Renewal are expressed in the MATERIAL PLANNING CONSIDERATIONS section below.

6.2 The following were consulted regarding the application:

LBTH Highways Department

- 6.3 The site has a PTAL rating of 3 which demonstrates that an average level of public transport service is available within the immediate vicinity of the site.
- 6.4 The site is considered suitable in this instance for a car and permit free agreement whereby future occupants of the residential units are to be prevented from obtaining resident parking permits. Any Planning Permission should therefore be subject to a Section 106 car free agreement.
- 6.5 Developments without off-street site car parking are required to provide one space for people with disabilities or demonstrate they can park with ease to use the development. This has not been catered for in the design.
- 6.6 The Applicant is proposing to provide 14 cycle spaces in the rear courtyard area. This level of provision is acceptable to Highways. The Applicant should be informed that all cycle spaces should meet the required minimum LBTH standards and that Sheffield stands are LBTH's preferred type of parking stand. All cycle parking facilities should be provided in an accessible, well-lit, safe, sheltered and secure location.

7. LOCAL REPRESENTATION

7.1 A total of 67 neighbouring properties within the area shown on the map appended to this report were notified about the application and invited to comment. The application has also been publicised on site. The number of representations received from neighbours and local groups in response to notification and publicity of the application were as follows:

No of individual responses: 0 Objecting: 0 Supporting: 0
No of petitions received: 1 containing 22 signatories in objection.

7.2 The following issues were raised in representations that are material to the determination of the application, they are addressed in the next section of this report:

1 petition was received in objection to the proposal. The following issues were raised in the letters of objection:

- Overcrowding

[Officer comment: this is discussed in the amenity section of the report]

- Excessive height of the proposed roof extension and resulting shadowing

[Officer Comment: These issues are discussed in the design section of this report.]

- Car parking issues

[Officer Comment: These issues are discussed in the highway section of this report, and if planning was granted a condition requiring a car free agreement would be placed.]

- Noise and pollution

[Officer Comment: Given the residential nature of the area, additional residential units are not envisaged to have any adverse noise or pollution impacts on the amenity of neighbouring properties.]

- Too many planning applications within the vicinity

(Officer Comment: This is discussed within paragraphs 8.34 -8.36 within this report)

8.0 MATERIAL PLANNING CONSIDERATIONS

- 8.1 The main planning issues raised by the application that the committee must consider are:

Land Use
Design
Highways
Car parking

Land Use

- 8.2 In accordance with policies 3A.1 and 3A.2 of the London Plan, the Mayor is seeking the maximum provision of additional housing in London. Housing targets identified in policy SP02(1) of the Core Strategy Submission Document (December 2009) indicate that Tower Hamlets is aiming to provide 43,275 new homes between 2010 to 2025.
- 8.3 The site is considered to be an appropriate location to meet this demand given the immediate vicinity and existing building are predominantly residential. No objection is raised in principle to the additional residential units proposed.

Housing

- 8.4 The proposal would involve the creation of 3 additional flats, 1 x 1 bed flats and 2 x 2 bed flats. The proposed mix is considered acceptable and would be in line with saved policy HSG7 of the adopted Unitary Development Plan (1998) and CP21 of the Interim Planning Guidance (2007). This policy seeks to ensure that housing developments provide a mix of unit sizes.
- 8.5 It is acknowledged that the application is not providing any family sized units. However, given the application is for an additional three units, a request for family sized accommodation is not justified.
- 8.6 The proposed units measure 44sq m for the one bed, 61sq m for the two bed and 70sq metres for the remaining two bed unit. In reference to minimum space standards the overall sizes of the rooms are considered acceptable and in line with saved Policy HSG13 of the Unitary Development Plan (1998) which seeks to ensure an acceptable standard of accommodation.
- 8.7 The proposal does not involve the provision of private amenity space. This would be contrary to saved policy HSG16 of the adopted UDP (1998) and policy HSG7 of the Interim Planning Guidance (2007). These policies seek to ensure provision of private amenity space for residents of the Borough.
- 8.8 However, the proposal does involve improvements of the area to the rear of the building including a scheme for hard and soft landscaping, which would be secured by condition. Furthermore, given the location adjacent to Langdon Park it is considered that it would not be reasonable to refuse the application on this ground especially given earlier applications were not refused for this reason and the inspector did not raise concerns about this point

Design

- 8.9 Saved policy DEV1 of the Unitary Development Plan states all development proposals should take into account and be sensitive to the character of the surrounding area in terms of design, bulk, scale and the use of materials and being visually appropriate to the site and its setting in the street scene. The policy also requires that development is designed to maximise the feeling of safety and security for users.

