

PLANNING COMMITTEE REPORT

Development Management Service
Planning and Development Division
Environment and Regeneration
Department
PO Box 333
222 Upper Street

PLANNING SUB- COMMITTEE B		AGENDA ITEM NO: 31
Date:	7 January 2014	NON-EXEMPT

Application number	P2013/2832/FUL
Application type	Application for Full Planning Permission
Ward	Junction
Listed building	Unlisted
Conservation area	N/A
Development Plan Context	N/A
Licensing Implications	None
Site Address	16 Waterlow Road, London N19 5NH
Proposal	Conversion of existing single dwelling house into two flats (1x 2 Bedroom flat and 1x 4 Bedroom flat), erection of single storey rear extension and external works to the existing levels and boundary walls in the rear garden. Installation of 1x front rooflight and 3x rear rooflights.

Case Officer	Thomas Broomhall
Applicant	Mr & Mrs Crown
Agent	Peter Barry Surveyors - Mr Cathal Nicholas

1.0 RECOMMENDATION

The Committee is asked to resolve to GRANT planning permission:

- A. subject to the conditions set out in Appendix 1;

2. SITE PLAN (site outlined in red)



3. PHOTOS OF SITE/STREET

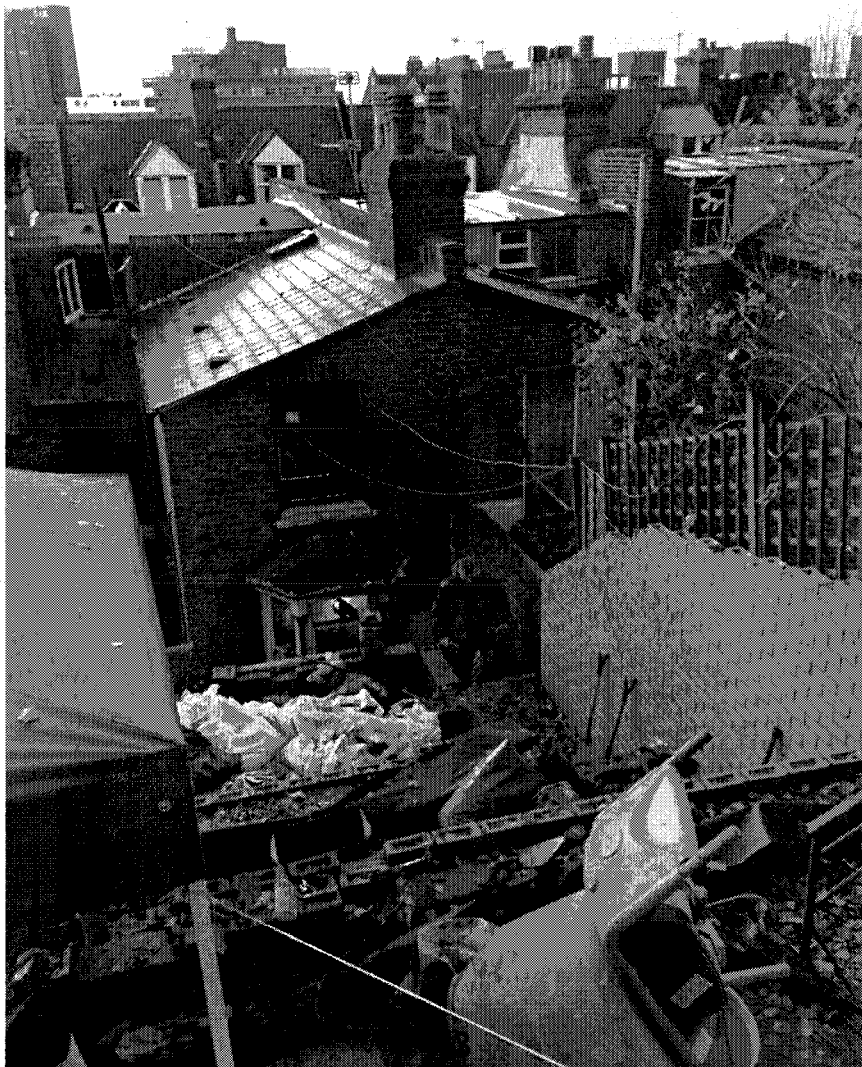
1. Aerial view of the site and surroundings



