

PLANNING COMMITTEE REPORT

Development Management Service
Planning and Development Division
Environment and Regeneration
Department
PO Box 333
222 Upper Street
LONDON N1 1YA

PLANNING SUB- COMMITTEE A		
Date:	21 st March 2017	NON-EXEMPT

Application number	P2016/4693/FUL and P2016/4766/LBC
Application type	Full Planning Application and Listed Building Consent Application
Ward	St Georges
Listed Building	Grade II Listed
Development Plan Context	Mercers Road/ Tavistock Terrace Conservation Area Mercers Road/ Tavistock Terrace Article Four Direction Grade II Listed
Conservation Area	Mercers Road/ Tavistock Terrace
Licensing Implications Proposal	None
Site Address	13 Tufnell Park Road, London, N7 0PG
Proposal	<p>FULL: Erection of a single storey rear extension including removal of a section of the rear wall and internal alterations; installation of replacement double glazed timber sash windows to the front and rear elevations.</p> <p>LBC: Erection of a single storey rear extension including removal of a section of the rear wall and internal alterations; installation of replacement double glazed timber sash windows to the front and rear elevations.</p>

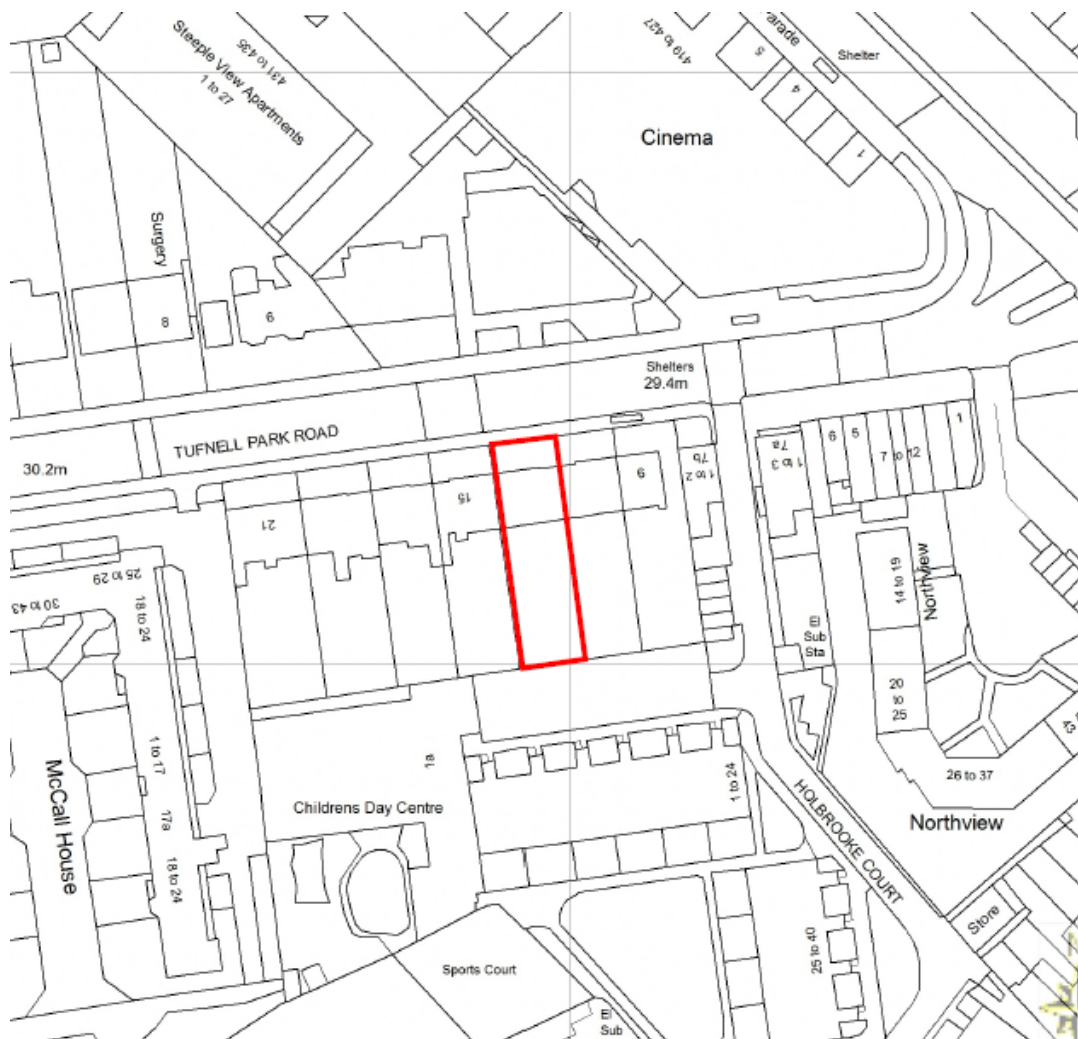
Case Officer	Sally Fraser
Applicant	Ms J Amouroux- Huttner
Agent	John Molloy

