

PLANNING COMMITTEE REPORT

Development Management Service
Planning and Development Division
Environment and Regeneration Department
PO Box 3333
222 Upper Street
LONDON N1 1YA

PLANNING Sub-COMMITTEE A		
Date:	Thursday 16th, April 2015	NON-EXEMPT

Application number	P2015/0118/FUL
Application type	Householder Planning Application
Ward	Canonbury
Listed building	Unlisted
Conservation area	Canonbury Conservation Area
Development Plan Context	
Licensing Implications	None
Site Address	1 Willow Bridge Road, Islington, N1 2LB
Proposal	Demolition of the Existing Rear Conservatory and Construction of New Three Storey Extension with Link to Main house

Case Officer	Duncan Ayles
Applicant	Gerry Dunning
Agent	Jon Champion Warman's Architectural

1. RECOMMENDATION

The Committee is asked to resolve to **GRANT** planning permission:

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



Image 2: View of the Site From Willowbridge Road



4 SUMMARY

- 4.1 The application seeks permission for the demolition of a single storey side conservatory that is attached to a large mid-Victorian villa within the New River Conservation area, and its replacement with a contemporary 3 storey pavilion over a basement, which will be attached to the main property by way of fully glazed link.
- 4.2 9 objections have been received from local residents, interested parties and from the Canonbury Society. The objections primarily relate to the design of the extension and its impact on the character and appearance of the Conservation Area. However, objections have also raised amenity issues and the impact on trees.
- 4.3 This application follows a previously refused application for a similar development. The previous application was refused on the basis of its design and its impact on on-site trees. Subsequently the scheme has been amended by reducing the height of the extension, and supplying additional arboricultural information. Following these changes the extension is acceptable in these regards. It is not considered that the extension would give rise to any unacceptable amenity impact, and it is noted that the previous application was not refused on amenity grounds.
- 4.4 It is recommended that the application is granted consent subject to conditions.

5 SITE AND SURROUNDING

- 5.1 The application site is occupied by a four storey Victorian Villa within the Canonbury Conservation Area. Willow Bridge Road is comprised of similar imposing mid-Victorian Residential Properties. The front elevation of no. 1 Willow Bridge road contains ornate stucco detailing, especially at ground and first floor levels. The northern, side elevation of the property in contrast has a plainer character. This elevation does not contain stucco moulding, and includes a prominent and unattractive rainwater pipe. The property also hosts a relatively large conservatory on its north side. The conservatory is neither original nor historic.
- 5.2 The Canonbury Conservation Area has a spacious, verdant character, which is derived from the relatively generous spaces between buildings, and the mature landscaping within the area. The Conservation Area contains significant street trees, as well as mature trees in rear gardens. The application site itself contains two protected trees (LBI TPO 350+342 2207). There are also two other protected trees in the adjacent rear garden rear garden of 2 Canonbury Place in close proximity to the proposed extension. The boundary treatment at the front of the property is provided by a 2 metre high brick wall and electric vehicle gate.

6 Proposal (in Detail)

- 6.1 The application seeks planning approval for the demolition of an existing conservatory to the side of the existing property and the erection of a three storey pavillion. The proposed extension will have a height of 4.95 metres measured from ground level, a width of 4.8 metres and a depth of 9.5 metres. The plan form is an irregular polygon, which tapers toward the front and rear. The roof of the extension will be flat, and will contain a green roof. The applicant also proposes to insert two

conservation style velux roof lights into the rear roof slope of the original building. These works do not require the benefit of planning consent, as they are permitted development.

- 6.2 The proposal is clad with masonry at upper second floor, with clear glazing at lower second floor. The rear elevation will contain full height sliding windows. The front elevation will contain a single window with dimensions of 1.3 metres width by 2.8 meters height.
- 6.3 The cladding at upper second floor level is proposed to be a masonry cladding system by ROBmade. The masonry will be textured by turning some of the bricks at an angle. While the applicant has proposed for the brick to be slightly darker than the Stock Brick on the main property, he has confirmed that he is happy for it to be conditioned for determination at a later date.