2. View of front elevation of site



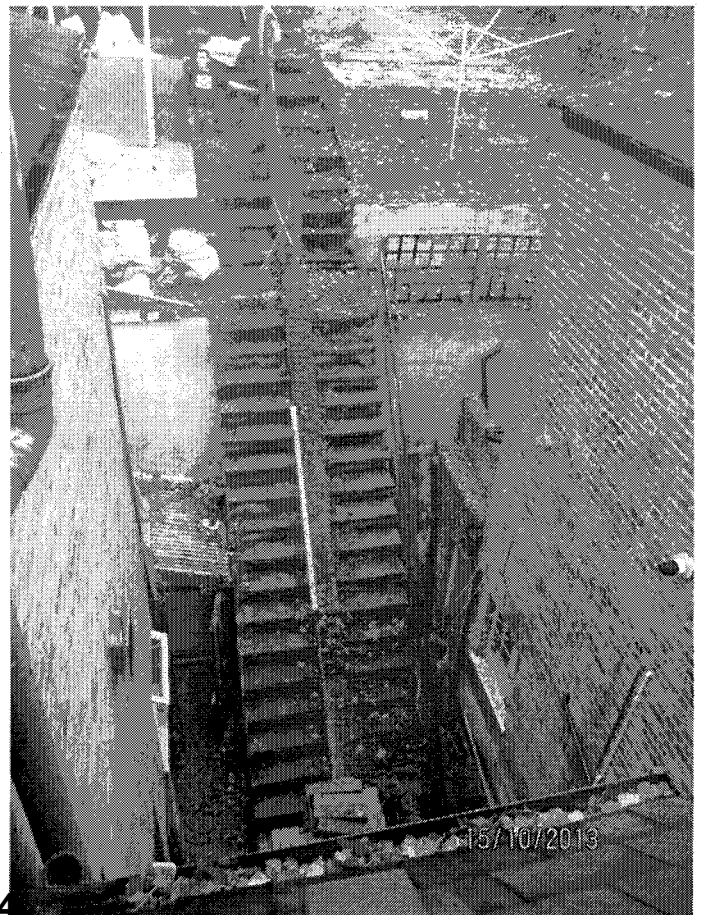
3. View of rear elevation



4. View of side elevation from rear garden



5. View of rear garden from dwelling



6. Viewing of first floor rear elevation and rear of no. 18



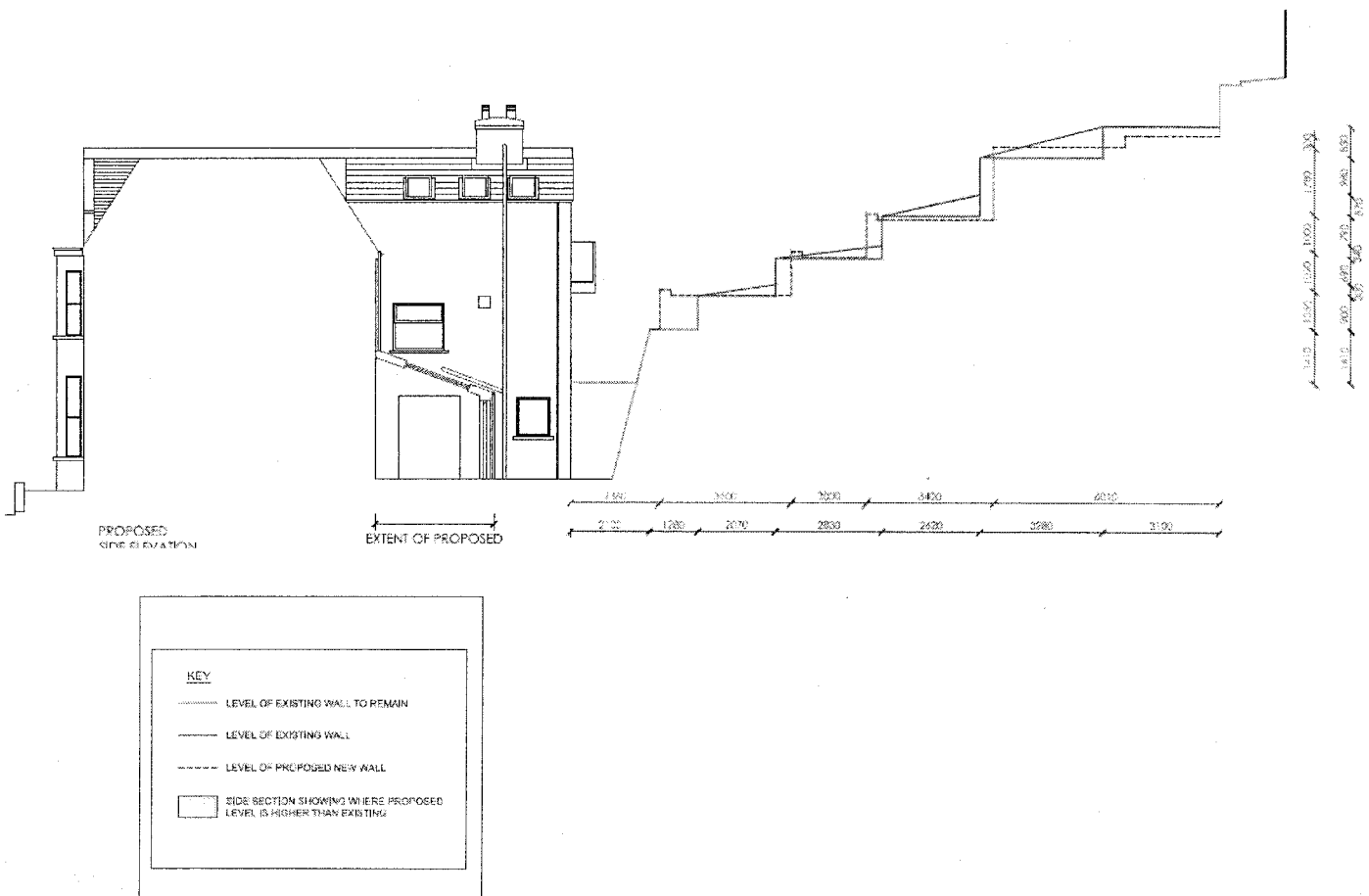
7. View of rear garden



8. View towards rear of no. 14



9. Existing V Proposed Levels



4 SUMMARY

- 4.1 The application proposes the conversion of the existing single dwelling house into two flats (1x 2 Bedroom flat and 1x 4 Bedroom flat), the erection of a single storey rear extension, the creation of a rear balcony at first floor level, the installation of 1x front rooflight and 3x rear rooflights and external works to the existing levels and boundary walls in the rear garden.
- 4.2 The issues arising from the application are the standard of the new residential units created by the conversion, the impact on the character and appearance of the host building and surrounding area, the impact on the neighbouring amenity of the adjoining and surrounding residential properties.
- 4.3 Several revisions have been submitted in response to the objections received. The standard of the proposed new residential units is considered to be acceptable. The impact of the proposal on the character and appearance of the host building and adjoining terrace is considered to be acceptable. The impact on neighbouring amenity of the adjoining and surrounding properties is considered to be acceptable.

5.0 SITE AND SURROUNDING

- 5.1 The property is a two storey mid-terrace property in a row of 25 similar period properties. The property is not within a conservation area and is not a listed building. The site is situated fronting onto Waterlow Road which is a predominantly residential street located between Archway Road and Highgate Hill. The top of the site backs on to St. Aloysius College on Hornsey Lane at the rear of the site.