Bulk and scale

- 8.10 The site is currently occupied by a three storey residential block of flats with a flat roof which faces St. Leonards Road. To the west of the site there is a row of three storey residential properties which face Chadbourn Street. At the end of Chadbourn Street, are the DLR tracks. To the south of the site on the opposite side of Chadbourn Road, there is a 5 storey block of flats that faces onto Langdon Park.
- 8.11 The proposal is for the erection of an additional storey to create three additional apartments, as the applicant seeks to address the previous reason for refusal. The proposed mansard extension would be constructed out of slate, with timber windows and doors to match the existing property. At the rear elevation there would be an extension to the existing stair-core in order to house a lift to serve the entire building.
- 8.12 In terms of design, the proposed mansard is considered a more acceptable form of design that results in a subordinate addition to the host building. This approach is supported by Council Officer's and is inline with the comments made by the planning inspector on the earlier two storey proposal.
- 8.13 The planning inspectorate stated at paragraph 4 of appeal APP/E5900/A/21045653 that:

Whilst I can see little wrong with the principle of extending the height of Radford House because it is lower than most of the adjoining and nearby buildings, or to the introduction of a mansard type of roof due to the existing different types of roof style, to my mind, the addition of a further two floors would create a form of development that would dominate No.253, the nearby three storey flats and the two storey houses.

- 8.14 To conclude, it is considered that in terms of design the bulk, scale and use of materials of the proposed mansard is considered an acceptable addition to the host building. As such, the proposal is considered in accordance with saved policies DEV1 and DEV9 of the adopted Unitary Development Plan (1998), and DEV2 of the Interim Planning Guidance (2007). This policy seeks to ensure that development is sensitive to the host building in terms of bulk and scale.

Conservation and Design:

- 8.15 Saved policy DEV30 of the adopted UDP (1998) which outlines that an additional roof storey may be allowed in conservation areas except where they would harm the appearance and character of a group of buildings where the existing roof line is predominately uniform in character.
- 8.16 The Conservation and Design Officer was consulted in relation to this proposal and

the previous application. They have advised that Radford House lies in the Langdon Park Conservation Area. It is a three storey neo-Georgian building of considerable charm, constructed of gault bricks with red brick detailing. Radford House makes an important contribution to the character of the conservation area and is consistent with it. It forms an attractive grouping with the adjacent corner building, a neo-Georgian building of two storeys and attic.

- 8.17 It is considered that given the varied types of buildings within the vicinity the proposed additional storey is not considered to destroy the character of the area or the group of buildings.
- 8.18 The proposed slate and timber windows would be conditioned to ensure they are acceptable on the host building and the Langdon Park Conservation Area.
- 8.19 As such, subject to conditions, it considered that the proposed mansard is considered acceptable in terms of design and appearance and would preserve the character of the Langdon Park Conservation Area. This is in accordance with saved Policies DEV1 and DEV30 of the Unitary Development Plan (1998) policies SO22 of the Core Strategy Submission version 2009, and CON2 of the Interim Planning Guidance (2007) and PPS5: Planning and the Historic Environment. These policies seek to ensure that development either preserves or enhances the boroughs conservation areas.

Amenity

Sunlight/ Daylight

- 8.20 Saved policy DEV2 of the Unitary Development Plan 1998 seeks to ensure that the adjoining buildings are not adversely affected by a material deterioration of their daylighting and sunlighting conditions. This is reinforced by DEV1 of the Interim Planning Guidance October 2007 which requires development to protect, and maintain the amenity of adjacent residents.
- 8.21 Given the scale of the proposed mansard extension and orientation of adjoining buildings, it is not considered that the mansard would have a significant impact on the sunlight/ daylight afforded to neighbouring properties.