7 Relevant History

Planning Applications

- 7.1 **P2014/2808/FUL:** An application for the replacement of the existing conservatory with a three storey side extension including basement was **REFUSED** (18/9/2014) due to its impact on the character and appearance of the Conservation Area and because insufficient detail was submitted in relation to the possible impact on trees.

Enforcement

- 7.2 None

Pre Application Advice

- 7.3 Q2013/1848/HH – Proposed side extension. Advice - conflicts with the Canonbury Conservation Area Guidance and policies DM 2.1 and 2.3

8 CONSULTATION

Public Consultation

- 8.1 Letters were sent to occupants of 23 adjoining and nearby properties on the 13th January. A site notice was also displayed. The public consultation of the application therefore expired on the 19th of February. 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, 9 objections had been received including 8 objections from local residents and 1 from the Canonbury Society. The objections can be summarised as follows (with the relevant paragraph numbers that provide responses to those issues indicated in brackets):
- Design and Impact on the character and appearance of the Conservation Area (10.2-10.9)

- Amenity impacts including light pollution and the loss of light; and loss of privacy (10.10-10.13)
- Impact on Protected Trees(10.14-10.15)
- Impact of the Proposed Basement (10.17-10.18)

Internal Consultees

- 8.3 **Tree Preservation Officer:** The Arboricultural report has been amended to include the detail required. Greater assessment has been made of overall impacts to the surrounding area. The service link up and threat of further excavation has been dealt with by utilising existing service and drainage runs. The landscaping, drainage and subsidiary impacts have been addressed in the amended report and the level of detail is acceptable subject to arboricultural supervision. The arboricultural supervision is outlined in the report, but this needs to be secured by condition.
- 8.4 **Design and Conservation:** The proposal has been the subject of pre-application advice set out in the council letter dated 12th June 2014. The conclusion of the advice was that overall, the proposal to erect a 2/3 storey side extension above 3 metre in height above ground floor conflicts with the Canonbury Conservation Area Guidance and policies DM 2.1 and 2.3. As a result they have concerns that the size and bulk of proposed extension would dominate the host building, and unbalance the wider terrace. However, the design approach in terms of form, layered, patterned faces is considered innovative and an acceptable approach.
- 8.5 The current application is for a three storey extension with one and a half storeys above ground level. It is considered that the scheme does not address the substantive concerns set out in the pre-application advice. In that the scale of the proposed extension does not conform to the guidance set out within the conservation area appraisal. The property has a large side garden. However, we have concerns that a side extension of the height, bulk and scale of that proposed would not be sufficiently subordinate to the host dwelling, would limited views of the rear garden and would detract from the appearance of the conservation area.
- 8.6 As a way forward it is suggested that the height is reduced, and that the colour of the brick is altered. The size of the window should also be reduced to reflect the size of the upper floor window on the host property.

9 REVELANT 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 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 2015, 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.

9.4 Islington's design policies are set out within policies DM 2.1 and 2.3, and Core Strategy policies CS 8 and CS9. These policies provide support for contemporary, innovative design, provided that it accords with the character and appearance of the area.

Supplementary Planning Guidance (SPG) / Document (SPD)

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

10 ASSESSMENT

10.1 The main issues arising from this proposal relate to:

- Impact on the character and appearance of the Conservation Area
- Impact on the amenity of neighbouring properties
- Impact on on-site trees
- Basement Impacts

Impact of the development on the Character and Appearance of the Conservation Area

10.2 Policy CS9 G states that high quality contemporary design can protect and improve Islington's built environment, and that innovative design is welcomed. The Canonbury Conservation Area guidelines, however, generally requires the use of traditional materials such a brick and stucco to accord with the historic character of the conservation area.

10.3 The existing conservatory is not original, and is of no historic or architectural interest. Consequently the removal of this feature is not contested. In addition, the side elevation of the property has a plain character that adds little to the Conservation Area.

10.4 The bulk and scale of the proposed develop is considered to be acceptable. While it is noted that the Canonbury Conservation Area guidelines generally provides a height limit of 3 metres for side extensions, in this instance the scale of the original property justifies the construction of a slightly higher side extension. The proposal has been reduced in height by 500 mm relative to the previously refused application.