6.0 PROPOSAL (in Detail)

- 6.1 The proposal is for the conversion of the existing single dwelling house into two flats, comprising a two bedroom flat on the ground floor and a four bedroom flat on the first and second floors. The proposal also involves a ground floor single storey rear extension with lean-to partially glazed roof infilling the rear of the property to the boundary with no. 14. The design of the revised extension will be 3.1 metres deep, 1.8 metres wide and 2.2 metres high on the boundary at the eaves rising to a height of 2.8 metres adjoining the wall of the rear projection, a small enclosure to the rear projection is also proposed. The proposal will also create a balcony at first floor level on the rear elevation 0.6 metres deep and 1.75 metres wide.
- 6.2 The works to the garden involve alterations to the slope of the land to create 4 platforms. The works will see two minor increases in levels, one at mid height between ground and first floor, increasing the level by 0.9 metres at a depth of 1 metre and at first floor level an increase on 0.7 metres at a depth of 0.4 metres. The other alterations to the levels will lower the existing levels to create the 4 platforms.
- 6.3 The original scheme for Full Planning Permission included an external staircase on the rear elevation adjoining ground and first floor levels and the raising of the height of the top of the rear garden. In response to objections received concerning overlooking neighbouring properties, the extension has been amended and reduced in height on the boundary, the staircase has been removed and the proposed level of the garden at the highest point has been lowered and will be lower in height than

the existing level. Drawing 8 entitled Existing V Proposed indicates the proposed alterations to the height of the land in the rear garden of the property.

7.0 RELEVANT HISTORY:

Planning Applications

7.1 None.

Enforcement:

7.2 None

Pre-application Advice:

7.3 None

8.0 CONSULTATION

Public Consultation

8.1 Letters were sent to occupants of 15 adjoining and nearby properties at Waterlow Road and Hornsey Lane on 23 September 2013. A site notice was displayed on 26 September 2013. The initial round of public consultation of the application therefore expired on 17 October 2013.

8.2 At the time of the writing of this report a total of 10 objections had been received from the public with regard to the application. The issues raised can be summarised as follows (with the paragraph that provides responses to each issue indicated within brackets):

- Cumulative impact of new flats in the street and loss of single family house on the residential character of the area (See paragraph 10.2-10.3)
- Overlooking rear of neighbouring properties from platforms in rear garden (See paragraph 10.8)
- Loss of light from shed (See paragraph 10.9)
- Spiral staircase will overlook rear bedroom of no. 18 Waterlow Road (See paragraph 10.10)
- Visually intrusive rear platforms (See paragraph 10.11)
- Removal of garden terrace walls (See paragraph 10.12)
- Overdevelopment, excessive bulk and damage to rear garden (See paragraph 10.13)
- Substandard accommodation/Ground floor not large enough to support a 2 bedroom flat (See paragraph 10.14-10.16)
- Increase in levels of on street parking (See paragraph 10.18)
- Removal of internal chimney breast damaging adjoining property at no 18. (See paragraph 10.19)

External Consultees

8.3 No comments received.

Internal Consultees

8.4 None

9.0 RELEVANT POLICIES

Details of all relevant policies and guidance notes are attached in Appendix 2. This report considers the proposal against the following development plan documents.

National Guidance

9.1 The National Planning Policy Framework 2012 seeks to secure positive growth in a way that effectively balances economic, environmental and social progress for this and future generations. The NPPF is a material consideration and has been taken into account as part of the assessment of these proposals.

Development Plan

9.2 The Development Plan is comprised of the London Plan 2011, Islington Core Strategy 2011, Development Management Policies 2013, Finsbury Local Plan 2013 and Site Allocations 2013. The policies of the Development Plan are considered relevant to this application and are listed at Appendix 2 to this report.

Designations

9.3 The site has the following designations under the London Plan 2011, Islington Core Strategy 2011 and Development Management Policies 2013.

