

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:	6th January 2015	

Application number	P2014/2658/FUL
Application type	Full Planning Application
Ward	Caledonian
Listed building	No
Conservation area	Barnsbury Conservation Area
Development Plan Context	Kings Cross & Pentonville Road Core Strategy Key Area, Barnsbury Conservation Area
Licensing Implications	None
Site Address	Top Floor Flat, 348 Caledonian Road, Islington, London N1 1DU
Proposal	Construction of a mansard roof extension to provide additional accommodation to top floor flat.

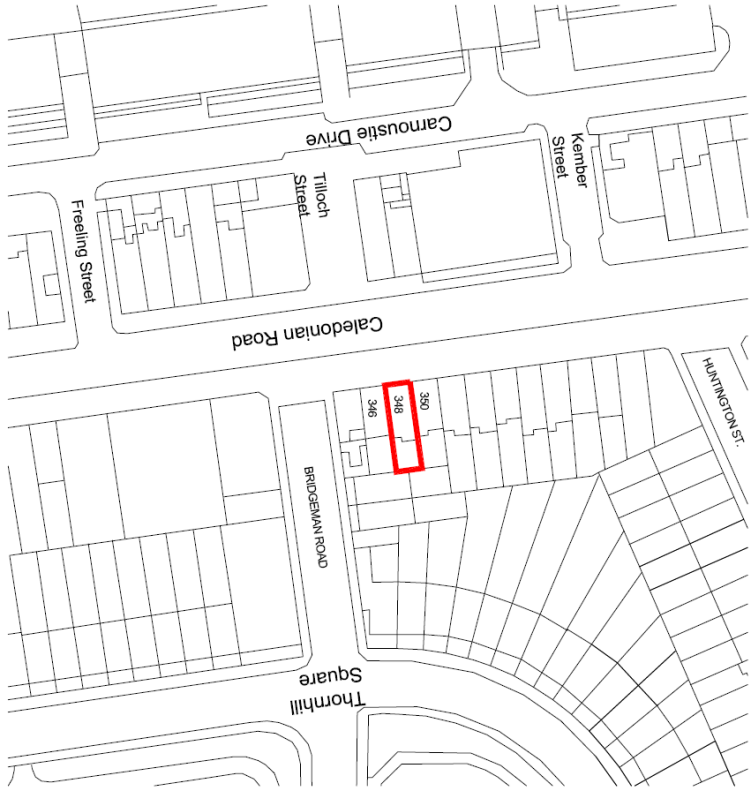
Case Officer	Krystyna Williams
Applicant	Mr Presley Orhue
Agent	SUNAN Architecture+Design

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 photograph showing the terrace of 13 properties, including No. 348 Caledonian Road (third from the left).



Image 2: Front Elevation of the application site and terrace at Caledonian Road



Image 3: Rear Elevation of Caledonian Road taken from Bridgeman Road

4. Summary

- 4.1 Planning permission is sought for the construction of a mansard roof extension to provide additional accommodation to the existing top floor flat at 348 Caledonian Road. The proposed roof level accommodation will include a living/dining and kitchen space. Three bedrooms and a bathroom will be located at second floor level.
- 4.2 The application site comprises a three storey over basement, mid-terrace property located on the eastern side of Caledonian Road. The ground and basement levels are in retail use with residential above. This application relates specifically to the existing second floor flat. The building is not listed but is located within the Barnsbury Conservation Area.

- 4.3 The application was called in to committee by Councillor Convery and Councillor Perry.
- 4.4 There have been two objections to the proposed development received from local residents.
- 4.5 The proposed mansard roof extension will be finished in slate and include two timber sash windows to the front elevation and two to the rear to match the existing windows at the building. The mansard roof will be set behind the existing parapets and the rear valley roof will be retained.
- 4.6 The proposed extension generally complies with established planning policy, the Conservation Area Design Guidelines and the Islington Urban Design Guide.
- 4.7 Consideration has been given to the effect of the proposed development on neighbouring amenities in terms of overlooking, loss of privacy, outlook and sense of enclosure. The proposal is considered acceptable in relation to neighbour amenity and does not raise any other issues.

