

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:	3 rd March 2015	NON-EXEMPT

Application number	P2014/4545/FUL
Application type	Full Planning
Ward	Caledonian Ward
Listed building	Not listed
Conservation area	King's Cross Conservation Area
Development Plan Context	<ul style="list-style-type: none"> - Central Activities Zone (CAZ) - King's Cross and Pentonville Core Strategy Key Area - Employment Growth Area – Development Management Policies DM5.1, DM5.2 & DM5.4 - Mayors Protected Vista – Kenwood viewing gazebo to St. Pauls Cathedral - Local Cycle Route - Within 100m of a SRN Road - Within 50m of Regent's Canal West Conservation Area
Licensing Implications	n/a
Site Address	15 Crinan Street, London, N1 9SQ
Proposal	Construction of a roof extension to provide an additional floor of B1 (a) office space and plant area with associated air conditioning equipment. Replacement of existing windows with double glazed timber sash windows and new entrance at ground floor.

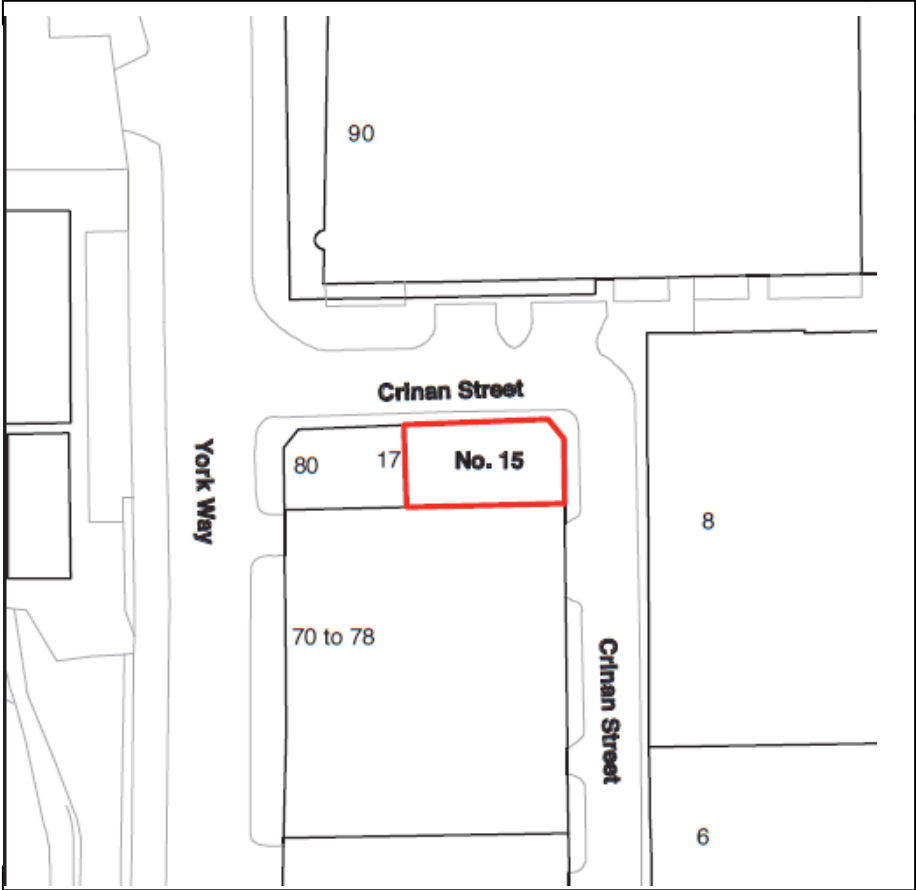
Case Officer	Emily Benedek
Applicant	PZR Ltd
Agent	Craig Slack – Turley Associates