Islington Local Plan

None

Supplementary Planning Guidance (SPG) / Document (SPD)

9.4 The SPGs and/or SPDs which are considered relevant are listed in Appendix 2.

10.0 ASSESSMENT

10.1 The main issues arising from this proposal relate to:

- The principle of conversion
- The impact on the character and appearance of the host building and surrounding area,
- The impact on the neighbouring amenity of the adjoining and surrounding residential properties.
- Principle of conversion and the standard of the new residential units created by the conversion,

Loss of single family housing and cumulative impact of new flats in the street on the residential character of the area

- 10.2 DM Policy 3.3 allows conversions of homes larger than 125 square metres. This property is 152.5 square metres and would provide a further family sized unit.
- 10.3 The proposal will create one additional unit. The proposed four bedroom residential unit is a family sized unit in accordance with the Islington Development Management Policies. Therefore the proposal will not lead to a loss of family housing and the additional unit will not harm the residential character of the terrace and surrounding area.

Design

- 10.4 The proposal comprises the installation of 1 no. rooflight on the front roofslope and 3 no. rooflights on the rear roof slope. A number of rooflights exist in the street on the front roofslope. There is not considered to be any harm to the character and appearance of the host building and surrounding area as a result of the rooflights and they are therefore acceptable.
- 10.5 The proposed single storey rear extension with partially glazed sloping roof is relatively minor in proportion to the host building and is not considered to dominate or harm the appearance of the building. The extension is considered acceptable.
- 10.6 The proposed balcony on the rear elevation is also relatively minor in proportion to the host building, and is not considered to harm the appearance of the rear of the host building and adjoining terrace.

Neighbouring Amenity

- 10.7 It is acknowledged that the proposed rear extension will have a limited impact on the sense of enclosure on the side and rear elevation of no. 14 due to the close proximity to habitable windows. However given the existing levels of enclosure at the rear of both properties, the additional harm is not of sufficient significance as to sustain a refusal; the revised extension would project 3.1 metres, with a lean-to roof of 2.2 metres high on the boundary. The revised extension passes the 45 degree angle in elevation. Whilst two windows experience an increase in sense of enclosure, the height on the boundary is only marginally above 2 metres and on balance is acceptable. No objections were received in this regard.

Overlooking rear of neighbouring properties from platforms in rear garden

- 10.8 The rear gardens behind the terrace are characterised by a steep slope up to the boundary at the rear of the terrace with low level boundary walls. As a result mutual overlooking exists across the gardens in the rear of the terrace. Objections were received from neighbouring properties concerning an increase in overlooking to the rear of no. 18 and also no. 12 as a result of the alterations to the rear garden of no. 16. Further to these objections alterations were made to the platforms so that only two minor increases in the height of the land are now proposed. The height of the land is also slightly reduced in a number of points as indicated on drawing 8 entitled Existing v Proposed Levels. Therefore there is not considered to be any significant increase in levels of overlooking on the rear of the terrace and as such the proposed platforms are considered acceptable. It is noted that with the exception of the two increases in height, the other works to the land are likely to be permitted

development. It would be unreasonable to refuse permission on this basis and the changes would create a more usable amenity space.

Loss of light from shed and addition of security fencing

- 10.9 The garden shed was not specified on the original application and as such was not advertised. Therefore it is not considered in the application. It is recommended that a condition is attached which clarifies this point.

Spiral staircase will overlook rear bedroom of no. 18 Waterlow Road

- 10.10 In response to concerns over increased overlooking from the proposed spiral staircase, a revised drawing has been submitted removing the staircase from the proposed scheme. Therefore this concern is no longer relevant to the application.

Visually intrusive rear platforms

- 10.11 As discussed in paragraph 7.3, there is no significant increase in levels in the rear garden. The platforms will be hidden by the boundary wall and as such are not considered harmful to visual amenity.

Removal of garden terrace walls

- 10.12 The removal of the garden walls is not a planning consideration. However the application proposes the replacement and strengthening of the walls and an increase to the heights of the boundary walls on both sides of the site. The proposed boundary walls do not exceed 2 metres as can be built under permitted development and will reduce levels of overlooking between the rear garden and the rear of the terrace. The proposed boundary walls are considered acceptable without having an unacceptably harmful impact on neighbouring amenity in terms of sense of enclosure and loss of daylight.