5. SITE AND SURROUNDING

- 5.1 The application site is situated on the eastern side of Caledonian Road and comprises a three storey mid terrace building (with lower ground floor) in mixed use as commercial with residential units above. The property is not a listed building however it does lie within Barnsbury Conservation Area.
2. Situated directly to the rear of the site are No's 116 - 118 Bridgeman Road. Located behind this is the Grade II Listed terrace of properties along Thornhill Crescent.

6. PROPOSAL (IN DETAIL)

- 6.1 Full planning permission is sought for the construction of a mansard roof extension to provide additional accommodation to the top floor flat. The mansard will be set behind the existing front parapet and set in from the rear valley roof form.
- 6.2 The mansard roof extension will be finished in slate and include two timber sash windows to the front elevation and two to the rear. These windows align and will match existing windows at the building.
- 6.3 The existing second floor flat was originally granted planning permission as a one bedroom flat but is now is use as a two bedroom flat, will be extended to include three bedrooms and bathroom at second floor, and open plan living/dining and kitchen within the new roof space. It should be noted that to change the 1 bed unit into a 2 bed flat by internal partitioning only and with no external alterations would not have required planning permission.

7. RELEVANT HISTORY:

PLANNING APPLICATIONS:

P012151 - Conversion of basement into one-bedroom flat with garden access. Refused 29/01/2002.

REASON: The proposed basement flat would not provide an adequate amount and quality of natural light and outlook to the main living areas and therefore would not provide an adequate standard of amenity for prospective occupiers, contrary to Policy D2, H3 and H8 of the Unitary Development Plan (2000).

881982 - Use of the ground and basement floors as a restaurant involving a new 'shop' front and front forecourt alterations and conversion of the first and second floors into 2 no. one bedroom flats involving rear extensions to both floors. Approved 22/03/1991.

Relevant history at adjoining sites:

6. 350 Caledonian Road
P2014/1068/FUL - Erection of a mansard roof extension to provide additional living space to the top floor flat. Approved 14/05/2014
7. 352 Caledonian Road
P2014/2659/FUL - Erection of a mansard roof extension to provide additional living space to the top floor flat. Approved 28/08/2014

ENFORCEMENT:

- 7.2 None.

PRE-APPLICATION ADVICE:

- 7.3 None.

8. CONSULTATION

Public Consultation

- 8.1 A total of 24 letters were sent to occupants of adjoining and nearby properties dated 29/08/2014. Two letters of objection were received.
- 8.2 A further round of consultation was required as properties located opposite the site at No's 299 Caledonian Road and 301 Caledonian Road was not initially consulted. A total of 27 letters were sent out to adjoining and nearby properties dated 22 October 2014. A site and press notice was displayed on the 20/11/2014. The re-consultation date expired on the 20 November 2014. However, it is the Council's practice to continue to consider representations made up until the date of a decision.

8.3 There have been two objections raised to this proposal. The objections can be summarised as follows (with the relevant paragraph numbers of the evaluation listed):

- There would be views of the roof from Bridgeman Road and across the private open space to the rear (See paragraphs 10.9 – 10.10);
- The roof extension is contrary to policy (See paragraphs 10.2-10.13);
- Loss of the rear valley roof (See paragraph 10.11);
- Impact on Conservation Area (See paragraphs 10.2 – 10.13).

External Consultees

8.5 None.

Internal Consultees

8.6 **Design & Conservation:** The proposal should be assessed against the requirements of the Islington Urban Design Guide 2006 and the Conservation Area Design Guidance and recent approvals taken into consideration.

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.

Development Plan

9.2 The Development Plan is comprised of the London Plan 2011, Islington Core Strategy 2011, Development Management Policies 2013, The 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, Development Management Policies 2013, and Site Allocations 2013:

- **Barnsbury Conservation Area**

10. ASSESSMENT

- 10.1 The main issues arising from this proposal relate to:
- Design and appearance and impacts on the host building & surrounding Cross Street Conservation Area;
 - Impact on amenity of neighbours; and
 - Quality of accommodation.