- 10.5 In addition, while it is accepted that the Conservation Area displays a spaciousness character, the separation gap between the rear of 2 Canonbury Place and the side of 1 Willow Bridge road is considerably larger than is generally found within the remainder of the Conservation Area. The proposed side extension provides the three metre gap to the side of the plot required by policy 8.19 of the Canonbury Conservation Area, which ensures that it will not appear as an uncharacteristically cramped form of development within the area, and that a sufficient separation gap between both properties is maintained.
- 10.6 The fact that the proposed extension is set back from the rear of the front elevation also goes some way to reducing the visual impact of the extension when viewed from the front of the property. The extension is located 2.7 metres to the rear of the front elevation of the property, and will be set behind a large boundary treatment to the front comprised of a brick wall and a vehicle gate. In addition, the tapered form of the extension will reduce the bulk of the proposal when viewed from the front. Consequently it is not considered that the proposal will appear bulky or out of scale to its surroundings.
- 10.7 The Council's Design and Conservation section have objected to the size of the proposed window on the front elevation, stating that it should reflect the size of the upper floor windows on the property. However, this window is located in line with the principal first floor windows on the main property. Consequently it is considered that the new window should reflect the corresponding window at first floor level, and that the size of the window is acceptable.
- 10.8 The applicant proposes to use textured brick as a primary material, which the applicant has argued creates a visually light weight pavilion. This clearly distinguishes the extension with the character of the property itself, and the wider conservation area. However, policy CS9 G confirms that high quality contemporary design can respond to the challenge of protecting and enhancing Islington's Built and Historic Environment, and that pastiche is not acceptable.
- 10.9 A number of objections have referred to the design of the extension, specifically its design concept, which has been described as faddish and abstract. However, the applicant has demonstrated through their design and access statement that the proposal has been developed from a clear set of design principles that depart from the regularity of both classical and modernist architecture. The architect has also identified seven themes informing the design, which include a departure from the orthogonality of plan, the use of obtuse angles, layering and perforation. The combination of these elements creates a soft and subtle building that sits comfortably within its context. While the design of the building is unique, similarities are drawn with the work of contemporary architects such as Rem Koolhaas and Zaha Hadid. The architect also identifies Lens House, an award winning house extension by Alison Brooks Architects, as a local precedent.
- 10.10 While it is accepted that the proposed extension is not strictly in compliance with the Canonbury Conservation Area Guidelines, due to its contemporary design and materials proposed, it is considered that the proposal represents high-quality contemporary design in accordance with policies DM 2.1, 2.3 and CS9.
- 10.11 The proposed roof lights will not be widely visible within the area, due to their location on the rear of the property. In addition, these features could be inserted

using the properties permitted development rights, without the benefit of formal planning consent. Consequently this part of the proposal is considered to be acceptable.

Impact on the Amenity of Neighbouring Properties

- 10.12 A number of objections have been received from neighbouring properties which have raised issues such as loss of light, outlook and privacy. Given the scale of the proposed development, and the separation distance provided to the nearest neighbours to the north it is not considered that the proposal will lead to any adverse overshadowing or loss of light to neighbouring properties. The development is also not considered to lead to any material loss of outlook to neighbouring properties.
- 10.13 A number of objections have also raised the possibility of light being emitted from the extension in a manner that would harm the amenity of neighbouring properties. However, the agent has confirmed that the masonry itself will be opaque. Given that the use will remain a single family dwelling house, it is not considered that the proposal will lead to any unacceptable emission of light.
- 10.14 Objections have also raised the impact on the privacy of neighbouring properties through overlooking. However, the northern, side elevation does not contain any fenestration above ground level. To the rear the extension faces a relatively deep rear garden and an area of landscaping associated with Abotts Close.

