

PLANNING COMMITTEE REPORT

PLANNING SUB-COMMITTEE B		
Date:	6 th November 2014	NON-EXEMPT

Application number	P2014/1541/FUL
Application type	Full Planning Application
Ward	Barnsbury Ward
Listed building	Not listed
Conservation area	Barnsbury Conservation Area
Development Plan Context	- Barnsbury Conservation Area
Site Address	Upper Flat, 183 Offord Road, N1 1LR
Proposal	Erection of half width second floor rear extension, creation of third floor roof terrace and insertion of door to access the proposed terrace.

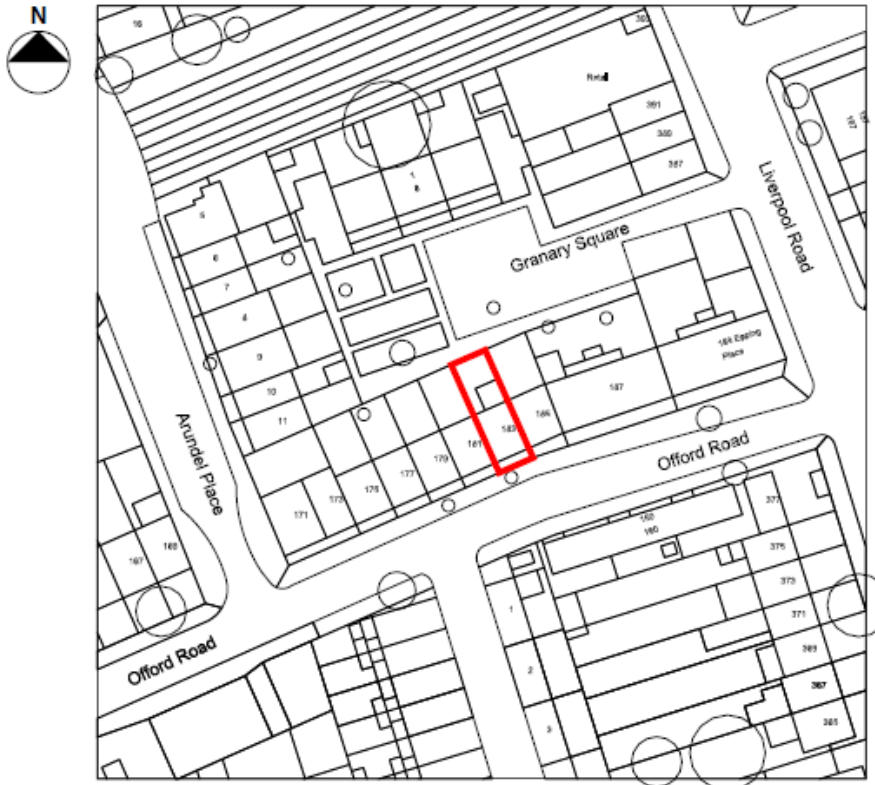
Case Officer	Joe Aggar
Applicant	Nick and Flo Hanson
Agent	Anthony Staples

1. RECOMMENDATION

The Committee is asked to resolve to REFUSE planning permission:

1. the reasons are set out in Appendix 1;