Overdevelopment, excessive bulk and damage to rear garden

- 10.13 A large proportion of the works to the rear garden can be undertaken without planning permission. The works to the rear garden are discrete and hidden from public view. Therefore whilst the original slope is altered, the proposed works are acceptable as the harm caused is not so significant as to alter the character of the host building and adjoining terrace of residential properties, nor would it be so harmful as to sustain a refusal on amenity grounds.

Standard of new residential units

Substandard of accommodation to be created

- 10.14 In response to the concerns over the standard of accommodation, the proposed two units have been assessed against the minimum standards set out by the London Plan and the Islington Development Management Policies and are considered to meet the standards and would therefore be acceptable. The proposal will create a two bedroom flat on the ground floor which meets the minimum standards for total internal floorspace per unit at 61.3 square metres, for living/kitchen/dining areas and bedrooms. Policy DM3.4 requires 61 square metres for a 2 bedroom 3 person flat.

The proposal will create a four bedroom unit on the upper floors which exceeds the minimum standards for total internal floorspace for such a unit at 98.3 square metres and meets the minimum standards for living/kitchen/dining areas. Policy DM3.4 requires 90 square metres for a 4 bedroom 5 person flat.

- 10.15 The flat on the upper floors would provide family accommodation and would have the use of the majority of the rear garden. Policy DM3.5 requires 1-2 person ground floor flats to have a minimum of 15 square metres of private outdoor space. Whilst the ground floor flat would have 6.5 square metres of outdoor amenity space, by reason of its small scale, the minimal occupancy level, the site's constraints and the proximity of the site to public open space at Waterlow Park to the west of the site, the provision of private amenity space is not considered to be reasonably required for the ground floor flat.

Ground floor flat not large enough to support a two bedroom flat

- 10.16 The total floorspace of the proposed ground floor unit will be 61.3 square metres which exceeds the minimum standards for a two bedroom flat as set out in the Islington Development Management Policies and the London Plan.

National Planning Policy Framework

- 10.17 The scheme complies with the provisions of the NPPF and local policy, and is in accordance with statutory and material considerations.

Other Matters

Increase in levels of on street car parking

- 10.18 A number of objections were received regarding a perceived increase in on street car parking as a result of the creation of an additional unit in the street. However in line with the Council's policy DM8.5 and the Islington Core Strategy, all future occupiers of the additional residential unit hereby approved shall not be eligible to obtain an on street residents' parking permit. Unless the occupier is a resident who is an existing holder of a residents' parking permit issued by the London Borough of Islington and has held the permit for a period of at least one year. It is recommended that a condition is attached to the grant of planning permission enforcing this restriction.

Removal of internal chimney breast damaging adjoining property

- 10.19 The objection received regarding internal works damaging the adjoining property at no. 18 is not a planning consideration and does not form part of the assessment of the application. This is likely to be a building regulations or party wall matter.

Affordable Housing Provision

- 10.20 A viability assessment has been presented to the Council's independent assessors, Adams Integra. Adams Integra's analysis concludes that the scheme could not sustain any affordable housing contribution at all and remain viable.

11.0 SUMMARY AND CONCLUSION

Summary

- 11.1 The proposed development is considered to be acceptable. The proposed standard of accommodation created in the new units is acceptable in line with the minimum standards set out by the Council and the London Plan. The impact of the proposal on the residential character of the host building and surrounding area is considered acceptable. The impact of the proposal on the neighbouring amenity of the adjoining and adjacent properties is considered to be acceptable.

Conclusion

- 11.2 It is recommended that planning permission be granted subject to conditions for the reasons and details as set out in Appendix 1 - RECOMMENDATIONS.