1. **RECOMMENDATION**

The Committee is asked to resolve to **GRANT** planning permission and listed building consent:

1. subject to the conditions set out in Appendix 1.

2 SITE PLAN (SITE OUTLINED IN BLACK)



3 PHOTOS OF SITE/STREET



Image 1: Aerial view of the site and the listed terrace



Image 2: Image of the front of the property



Image 3: Image of the rear of the property



Image 4: The rear of the property looking towards number 15



Image 4: The rear of the property looking towards number 11



Image 5: Looking over the boundary fence to number 11

4. SUMMARY

- 4.1 The application seeks planning permission and listed building consent for internal and external works to a Grade II listed single family dwelling house, located within the Mercers Road/ Tavistock Terrace conservation area.
- 4.2 The works include the erection of a single storey rear extension and removal of part of the rear wall, internal alterations and the replacement of the front and rear windows with double glazed painted timber sash units.
- 4.3 Objections have been raised from neighbouring occupiers with regards to the size and design of the extension and its impact on the appearance of the building, the listed terrace and the conservation area; the potential for a precedent for such extensions to be set; the impact of the extension on light to the adjoining property at number 11 and the impact of the works to the original plan form of the property.
- 4.4 The Council's Design and Conservation officer has recommended approval of the applications subject to conditions. It is considered that the proposed extension, by reason of its size and sympathetic design, would cause no undue impact to the significance of the listed terrace or the conservation area. Likewise, the internal and external enabling works and the replacement windows, given their sympathetic materials and profile, would preserve the special character of the historic building. It is also considered, given the

single storey nature of the extension and its modest depth, that the residential amenities of neighbouring properties would be preserved.

- 4.5 It is recommended that the application for planning permission and listed building consent are granted consent subject to conditions.

5. SITE AND SURROUNDING

- 5.1 The application site is a 2 storey linked- semi-detached single family dwelling house located on the south side of Tufnell Park Road. The property is constructed of brick with Flemish bond and has non original windows.

- 5.2 The property forms part of the Grade II listed terrace at 9- 21 Tufnell Park Road. The terrace comprises of linked detached and semi detached houses and is significant for its Georgian architectural detailing and internal plan form. Whilst the terrace itself remains largely intact, there are a number of modern interventions in the immediate vicinity. To the south of the site lies the 1960's built Holbrook Court and, directly to the north, a newly built flatted development.

- 5.3 The site is located within the Mercers Road/ Tavistock Terrace Conservation Area, which is predominately residential character but which also incorporates the west side of Holloway Road.

6. PROPOSAL (in Detail)

- 6.1 The applicant seeks permission for the erection of a single storey rear extension, including the removal of part of the rear wall and internal alterations including the lowering of the kitchen floor and insertion of a partition wall. Also, the replacement of the front and rear windows with double glazed painted timber sash units is proposed.

- 6.2 The single storey rear extension would have a depth of 3 metres and would be 2.8 metres high with a flat roof and a centrally located raised roof lantern, which would have a sloped profile and which would project above the flat roof by a maximum of 150mm. The extension would sit inside the shared boundary wall with number 11 and would occupy approximately half of the width of the property. It would be constructed of brick with brick arches to the window openings and would have fenestration on the rear and side (east) elevation.