2. SITE PLAN (site outlined in black)



3. PHOTOS OF SITE/STREET

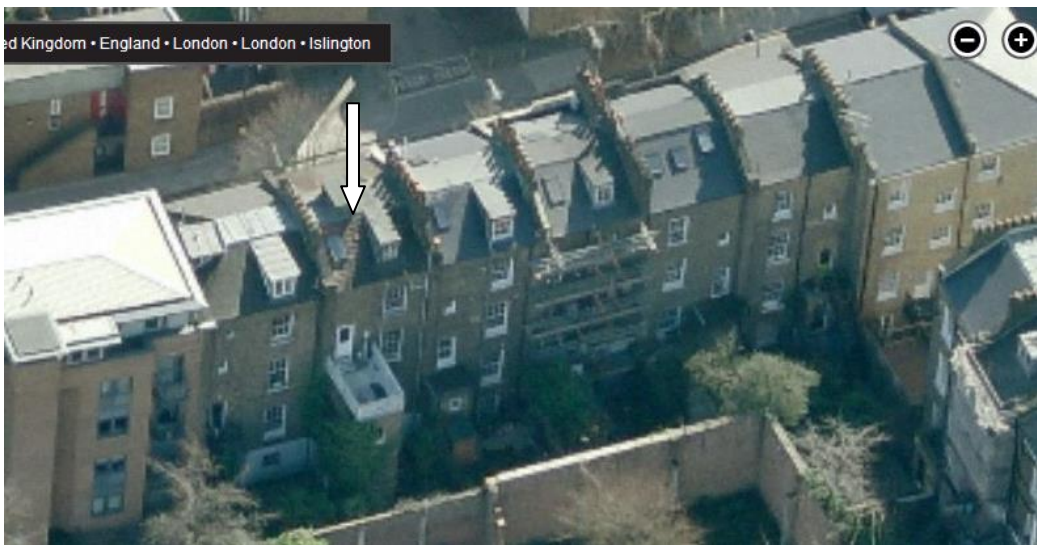


Image 1: Aerial photo of site



Image 2: Existing rear elevation



Image 3: View of existing rear elevation and relationship with No 183 Offord Road

4. SUMMARY

- 4.1 Planning permission is sought for the erection of a half width second floor rear extension with terrace above and new access door to the terrace at rear third floor level to serve the upper floor flat.
- 4.2 The proposed extension would detract from the character and appearance of the application property by virtue of its scale, massing and lack of subservience to the host property and would detrimentally impact upon neighbour amenity by virtue of loss of outlook and increased sense of enclosure.
- 4.3 The application is therefore recommended for refusal.
- 4.4 The application has been referred to the planning sub-committee by Councillor Murray.

5. SITE AND SURROUNDING

- 5.1 The site is located on the northern side of Offord Road and consists of a mid-terraced property subdivided into two flats. The property is three storeys, with semi basement and pitched roof.
- 5.2 The properties surrounding the site on Offord Road comprise of a mix of modern residential developments and traditional three storey Victorian terraces with double bay windows. The immediate area is predominantly residential in character.
- 5.3 The site is located within the Barnsbury Conservation Area. The building is not statutorily or locally listed.

6. PROPOSAL (in Detail)

- 6.1 The proposal consists of the erection of a half width extension at second floor level with terrace above at third floor level and new access door to terrace to serve the upper floor flat.

7. RELEVANT HISTORY

PLANNING APPLICATIONS

- 7.1 P2013/1474/FUL - Removing brickwork facade and replacing to match: second storey as detailed. Replace second storey windows new to match existing. Replace roof new to match existing. Approved (25/07/2013)

PRE APPLICATION ADVICE

- 7.2 None

ENFORCEMENT:

7.3 No history

8. CONSULTATION

Public Consultation

8.1 Letters were sent to occupants of adjoining and nearby properties. The first public consultation of the application therefore expired on 29 May 2014. A second round of consultation ended on the 23/10/2014 to overcome omissions in the description of development. However it is the Council's practice to continue to consider representations made up until the date of a decision.

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

- Concern over design and orientation of window (10.6)
- Reduced daylight to windows and garden (10.9-10.14)
- Loss of privacy (10.9-10.14)
- Inappropriate size, form and materials of extension (10.2-10.8)

8.3 One letter of support has been received from the public. The responses can be summarised as:

- Proposal will create larger family homes
- Proposal of a suitable design

Internal Consultees

8.4 The Design and Conservation Officer objected to the application for the following reasons:

- Disrupts rhythm of the terrace
- Inappropriate in terms of bulk and massing
- Uncharacteristic of the terrace
- Views from Liverpool Road and therefore harmful

9. RELEVANT POLICIES

9.1 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

9.2 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

- 9.3 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.

Supplementary Planning Guidance (SPG) / Document (SPD)

- 9.4 The SPG's and/or SPD's which are considered relevant are listed in Appendix 2.