Impact on On-Site and Off-Site Trees

- 10.15 The applicant has submitted an arboricultural report in support of the application. This report has been scrutinised by the Council's Tree Preservation Officer, and additional details were supplied during the lifetime of the application. Following the receipt of these additional details, the Council's Tree Preservation Officer has confirmed that on-site trees can be adequately protected during the construction of the proposed pavilion. The proposed development will not lead to any unacceptable adverse impacts on the health or amenity value of the protected trees within or outside of the application site.
- 10.16 It is recommended that a condition is imposed to ensure that the proposed development is completed in strict accordance with the arboricultural report submitted, including in relation to arboricultural supervision. It is also recommended that a condition is imposed to require the submission of full details of the proposed green roof, to ensure that this will make an adequate contribution toward biodiversity.

Basement Impacts

- 10.17 The proposal includes a single basement level. However, this is situated below the extension itself, will not project into the remainder of the garden and nor is it located near to other property other than the application property. The Council's Tree Preservation Officer has confirmed that the extent of excavation will not lead to any impact on the protected trees within or close to the site. The proposed extension contains a sedum roof, which ensures that the proposal will not lead to an increase in surface run off contrary to policy DM 6.6

10.18 The extent of excavation proposed could lead to some impact on neighbouring properties, especially as this is a relatively constrained site with little space for storing materials and receiving deliveries. Consequently it is recommended that the applicant is required to submit a construction management plan prior to the commencement of development

11. SUMMARY AND CONCLUSION

Summary

11.1 The proposed extension is acceptable in terms of its impact on neighbour amenity, and on on-site and off-site trees. The proposal is therefore considered to be in accordance with policies DM 2.1 and DM 4.6.

11.2 While it is accepted that the proposed extension departs from the established character of the conservation area, as it is of a contemporary design, it is considered that the proposal represents high quality design in accordance with policies DM 2.1, 2.3 and CS9.

Conclusion

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

APPENDIX 1 – RECOMMENDATIONS

RECOMMENDATION A

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

List of Conditions:

Commencement (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>
Approved Plans List: (Compliance)	
2	<p>DRAWING AND DOCUMENT NUMBERS: The development hereby approved shall be carried out in accordance with the following approved plans:</p> <p>[345.PL.01 REV A, 345.PL.02 REV B, 345.PL.03 REV B, 345.PL.04 REV A, 345.PL.05 REV A, 345.PL.06 REV A, 345.PL.07 REV A, 345.PL.08 REV A, 345.PL.09 REV A, 345.PL.10 REV A, 345.PL.11 REV C, 345.PL.12 REV C, 345.PL.13 REV D, 345.PL.14 REV D, 345.PL.15 REV C, 345.PL.16 REV B, 345.PL.17 REV B, 345.PL.18 B, 345.PL.19 REV E, 345.PL.20 REV D, 345.PL.21 REV E, 345.PL.22 REV E, 345.PL.23 REV 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>
Materials	
3	<p>MATERIALS (DETAILS): Details and samples of all facing materials shall be submitted to and approved in writing by the Local Planning Authority prior to any superstructure work commencing on site. The details and samples shall include:</p> <ol style="list-style-type: none"> a) solid brickwork (including brick panels and mortar courses) b) render (including colour, texture and method of application); c) window treatment (including sections and reveals); d) roofing materials; e) balustrading treatment (including sections); <p>The development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.</p> <p>REASON: In the interest of securing sustainable development and to ensure that the resulting appearance and construction of the development is of a high standard.</p>
Trees	
4	<p>The proposed development shall be carried out in strict accordance with the submitted Arboricultural Survey (BS5837:2012) & Impact Assessment Report, including in relation to the Arboricultural Supervision Proposed.</p> <p>Reason: To protect the health and amenity value of on-site trees</p>