APPENDIX 1 – RECOMMENDATIONS

RECOMMENDATION A

That the grant of planning permission be subject to conditions to secure the following:

List of Conditions:

1	<p>Commencement</p> <p>CONDITION: The development hereby permitted shall be begun not later than the expiration of three years from the date of this permission.</p> <p>REASON: To comply with the provisions of Section 91(1)(a) of the Town and Country Planning Act 1990 as amended by the Planning and Compulsory Purchase Act 2004 (Chapter 5).</p>
2	<p>Approved plans list</p> <p>CONDITION: The development hereby approved shall be carried out in accordance with the following approved plans:</p> <p>07-P-01, 07-P-02, 07-P-03, 07-P-04, 07-P-05 RevA, 07-P-06 RevE, 07-P-07 RevB, 07-P-08 RevA, 07-P-09, Planning Statement dated 13/09/2013), Garden Proposal (received 03/12/2013).</p> <p>REASON: To comply with Section 70(1)(a) of the Town and Country Act 1990 as amended and the Reason for Grant and also for the avoidance of doubt and in the interest of proper planning.</p>
3	<p>Vehicle Parking</p> <p>All future occupiers of the additional residential unit hereby approved shall not be eligible to obtain an on street residents' parking permit except:</p> <p>i) In the case of disabled persons;</p> <p>ii) In the case of the resident who is an existing holder of a residents' parking permit issued by the London Borough of Islington and has held the permit for a period of at least one year.</p> <p>Reason: To ensure that the development remains car free</p>
	<p>Garden Shed</p>
4	<p>Notwithstanding the drawings hereby approved, planning permission is not approved for a garden shed and a shed shall not be implemented.</p> <p>Reason: In the interests of clarity and proper planning.</p>
	<p>MATERIALS TO MATCH (COMPLIANCE)</p>
5	<p>The facing materials of the extension and external alterations hereby approved shall match the existing building in terms of colour, texture, appearance and architectural detailing and shall be maintained as such thereafter.</p>

	REASON: To ensure that the appearance of the building is acceptable.
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List of Informatives:

1	Positive Statement
	<p>To assist applicants in a positive manner, the Local Planning Authority has produced policies and written guidance, all of which is available on the Council's website.</p> <p>A pre-application advice service is also offered and encouraged. Whilst this wasn't taken up by the applicant, and although the scheme did not comply with guidance on receipt, the LPA acted in a proactive manner offering suggested improvements to the scheme (during application processing) to secure compliance with policies and written guidance. These were incorporated into the scheme by the applicant.</p> <p>This resulted in a scheme that accords with policy and guidance as a result of positive, proactive and collaborative working between the applicant, and the LPA during the application stages, with the decision issued in accordance with the NPPF.</p>

APPENDIX 2: RELEVANT POLICIES

This appendix lists all relevant development plan policies and guidance notes pertinent to the determination of this planning application.

National Guidance

The National Planning Policy Framework 2012 seeks to secure positive growth in a way that effectively balances economic, environmental and social progress for this and future generations. The NPPF is a material consideration and has been taken into account as part of the assessment of these proposals.

Development Plan

The Development Plan is comprised of the London Plan 2011, Islington Core Strategy 2011, Development Management Policies 2013, Finsbury Local Plan 2013 and Site Allocations 2013. The following policies of the Development Plan are considered relevant to this application:

A) The London Plan 2011 - Spatial Development Strategy for Greater London

7 London's living places and spaces
Policy 7.4 Local character
Policy 7.6 Architecture

B) Islington Core Strategy 2011

Policy CS8 (Enhancing Islington's Character)

Policy CS9 (Protecting and Enhancing Islington's Built and Historic Environment)

Policy CS 12 (Meeting the Housing Challenge)

C) Development Management Policies June 2013

DM2.1 Design
DM2.3 Heritage
DM3.3 Residential Conversions and extensions
DM3.4 Housing Standards
DM3.5 Private outdoor space
DM8.5 Vehicle Parking

Designations

The site has the following designations under the London Plan 2011, Islington Core Strategy 2011, Development Management Policies 2013, Finsbury Local Plan 2013 and Site Allocations 2013:

Islington Local Plan

None

Supplementary Planning Guidance (SPG) / Document (SPD)

The following SPGs and/or SPDs are relevant:

Islington Local Plan

Urban Design Guide

Affordable Housing Supplementary
Planning Document



ISLINGTON



DEVELOPMENT MANAGEMENT

PLANNING APPLICATION REF NO: P2013/2832/FUL

LOCATION: 16 WATERLOW ROAD, LONDON N19 5NH

SCALE: 900

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