10. ASSESSMENT

- 10.1 The main issues arising from this proposal relate to:

- Character and appearance of the area
- Neighbouring amenity

Character and Appearance of the Area

- 10.2 Policy CS9 of Islington's Core Strategy (CS) 2011 and Policies DM2.1 and DM2.3 of Islington's Development Management Policies, 2013, accord with the National Planning Policy Framework (NPPF) in seeking to sustain and enhance the significance of heritage assets, which include Conservation Areas, through development which makes a positive contribution to local character and distinctiveness. Taken together, they seek to ensure that heritage assets are conserved and enhanced through development which, amongst other things, respects and responds positively to existing buildings, the streetscape and the wider context, including local architecture and character, surrounding heritage assets, and locally distinctive patterns of development. In particular the Islington Urban Design Guide, 2006, emphasises the importance of rhythm and uniformity of rear extensions. Islington's Conservation Area Design Guidelines (CADG), 2002, sets out specific guidance rear extensions within the Barnsbury Conservation Area.
- 10.3 The 2006 Islington Urban Design Guide Supplementary Planning Document (the IUDG) identifies scope for upper floor extensions. It encourages high quality contemporary extensions but cautions that whilst rear elevations generally have less formality than ordered front elevations, thereby resulting in some freedom to extend, proposals should avoid disrupting the rhythm of existing rear elevations.
- 10.4 The property lies within the Barnsbury Conservation Area. Overall, the area has a rare quality of consistency and completeness which requires careful and sensitive policies to protect and enhance it. In considering applications for extensions and refurbishment, the Council will normally require the use of traditional materials. It is important that new buildings, extensions and refurbishments of existing buildings, blend in with, and reinforce, this character. The IUDG states, to the upper floors, the materials, detailing and form of the extension should normally be sympathetic to the terrace.
- 10.5 At the subject property a two storey extension already exists. The other properties within the terrace maintain a 'flat back' or smaller, partial width extensions. The CADG states full width rear extensions higher than one storey or half width rear extensions higher than two storeys are acceptable, in order to preserve the scale and integrity of the existing buildings. The property would extend to effectively 3

storeys in height with additional height in the overall extension to accommodate a balustrade to the terrace behind. In elevation, the proposal appears slightly cantilevered and the proposal would appear unduly out of scale, asymmetrical and incongruous in the context of the design unity of the buildings. The rear elevations of these properties are visible from public viewpoints from Liverpool Road and Granary Square, exacerbating the visual harm.

- 10.6 The proposed extension would have a contemporary design emphasis and would be visually distinct from the host dwelling and existing extension. The proposed materials of the rear extension are not considered to be sympathetic to building. To the rear, the extension will feature zinc cladding. This would strike a discordant feature within this section of the terrace bearing no relationship to its local context. Moreover the proposed glazing pattern would adopt unusual angled window that protrudes from the rear face of the building. This is considered to be an incongruous feature and not reflect the fenestration pattern of window composition to the rear elevation.
- 10.7 Overall, the proposed setting, the design, scale, height, appearance overall visual impact of the development would be alien and intrusive to its surroundings and would significantly harm the character and appearance of the host building and its setting within the wider terrace and conservation area.
- 10.8 Support has been registered for the scheme in that it would provide extra living space. Although the scheme would lead to less than substantial harm to the significance of the Conservation Area this harm is not outweighed by the any other benefits. It is therefore concluded that the proposed development would fail to either preserve or enhance the character and appearance of the Barnsbury Conservation Area.

Neighbour Amenity

- 10.9 The proposed roof terrace would be sited adjacent to the boundary with No. 185 Offord Road. The adjacent window at first floor level serves a kitchen. The window at second floor level serves a bedroom. Kitchens and bedrooms are habitable rooms and should be afforded protection.
- 10.10 Due to proximity of the proposed terrace to no. 185 Offord Road and its habitable rooms, its use would be likely to give rise to a significant loss of privacy and amenity for the occupants. Whilst any addition to the height of the balustrade to improve privacy would only make it more prominent and increase its detrimental impact on the appearance of the rear of the terrace of houses.
- 10.11 The standard method for calculating loss of light to properties is contained within the BRE Guidance 'Site Layout Planning for Daylight and Sunlight' (BRE Guidelines). The BRE Guidelines suggest a 45 degree approach to measuring whether there might be a real and noticeable loss of daylight to neighbouring properties.
- 10.12 As the proposed extension to no. 183 is at a right-angle to the potentially affected window (first floor level and to a lesser degree rear second floor window), the 'first test' in such circumstances would be the '45 degree rule' test. In short, a 45 degree angle line is drawn out from the centre point of the window on the elevation and also on the floorplan. The BRE Guidelines state that if a proposed neighbouring extension obstructs both of these 45 degree lines (i.e in height and depth) then the

extension may cause noticeable loss of light. If it obstructs one of these lines but not both then sufficient light should be maintained.