1.0 RECOMMENDATION

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

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

2.0 SITE PLAN (site outlined in black)



3.0 PHOTOS OF SITE/STREET

Application site

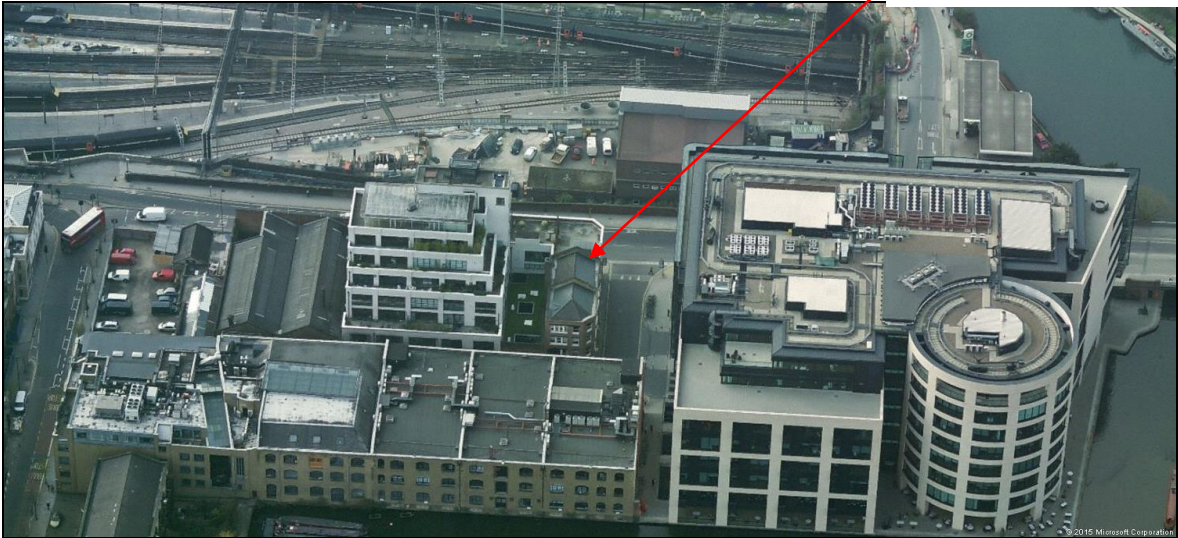


Image 1: Aerial view of street elevation



Image 2: View from Crinan Street



Image 3: View from Crinan Street



Image 4: Relationship between neighbouring building York Central and application site



Image 5: Relationship between application site and 90 York Way

4.0 SUMMARY

- 4.1 Planning permission is sought for the erection of a roof extension to provide an additional floor of B1 (a) office space (increase of 123 sq metres) and plant area with associated air conditioning equipment. Replacement of the main elevations existing windows with double glazed timber sash windows and new entrance at ground floor level.
- 4.2 The proposal would provide additional office space within the Central Activities Zone which is welcomed in land use terms within this highly central location. The proposed development is not considered to detract from the character and appearance of the application property or the conservation area as a whole. The development is considered to be acceptable in overall scale, height and massing with sufficient distances from nearby residential properties to not have a materially adverse impact upon adjoining neighbours amenity levels in terms of loss of daylight/sunlight, loss of outlook. Privacy and overlooking concerns and any undue increase in sense of enclosure.
- 4.3 The application is therefore recommended for approval with conditions.

5.0 SITE AND SURROUNDING

- 5.1 The site is located on the south-west side of Crinan Street and consists of an end-of-terrace property which is used for B1(a) purposes on the ground floor and upper floors. The property is four storeys in height over basement, with a flat roof.
- 5.2 The properties surrounding the site on Crinan Street comprise a mix of styles ranging from late Victorian industrial buildings c.1900 to art deco and modern buildings with large elements of glazing. These vary in height ranging from four to eight storeys. The neighbouring properties comprise a mix of uses including commercial and residential facilities.
- 5.3 The site is located within the King's Cross Conservation Area, however the building is not listed.

6.0 PROPOSAL (in Detail)

- 6.1 The proposal consists of the erection of a roof extension to provide an additional floor of B1 (a) office space (increase of 123 sq metres) and plant area with associated air conditioning equipment. Replacement of existing windows with double glazed timber sash windows and new entrance at ground floor.
- 6.2 The existing single glazed timber framed windows and doors on the ground floor north and east elevations will be replaced with double glazed timber framed windows and doors. The design and layout of the fenestration will remain unaltered from existing.
- 6.3 The proposed fourth floor roof extension will cover the majority of the existing roof and will measure a maximum of 17.85 metres in width, 7.75 metres in depth and 3.4 metres in height providing 123 m² of office space. The proposed extension will be set back by 1 metre on the north and east elevations and will follow the profile of the existing roof. The proposed extension will be predominantly glazed on the north and east elevations and the external surfaces of the roof extension will be clad with Reglit glass.