- 6.3 In order to facilitate the extension, part of the rear wall of the property would be removed, the floor in the kitchen would be lowered by 150mm and a partition wall inserted.

- 6.4 The proposal also involves the removal of the existing single glazed timber sash windows to the front and rear and replacement with double glazed timber sash units.

7. RELEVANT HISTORY

Planning Applications:

- 7.1 P122298 (LBC) and P122297 (FUL): Replacement roof. Withdrawn 23/07/2014
- 7.2 P2013/1031/LBC and P2013/1017/FUL: Single storey rear extension. Withdrawn 28/05/2013

Enforcement:

- 7.3 None

Pre-application Advice:

- 7.4 Q2016/1280/LBC: Erection of a rear extension, replacement of all windows with timber double glazing windows and internal alterations.
- 7.5 The principle of a single storey half width extension is acceptable in this location. To ensure that the resulting extension is appropriate in terms of materials, all new facing brickwork should match the original brickwork in respect of colour, texture, face bond and pointing. Given that the rear wall has been previously been opened and then infilled, it is considered that this part of the proposal would be acceptable in this context. The internal works are also acceptable.
- 7.6 It should be noted that the scheme assessed under this pre application is identical to the scheme now proposed.

8 CONSULTATION

Public Consultation

- 8.1 Letters were sent to occupants on 76 nearby and neighbouring properties on 3 January 2017 and a Site and Press Notice were displayed. The public consultation therefore expired on 26 January 2017.
- 8.2 Amended drawings were received on 6 February 2017 to correct discrepancies in the revision numbers. Additional drawings were also received in the form of an existing and proposed front elevation, a detailed section of the new windows and a proposed first floor plan, to complete the drawings set.
- 8.3 As the amendments and alterations to the drawings did not increase the size of the extension or change the scheme in any way, it was not considered necessary to re-consult on these drawings.

8.4 At the time of the writing of this report, eleven objection letters had been received from neighbouring properties, raising the following issues:

- Size and modern design of the addition would be out of character with the listed building and the conservation area and would detract from the setting of the listed terrace (see paras 10.5 -10.12)
- Concern with regards to the precedent such an extension would create (see para 10.13)
- Loss of light (see paras 10.20 and 10.23)
- The extension bears no relation to the original plan form of the property (see para 10.5)

Two letters in support of the application were also received.

Internal Consultees

8.5 **Design and Conservation:** This property is significant for the quality of its architecture as a handsome Grade II listed Georgian style house. The proposed single storey rear extension is acceptable in size and design and would not detract from the significance of the listed building. A condition is required to ensure that all new facing brickwork matches the original brickwork in respect of colour, texture, face bond and pointing. The proposed removal of a section of rear wall is acceptable given that the same section of wall has been removed previously and refilled, with poor quality brickwork. There are no trees within the vicinity of the proposed extension.

External Consultees:

8.6 None

9 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.

9.2 The National Planning Practice Guidance 2014 is a material consideration and has been taken into account as part of the assessment of these proposals.

Development Plan

9.3 The Development Plan is comprised of the London Plan 2016, Islington Core Strategy 2011, Development Management Policies 2013, Finsbury Local Plan 2013 and Site Allocations 2013. The policies of the Development Plan that are considered relevant to this application are listed at Appendix 2 to this report.

Supplementary Planning Guidance (SPG) / Document (SPD)

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

10 ASSESSMENT

10.1 The main issues arising from this proposal relate to:

- Design and impact on the heritage assets
- Impact on the amenities of the neighbouring properties

Design Impact of the development on the heritage assets

10.2 The subject property forms part of the Grade II Listed terrace at 9- 21 Tufnell Park Road and the site lies within the Mercers Road/ Tavistock Terrace Conservation Area. Both the conservation area and the listed terrace are designated heritage assets.

10.3 The National Planning Policy Framework (NPPF) recognises the importance of sustaining and enhancing the significance of heritage assets.

10.4 The Development Plan reinforces these aims. Development Management Policy DM2.3b part B requires that alterations to existing buildings in conservation areas conserve or enhance their significance. Part Cii of the policy states that a proposal to repair, alter or extend a listed building will not be permitted if it harms its significance.