	Sedum Roof
5	<p>GREEN/BROWN BIODIVERSITY ROOFS (DETAILS): Details of the biodiversity (green/brown) roof(s) shall be submitted to and approved in writing by the Local Planning Authority prior to any superstructure works commencing on site. The biodiversity (green/brown) roof(s) shall be:</p> <p>d) biodiversity based with extensive substrate base (depth 80-150mm); e) laid out in accordance with plan [xxxx] hereby approved; and f) planted/seeded with an agreed mix of species within the first planting season following the practical completion of the building works (the seed mix shall be focused on wildflower planting, and shall contain no more than a maximum of 25% sedum).</p> <p>The biodiversity (green/brown) roof shall not be used as an amenity or sitting out space of any kind whatsoever and shall only be used in the case of essential maintenance or repair, or escape in case of emergency.</p> <p>The biodiversity roof(s) shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.</p> <p>REASON: To ensure the development provides the maximum possible provision towards creation of habitats and valuable areas for biodiversity.</p>
	Construction Management Plan
6	<p>No development shall take place, including any works of demolition, until a Construction Method Statement has been submitted to, and approved in writing by, the local planning authority. The approved Statement shall be adhered to throughout the construction period. The Statement shall provide for:</p> <p>i. the parking of vehicles of site operatives and visitors ii. loading and unloading of plant and materials iii. storage of plant and materials used in constructing the development v. the erection and maintenance of security hoarding including decorative displays and facilities for public viewing, where appropriate v. wheel washing facilities vi. measures to control the emission of dust and dirt during construction vii. a scheme for recycling/disposing of waste resulting from demolition and construction works</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. 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 a timely manner in accordance with the NPPF.</p>
	<p>Other legislation</p>
2.	<p>You are reminded of the need to comply with other regulations/legislation outside the realms of the planning system - Building Regulations & Equalities Act</p>
	<p>Part M Compliance</p>
3.	<p>You are advised that the scheme is required to comply with -</p> <ul style="list-style-type: none"> • The Building Regulations 2000 Approved Document Part M 'Access to and use of buildings', <p>For this proposal, this may include</p> <ul style="list-style-type: none"> - colour contrast nosing to the external steps; - improvements to the handrail profile - glass marking manifestations <p>For more information, you may wish to contact Islington Council's Building Control (0207 527 5999).</p>
	<p>Construction hours</p>
4.	<p>You are reminded of the need to comply with other regulations/legislation outside the realms of the planning system - Building Regulations as well as Environment Health Regulations.</p> <p>Any construction works should take place within normal working day. The Pollution Control department lists the normal operating times below.</p> <div style="border: 1px solid black; padding: 5px; margin-top: 10px;"> <p>Delivery and operating times - the usual arrangements for noisy works are</p> <ul style="list-style-type: none"> ○ 8am –6pm Monday to Friday, ○ 8am – 1pm Saturdays; ○ no noisy work on Sundays or Public Holidays (unless by prior agreement in special circumstances) </div>
	<p>Community Infrastructure Levy</p>
5	<p>CIL Informative: Under the terms of the Planning Act 2008 (as amended) and Community Infrastructure Levy Regulations 2010 (as amended), this development is liable to pay the London Borough of Islington Community Infrastructure Levy (CIL) and the Mayor of London's Community Infrastructure Levy (CIL). These charges will be calculated in accordance with the London Borough of Islington CIL Charging Schedule 2014 and the Mayor of London's CIL Charging Schedule 2012. One of the development parties must now assume liability to pay CIL by submitting an Assumption of Liability Notice to the Council at cil@islington.gov.uk. The Council will then issue a Liability Notice setting out the amount of CIL payable on commencement of the development.</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 and PPG are a material consideration and have been taken into account as part of the assessment of these proposals.

2. Development Plan

The Development Plan is comprised of the London Plan 2015, 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 March 2015 - Spatial Development Strategy for Greater London

1 Context and strategy

Policy 1.1 (Delivering the strategic vision and objectives for London)

Policy 7.4 (Local character)

Policy 7.6 (Architecture)

B) Islington Core Strategy 2011

Spatial Strategy

Policy CS8 (Enhancing Islington's Character)

Strategic Policies

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

C) Development Management Policies June 2013

Design and Heritage

Policy DM2.1 (Design)

Policy DM2.3 (Heritage)

4. Supplementary Planning Guidance (SPG) / Document (SPD)

The following SPGs and/or SPDs are relevant:

- Urban Design Guide
- Canonbury Conservation Area Design Guidelines