Overcrowding

- 8.22 The submitted petition opposing the development cited overcrowding as one of the reasons for objecting to the development. The Council considers that the introduction of one x 1 bedroom unit and two x 2 bedroom units is not going to have a significant impact on in terms of overcrowding within the vicinity to warrant a refusal of the application. Furthermore, given the inspectors comments on the earlier application, it is not considered a reason for refusal on this basis can be sustained.

Overlooking/Privacy

- 8.23 The proposed mansard will not create any additional overlooking/ privacy issues that do not exist already, given it maintains the existing build line.
- 8.24 As such, overall in terms of amenity the proposal would accord with saved policy DEV2 of the Unitary Development Plan 1998 and policy DEV1 of the Interim Planning Guidance which seeks to protect and maintain residential amenity.

Overshadowing

- 8.25 The submitted petition opposing the development cited overshadowing as one of the reasons for objecting to the development. Given the scale and orientation of adjoining properties a mansard extension (with sloping roof tiles) is not considered to result in significant overshadowing to adjoining properties.

Highways

Parking

- 8.27 Policies 3C.1 and 3C.23 of the London Plan (Consolidated with Alterations February 2008 and saved policies T16 and T19 of the Council's Unitary Development Plan 1998 seek to ensure developments minimise parking and promote sustainable transport options.
- 8.28 This reflected in policies CP40 and DEV19 of the Interim Planning Guidance which seek to minimise the use of cars in areas of high public transport and as a result recommends a condition to prevent parking permits being issued to the new residents of the development.
- 8.29 The site has a PTAL rating of 3 which indicates an average level of public accessibility. However, two bus stops are located in close proximity to the site on Zetland Street and St Leonards Road and the Langdon Park DLR station is located within walking distance of the site.
- 8.30 Given the objections received regarding car parking, the high subscription of parking within the vicinity and the level of public transport, it is considered that the three additional units should be subject to a car-free agreement. It is considered that this would mitigate any potential impact on the highway.
- 8.31 In terms of bicycle provision, the development proposes fourteen cycle spaces located within the curtilage of the site, this provides cycle facilities for the existing residential units and the proposed units. This is welcomed and in-line with the Interim Planning Guidance and the London Plan. Any planning permission would be conditioned to ensure that these spaces are provided and retained.

Servicing and Refuse Provisions

- 8.32 Provision for the storage of refuse and recyclable for the residential use has been provided for via an enclosed area at the Chadbourn Street entrance. These are suitably located to allow the collection of refuse. However, the design of the enclosure has not been provided and this will be conditioned to ensure acceptability.

8.33 **Other**

Too many planning applications within the vicinity

- 8.34 The submitted petition highlighted, planning fatigue from the number of applications within the vicinity. However, it is considered that this alone is not a justifiable reason for refusal.
- 8.35 In terms of the impacts of additional applications, it is considered that the main