10.5 The Mercers Road/ Tavistock Terrace Conservation Area Guidance states that full width rear extensions higher than one storey or half width rear extensions higher than two storeys will not normally be permitted. With regards to windows, it states that original windows contribute to the character and appearance of historic buildings and should be retained.

10.6 With regards to an assessment of the significance of the heritage assets in this case, the significance of the Mercers Road/ Tavistock Terrace conservation area lies in its residential character and good range of Victorian buildings, developed mainly in the 1950s. The significance of the listed terrace lies, externally, in the quality of its architectural detailing and, internally, the plan form.

- 10.7 Whilst it is true that the rear elevation of the terrace remains relatively intact, there is no policy presumption against the addition of extensions in such circumstances. Extensions can in fact be added to unaltered elevations without causing harm to the asset, provided its size and design is appropriate to the historic context and in compliance with council guidance.
- 10.8 The proposed single storey addition would be modest in size. Its width would equal approximately half of the width of the plot and its depth would be minimal, in compliance with the conservation area guidance. It would, as such, be subordinate to the original asset both in scale and siting and would not dominate, either physically or visually, the house or the rear garden, which is relatively deep.
- 10.9 The extension would not conceal any original features, but would conceal the non-original windows and poorly matched brickwork of the recently filled- in rear wall. This would benefit the significance of the building and the appearance of its rear elevation.
- 10.10 The term 'setting' is defined in the NPPF as the surroundings in which a heritage asset is experienced. The rear elevation of the building is experienced only from private views from Holbrook Court and the rear gardens of the adjoining properties, although obscured by trees and boundary treatment. The 'experience' of the asset from the rear therefore does not contribute greatly to its significance. The positive elements of the rear of the terrace however- the verdant garden land- would be preserved with the extension in place. The front of the terrace is publically visible and the setting in this regard is an important factor in the significance of the asset. There would be no visible change to the front of the dwelling with the development in place and views of the asset would be preserved.
- 10.11 The extension would be traditional in design, with brick walls and timber fenestration. The flat roof would reduce the massing of the extension and the parapet would largely conceal the roof lantern and guttering, giving it a clean, robust appearance and a high quality finish. Overall the extension would reflect the form and character of the building whilst remaining unobtrusive in design.
- 10.12 It is recommended that the quality of the materials be secured by condition, including a requirement that the brickwork be yellow stock bricks to match the existing, with Flemish bond with either flush or slightly recessed pointing. The down pipe should be cast iron and the gauged brick arches should replicate the original gauged brick arches to the main house, with fine pointing. Subject to these design details, the Design and Conservation officer is content that the proposed extension would preserve the special character of the conservation area and the host listed building.

- 10.13 Concern has been raised with regards to the precedent that such an extension would create. It is the case that each planning application is assessed on its own merits. Future applications would be appraised on the basis of compliance with policies and guidance, as is the case here.
- 10.14 It is proposed to remove a section of rear wall to connect the extension to the main house - as this wall had previously been removed and filled in with poor quality brickwork and unsuitable modern windows, this part of the proposal would not result in a loss of historic fabric and would not harm the significance of the building.
- 10.15 Other internal changes include the lowering of the floor in the kitchen by 150mm and the erection of a partition wall to the new utility room. These are minor alterations which would not, it is not considered, distort the original proportions of the space nor impact unduly on the original plan form. The proposal would, as such, preserve the special interest of the historic interior and the significance of the building.
- 10.16 The existing windows to the property are single glazed, painted timber sash units in an 8 over 8 arrangement, which matches the pattern of glazing bars in the adjacent property. The windows have decorative horns and are not original to the dwelling house. Their replacement would therefore not result in a loss of historic fabric. The proposed windows would be painted timber sash double glazed units, which would match the original windows in detail and material and which would have a slim profile. The removal of the unsuitable modern windows in the rear elevation are an enhancement, and overall the new windows would have a neutral impact on the assets' significance.
- 10.17 With appropriate conditions, the proposal would accord with policies 7.4 (Local character), 7.6 (Architecture) of the London Plan 2016, policy CS8 (Enhancing Islington's character) of the Islington Core Strategy 2011, and policy DM2.3 (Heritage) of the Islington Development Management Policies 2013. It is considered that the works would preserve and enhance the character and appearance of the Mercers Road/ Tavistock Terrace Conservation Area, and would preserve and enhance the special architectural and historic interest of the listed building.