10.2 The National Planning Policy Framework (NPPF) has been considered in the assessment of this application.

Design and Conservation

10.3 The application site comprises a three storey over basement building, comprising a retail unit at ground and basement level and residential use above. This application relates to the existing second floor flat.

10.4 The application site is located within the Barnsbury Conservation Area. The Barnsbury Conservation Area Guidance does not recognise any of the properties along Caledonian Road as having the potential for a roof extension (Schedule 10.2). Any roof extension visible from any streets level position will subsequently not be permitted.

10.5 Notwithstanding the above, the application building forms part of a terrace of 13 properties, 6 of which have existing roof extensions, including adjoining property No. 350 Caledonian Road.

10.6. Importantly, it should be noted that mansard roof extensions of the same design have recently been approved at adjoining site, No. 350 (ref: P2014/1068/FUL) dated 14/05/2014 and No. 352 (ref: P2014/2659/FUL) dated 28/08/2014. In both instances it was deemed that due to the limited scale of the roof extensions, and the subsequent limited visibility, within this context the proposals were acceptable.

10.7 The above position was further strengthened by a recent appeal decision (APP/V5570/A/13/2208570 – in a separate Conservation Area) which stated that, *'...even if glimpses of the proposed structure (roof extension) were available from oblique views along the street, the structure would barely be discernable against the backcloth of other roofs, several of which are modern additions or new build roofscapes of contemporary design'*.

10.8. The current proposal for a roof extension at 348 Caledonian Road incorporates exactly the same design and scale as those approved at No. 350 and 352 Caledonian Road.

10.9 The mansard roof would be set back from the front parapet by 1.2 metres and set in from the rear by 1.55 metres. This set back would limit the visual impact of the roof extension from Caledonian Road to the front and from Bridgeman Road to the rear. Views to the rear from Bridgeman Road would be partially obscured by the existing buildings and there would be, at the most, glimpses

of the proposed mansard roof extension. In addition it is noted that more substantial roof extensions are visible along this particular terrace.

- 10.10. A sectional drawing has been submitted (Drawing ref: 14122-10-300) shows sight lines from the street level and illustrates that there would be minimal, if any, views of the mansard extension from Caledonian Road.
- 10.11 The proposed mansard roof would sit behind the existing butterfly roof, which will be retained, to the rear and would include 2 no. windows to the front roofslope and 2 no. windows to the rear. The mansard would be finished in slate. A condition is proposed to ensure appropriate materials and finish.
- 10.12. Taking into account the recent approvals at No. 350 and 352 Caledonian Road, the negligible harm of this proposed mansard extension given its limited scale, the existing roof extensions at the terrace, the general limited visibility and proposed design (with the rear valley roof retained), it is considered that there would not be sufficient harm to warrant the refusal of this application.
- 10.13 The proposal is not considered to have a harmful impact on the host building, terrace it forms a part of and surrounding streetscene, nor would it negatively impact on the character or appearance of the Barnsbury Conservation Area and it is therefore considered to generally comply with London Plan policies 7.4 (Local Character), CS9 of the Islington Core Strategy and Policies DM2.1 (Design) and DM2.3 (Heritage) of the Islington Development Management Policies 2013.

Neighbouring Amenity

- 10.14 Impact on surrounding residential amenity has been considered in the assessment of this application. The site is located on the eastern side of Caledonian Road. Although, the property is surrounded by several residential dwellings along in Bridgeman Road and Thornhill Crescent, there is sufficient separation to prevent an adverse impact on neighbouring occupiers' amenity.
- 10.15 There have been two objections to the proposed development. These issues relate to design and appearance, including views of the mansard roof extension, and have been addressed above in paragraphs 10.2 - 10.13).
- 10.16 The proposed dormer windows will align with the existing windows to the front and rear of the building. These windows will be set back from the front and rear elevation and subsequently there will be no negative impact insofar as loss of privacy or overlooking to surrounding properties.
- 10.17 Overall, the creation of a mansard roof extension to the top floor flat at 348 Caledonian Road is not considered to have any material adverse impact in terms of any undue sense of enclosure, loss of light and outlook, privacy or increased incidences of overlooking in relation to adjoining properties. The proposed development is thereby considered to comply with policy DM2.1 (Design) of the Development Management Plan 2013.