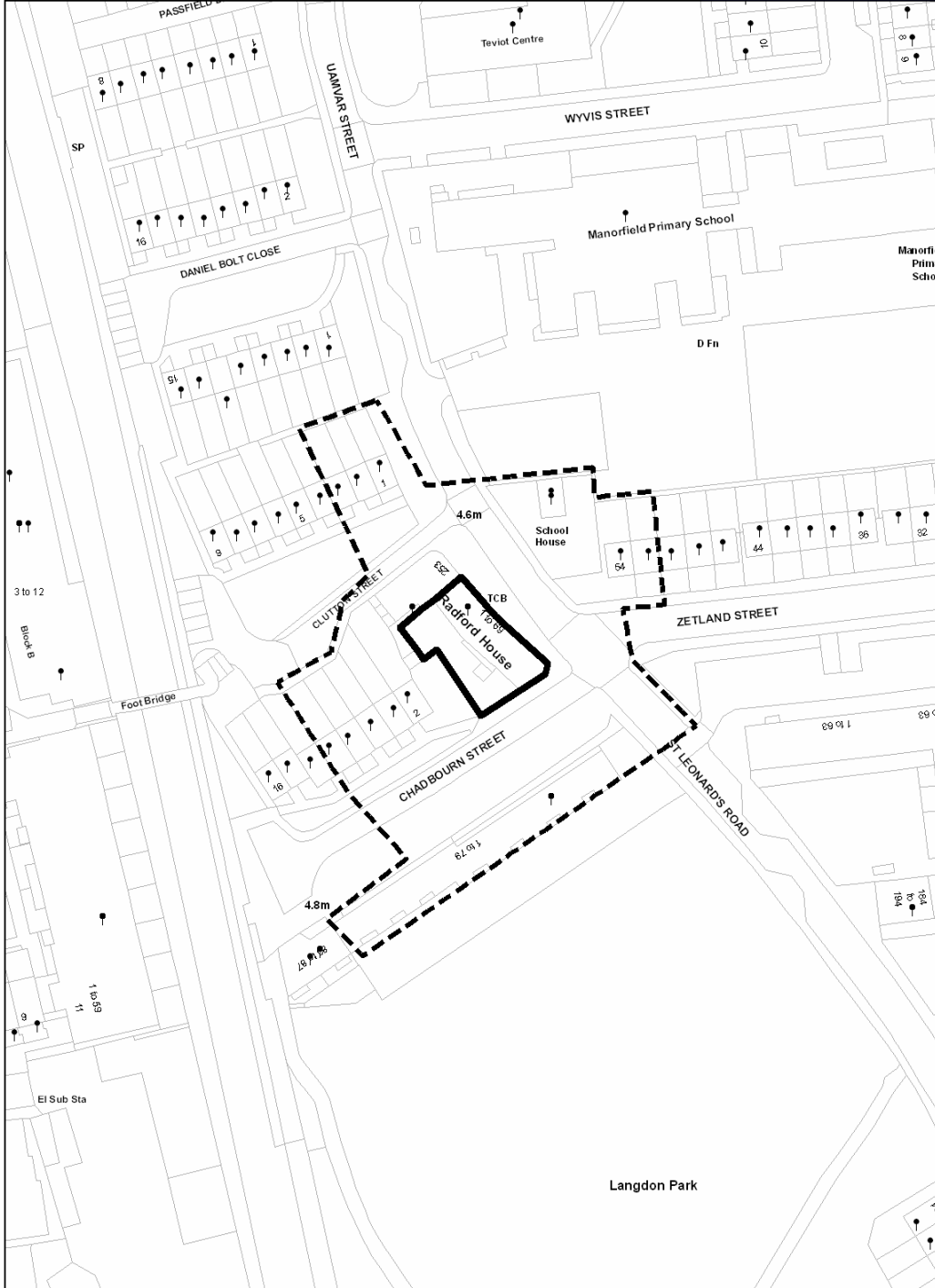
impact would be on the highway, with additional flats and additional vehicular ownership. It is proposed a car free condition would mitigate this impact.




- 8.36 In terms, of impacts on other areas such as health, education etc, given the proposal is for three residential units it is not considered that this impact would be significant to warrant any mitigation or refusal of the application. Furthermore, this was not raised as an issue by the planning inspectorate.

Conclusions

- 9.0 All other relevant policies and considerations have been taken into account. Planning permission should be granted for the reasons set out in the SUMMARY OF MATERIAL PLANNING CONSIDERATIONS and the details of the decision are set out in the RECOMMENDATION at the beginning of this report.

Planning Application Site Map



 Planning Application Site Boundary	 Locally Listed Buildings	 Land Parcel Address	
 Consultation Area	 Statutory Listed Buildings	0 30 m	

This Site Map displays the Planning Application Site Boundary and the neighbouring Occupiers / Owners who were consulted as part of the Planning Application process. This map is based upon Ordnance Survey material with the permission of Ordnance Survey on behalf of the Controller of Her Majesty's Stationery Office © Crown copyright. Unauthorised reproduction infringes Crown copyright and may lead to prosecution or civil proceedings. 100019288, 2010.