Residential amenity

- 10.19 DM policy 2.1Ax) states that developments are required to provide a good level of amenity to neighbouring occupiers, including consideration of overlooking, privacy, direct sunlight and daylight, over dominance, sense of enclosure and outlook.

Light, outlook and sense of enclosure

- 10.20 In relation to light, the proposal would be 3m deep adjacent to the boundary with the adjoining property at number 11. Number 11 has a garage door with high level strip window immediately adjacent to the boundary. Light levels

received into this room are therefore extremely limited. Regardless of whether this is a habitable room, the extension, by reason of its minimal depth and height, would not result in any further decrease in the amount of light entering the room via the high level windows, that would be perceptible to the occupiers.

- 10.21 Likewise, outlook from the high level windows above the garage door is currently of sky. There would be no change to this situation with the development in place and current outlook would be retained.
- 10.22 The rear garden of number 11 is relatively deep and the shared boundary wall would remain in situ with the development in place. Given the modest height and depth of the extension there would, as a result, be no undue sense of enclosure to the occupiers, as experienced from their home and garden.
- 10.23 In relation to the other adjoining property at number 15, the proposed extension would be set off the shared boundary by some 5m. There would as such be no undue loss of light to or outlook from the nearest habitable room windows of this property, nor would there be any undue sense of enclosure to the occupiers.

Privacy

- 10.24 Whilst a door is proposed in the western elevation of the extension facing the shared boundary wall with number 15, this would be set off the boundary by 5m and would be screened from the garden of number 15 by the boundary treatment. There would as such be no loss of privacy to the occupiers of this property.
- 10.25 There would be no windows in the eastern elevation of the extension facing the rear garden of number 11 and no loss of privacy to the occupiers as a result.
- 10.26 The proposal would have an acceptable impact the residential amenities of the neighbouring occupiers, in compliance with Development Management Policy DM2.1.

11. SUMMARY AND CONCLUSION

Summary

- 11.1 The proposed alterations to the building are considered to be acceptable in terms of their design and impact on the character and appearance of the Conservation Area and the special architectural and historic interest of the listed building, in accordance with policies DM2.1 and DM2.3 of the Development Management Policies 2013. The proposed works are also considered to be acceptable in terms of their impact on the residential amenities of neighbouring properties, given the modest size of the extension,

in accordance with policy DM2.1 of the Development Management Policies 2013.

Conclusion

- 11.2 It is recommended that planning permission be granted subject to conditions and as set out in Appendix 1 – RECOMMENDATION A.

APPENDIX 1 – RECOMMENDATIONS

RECOMMENDATION A

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

Full Planning Permission P2016/4693/FUL

List of Conditions:

	Consent Period (compliance)
1	<p>3 YEAR CONSENT PERIOD: 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	Approved Plans List: (Compliance)
	<p>The development hereby approved shall be carried out in accordance with the following approved plans:</p> <p>Design and Access Statement, Heritage Statement, Site specific risk assessment and method statement, Site plan, 01 revA, 05 revA, 08, 02 revA, 03 revA, 04 revA, 6 revA, 07 revA and 0016_DT_WIN_A.</p> <p>REASON: To comply with Section 70(1) (a) of the Town and Country Act 1990 as amended and also for the avoidance of doubt and in the interest of proper planning.</p>

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.</p> <p>The LPA and the applicant have worked positively and proactively in a collaborative manner through both the pre-application and the application stages to deliver an acceptable development in accordance with the requirements of the NPPF.</p> <p>The LPA delivered the decision in a timely manner in accordance with the requirements of the NPPF.</p>

2	Hours of Construction
	<p>INFORMATIVE: The applicant is advised that the accepted working hours for development within the borough are:</p> <p>08.00am - 6.00pm on Mondays to Fridays, 9.00am - 1.00pm on Saturdays and not at all on Sundays and Bank Holidays.</p>