Quality of Accommodation

10.18 The addition of the proposed roof extension would result in the top floor flat having a total floorspace of 70sqm. This would meet the requirements of a 2 bedroom/4 person unit, as set out in Policy DM3.4 of the Islington Development Management Policies 2013. The flat is shown on proposed drawing (ref: 14122-10-100) to be a 3 bedroom unit, and subsequently requires a gross internal area of 74sqm to accord with policy. However, gross internal floorspace does not form part of the assessment of this application for a roof extension and therefore this minor shortfall in floorspace would not warrant refusal. The unit will remain self-contained and all rooms are considered to be of appropriate and regular shapes allowing full use and functionality.

11.0 SUMMARY AND CONCLUSION

Summary

11.1 In accordance with the above assessment, it is considered that the proposed development is generally consistent with the policies of the London Plan, the Islington Core Strategy, the Islington Development Plan and associated Supplementary Planning Documents and should be approved accordingly.

Conclusion

11.2 It is recommended that planning permission be granted subject to conditions 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	Commencement
	<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	Approved plans list
	<p>CONDITION: The development hereby approved shall be carried out in accordance with the following approved plans:</p> <p>OS Map 14122-X-OS; 14122-X-100; 14122-X-200; 14122-10-100; 14122-10-200; 14122-10-300; 14122-10-400; Design and Access Statement ref: 14122-DAS prepared by Sunan Architecture + design dated 16 June 2014.</p> <p>REASON: To comply with Section 70(1)(a) of the Town and Country Planning Act 1990 as amended and also for the avoidance of doubt and in the interest of proper planning.</p>
3	Materials
	<p>CONDITION: The mansard roof covering shall be natural slate, and maintained as such thereafter.</p> <p>REASON: In order to safeguard the special architectural or historic interest of the heritage asset.</p>
4	Window Details
	<p>CONDITION: The new sash windows shall accurately replicate, in terms of material, profile and detailing, the original late-Georgian windows surviving to the property (or where these do not survive to a comparable house forming part of the listed terrace). They shall be painted timber, double-hung window with a slim profile and narrow integral (not applied) glazing bars with a putty finish (not timber bead). The glazing shall be no greater than 12mm in total thickness. No horns, trickle vents or metallic/perforated spacer bars are permitted.</p> <p>REASON: In order to conserve the significance of the heritage asset.</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. A pre-application advice service is also offered and encouraged. Whilst no formal pre-application discussions were entered into, the policy advice and guidance available on the website was followed by the applicant. The applicant therefore worked in a proactive manner taking into consideration the policies and guidance available to them, and therefore the LPA delivered a positive 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.

2. Development Plan

The Development Plan is comprised of the London Plan 2011, Islington Core Strategy 2011, Development Management Policies 2013 and the Finsbury Local Plan 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

1 Context and strategy

Policy 1.1 Delivering the strategic vision and objectives for London

7 London's living places and spaces

Policy 7.1 Building London's neighbourhoods and communities

Policy 7.4 Local character

Policy 7.6 Architecture

B) Islington Core Strategy 2011

Strategic Policies

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

C) Development Management Policies June 2013

Design and Heritage

DM2.1 Design

DM2.3 Heritage

5. 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:

- **Barnsbury Street Conservation Area**

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

The following SPGs and/or SPDs are relevant:

- Islington Local Development Plan**
- Conservation Area Design Guidelines (2002)**
- Urban Design Guide (2006)**