- 10.13 In terms of the proposed extension to no.183 and the impact on no. 185 first floor window, the proposal would fail the 45 degree rule on the plan (its depth) and elevation (height). The second floor window of no.185 would pass in elevation and fail on plan. Therefore, in accordance with the BRE Guidelines, the proposed extension is not expected to maintain sufficient daylight to the habitable room of the existing neighbouring property at 185 Offord Road. Therefore there is concern over loss of light to the first floor habitable room at 185 Offord Road, however due to the orientation of the site and lack of detail submitted with the application, there is not sufficient factual evidence to warrant refusal on this basis.
- 10.14 At 4.5m in height and 4m deep the proposal is considered an increased perceived sense of an unneighbourly addition resulting in the loss of outlook and enclosure to both rear windows resulting from its excessive depth and height, noticeably to the first floor window at 185 Offord Road.

11. SUMMARY AND CONCLUSION

Summary

- 11.1 For the reasons outlined above the proposal conflicts with the principles laid out in section 2.5 of the IUDG, Policies CS8 and CS9 of Islington's Core Strategy 2011 and DM2.1 of the June 2013 Islington Development Management Policies. Amongst other things these emphasise the need to respect the character of the area and encourage high quality contemporary design. The proposal conflicts with the design expectations of Policy 7.4 of the 2011 London Plan and the National Planning Policy Framework which requires development to respond to local character.
- 11.2 The proposed rear extension and roof terrace would result in an unacceptable loss of neighbouring amenity in terms of loss of privacy, overlooking, outlook and perceived increased sense of enclosure.
- 11.3 As such, the proposed development is not considered to accord with the policies in the London plan, Islington Core Strategy, Islington Development Management Policies and the National Planning Policy Framework and as such is recommended for an approval subject to appropriate conditions.

Conclusion

- 11.4 It is recommended that planning permission be refused.

APPENDIX 1 – REASONS FOR REFUSAL

REASON: The proposed rear extension by virtue of its excessive design, scale, height, depth and overall appearance fails to maintain an acceptable sense of subservience to the host building and causes harm to the character and appearance of the rear of the host building, wider terrace and Barnsbury Conservation Area. The proposal would fail to respect the rhythm and unity towards the rear elevations of the host terrace, creating a visually dominant and discordant development visible from both the public and private realm. The proposal is therefore contrary to policy 12 (Conserving and enhancing the historic environment) of the National Planning Policy Framework (2012), policy 7.8 (Sustaining and enhancing the significance of heritage assets) of the London Plan (2011), policy CS9 (Protecting and enhancing Islington's built and historic environment) of Islington's Core Strategy 2011, policy DM2.1 (Design) and policy DM2.3 (Heritage) of Islington's Development Management Policies (2013) and guidance contained within the Barnsbury Conservation Area Design Guidelines (2014) and the Islington Urban Design Guide (2006).

REASON: The proposed second floor rear extension and associated terrace represents an un-neighbourly development which results in unacceptable harm to the amenities of neighbouring residential occupiers at no. 185 Offord Road due to a loss of privacy, overlooking, loss of outlook and perceived increased sense of enclosure contrary to policy DM2.1 of the Development Management Policies 2013.

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

3 London's people:

- 3.3 Increasing housing supply
- 3.4 Optimising housing potential
- 3.5 Quality and design of housing developments

7 London's living places and spaces:

- 7.2 An inclusive environment
- 7.4 Local character
- 7.6 Architecture

B) Islington Core Strategy 2011

Spatial Strategy

CS8 (Enhancing Islington's Character)

Strategic Policies

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

C) Development Management Policies June 2013

- DM2.1** Design
- DM2.2** Inclusive Design

Supplementary Planning Guidance (SPG) / Document (SPD)

The following SPGs and/or SPDs are relevant:

Islington

- Islington's Urban Design Guide 2006
- Inclusive Design
- Barnsbury CADG

London Plan

- Accessible London: Achieving and Inclusive Environment
- Housing
- Sustainable Design & Construction