That the grant of **listed building consent P2016/4766/LBC** be subject to **conditions** to secure the following:

1	<p>3 YEAR CONSENT PERIOD FOR LBC: The works hereby permitted shall be begun not later than three years from the date of this consent.</p> <p>REASON: To comply with the provisions of Section 18(1)(a) of the Planning (Listed Buildings and Conservation Areas) Act 1990 as amended by the Planning and Compulsory Purchase Act 2004 (Chapter 5).</p>
2	<p>CONDITION: All new external and internal works and finishes and works of making good to the retained fabric shall match the existing adjacent work with regard to the methods used and to material, colour, texture and profile. All such works and finishes shall be maintained as such thereafter.</p> <p>REASON: In order to safeguard the special architectural or historic interest of the heritage asset.</p>
3	<p>CONDITION: All new facing brickwork shall match the original brickwork in respect of colour, texture, face bond and pointing. The bricks shall be yellow stock bricks and no permission is granted for the use of brick slips. The pointing shall be flush/slightly recessed and not weatherstruck. The brickwork shall be soot washed to match the colour and appearance of the original brickwork. The brick arches to the openings shall be gauged brick arches which exactly replicate the original gauged brick arches to the main house and shall be very finely pointed.</p> <p>REASON: In order to safeguard the special architectural or historic interest of the heritage asset</p>
4	<p>CONDITION: The new sash windows shall accurately replicate, in terms of material, profile and detailing, the original late-Georgian windows. They should be painted timber, double-hung sash windows with a slim profile and narrow integral (not applied) glazing bars with a true putty finish (not timber 'putty style' bead). The glazing should be 'cylinder glass' and no greater than 10mm (3mm glass : 4mm gas : 3mm glass) in total thickness. No trickle vents or metallic/perforated spacer bars would be permitted.</p> <p>REASON: In order to safeguard the special architectural or historic interest of the heritage asset</p>

5	<p>CONDITION: No boxed-in services shall be installed to the interior of the building unless shown on the drawings hereby approved. No permission is granted for any new plumbing, pipes, soilstacks, flues, vents, ductwork, grilles, security alarms, lighting, cameras or other appurtenances fixed to any external faces of the building unless shown on the drawings hereby approved. All new external rainwater goods and soil pipes shall be of cast iron, painted black.</p> <p>REASON: In order to safeguard the special architectural or historic interest of the heritage asset</p>

List of Informatives:

	Positive statement
1.	<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.</p> <p>The LPA and the applicant have worked positively and proactively in a collaborative manner through both the pre-application and the application stages to deliver an acceptable development in accordance with the requirements of the NPPF.</p> <p>The LPA delivered the decision in a timely manner in accordance with the requirements of 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.

1 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.

The National Planning Practice Guidance 2014 (online) is a material consideration which has been taken into account as part of the assessment of these proposals. The guidance on 'preserving and enhancing the historic environment' is particularly relevant.

Other relevant guidance:

- Advice Note 2- Making Changes to Heritage Assets (Historic England, 2016)
- Conservation Principles (English Heritage, 2008)
- London Terraced Houses 1660-1860 (English Heritage, 1996)

2. Development Plan

The Development Plan documents relevant to this application are the London Plan 2016, Islington Core Strategy 2011 and Development Management Policies 2013.

The following policies of the Development Plan are considered relevant to this application:

A) The London Plan March 2016

7 London's living places and spaces

Policy 7.4: Local character

Policy 7.6: Architecture

Policy 7.8: Heritage assets and archaeology

B) Islington Core Strategy 2011

Policy CS8: Enhancing Islington's character

Policy CS9: Protecting and enhancing the built environment

C) Development Management Policies June 2013

DM 2.1: Design
DM 2.3: Heritage

3 Supplementary Planning Guidance (SPG) / Document (SPD)

The following SPGs and/or SPDs are relevant:

Islington Local Plan

Islington Urban Design Guide 2017
Mercers Road/ Tavistock Terrace Conservation Area Design Guidelines