- 6.4 A new screened plant enclosure is also proposed on the roof of the fourth floor extension which will incorporate 5no. Condenser units. It is proposed that this enclosure will measure a maximum of 3.2 metres in depth, 6.5 in metres in width and 1.65 metres in height.
- 6.5 Amended plans were received on 4th February 2015 which altered the materials used for the external surfaces, removal of the previously proposed balcony at the fourth floor level and changed the profile of the roof on the east elevation.

7.0 RELEVANT HISTORY

Planning Applications

- 7.1 There is no relevant planning history in relation to the application site.
- 7.2 P2013/3202/FUL: 64-66 York Way, 68 York Way, 3 Crinan Street, (Formally known as 62-68 York Way) London N1 9AG: Approval of planning permission with conditions and legal agreement dated 27th June 2015 for the :

Demolition of existing building and redevelopment to provide a ground plus six storey building , (with two basement levels), comprising hotel use (Use Class C1) with up to 408 bedrooms and retail floorspace (Use Class A1-A3) at ground level together with associated facilities, plant, landscaping and servicing.

Pre-application Advice:

- 7.3 Q2014/1927/MIN – Introduction of additional accommodation through a single storey roof extension and creation of a small terrace facing the north and west. Proposed alterations to the ground floor frontage comprising of replacement of the existing windows with new double glazed timber sash windows. New plant equipment. The applicants were advised that the principle of a suitably designed roof extension would be acceptable subject to its final design and details provided to ensure that the development would not materially impact on the amenity levels of adjoining occupiers.

Enforcement:

- 7.4 No history.

8.0 CONSULTATION

Public Consultation

- 8.1 Letters were sent to occupants of 64 adjoining and nearby properties at Crinan Street and York Way on 24th November 2014. A site notice was placed at the site and the application advertised in the Islington Gazette on 27th November 2014. The public consultation of the application therefore expired on 18th December 2014. Neighbours were re-consulted on amended plans on 6th February and the re-consultation period expires on 20th February. Any additional representations received will be reported at the committee. 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 eight responses 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):

- Loss of light (See paragraphs 10.12-10.13)
- Loss of privacy (See paragraphs 10.14-10.15)
- Noise and light pollution at night (See paragraphs 10.16)
- Cheap materials which would clash with the historical façade (See paragraphs 10.5)
- Plans inaccurate on the south elevation there are 8 original window openings but only 7 are shown on the plans (See paragraphs 6.2)
- Confirmation there are restricted hours when the offices will be used and when they must remain dark (See paragraphs 10.16)
- Loss of privacy and noise and disturbance from the terrace (See paragraphs 10.14)
- Why extend an existing building which is poorly maintained externally (See paragraphs 10.5)
- Noise and disturbance from building works (See paragraphs 8.3)
- Noise and disturbance from use (See paragraphs 10.17)

8.3 It must be noted that matters related to noise and disturbance in the construction process is not a material consideration in the planning assessment of this application. This is a matter that is covered by separate legislation including the Building Regulations and the Environment Protection Act.

Internal Consultees

8.4 Design and Conservation Officer: No objections to the proposal.

8.5 Acoustic Officer: Recommends condition relating to fixed plant noise limits.

External Consultees

8.6 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 and associated NPPG are material considerations and have 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.

Supplementary Planning Guidance (SPG) / Document (SPD)

- 9.3 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:

- Land use
- Design and impact upon conservation area
- Neighbouring Amenity
- Noise and Vibration
- Accessibility
- Sustainability
- Refuse facilities

Land Use

- 10.2 The site is within an Employment Growth Area as identified in Development Management Policy DM5.1. This is a location which has been identified for its local or strategic economic potential or value. Policy CS13 encourages new business floorspace within the CAZ, while CS6 supports employment development within King's Cross which contributes to the use of land in order to meet the wider employment growth of the borough. The proposal will provide 123m² of B1 floorspace and the creation of additional B1 floorspace is welcomed and is considered to be acceptable.
- 10.3 As such, the principle of the development is acceptable subject to the assessment of the proposal in light of all other relevant policies, the site context and any other material planning considerations. The increase in the existing land use on the site would be compatible with the existing character of the surrounding conservation area in this central location.

Design and Impact Upon the Conservation Area

- 10.4 The application site consists of an end of terrace four storey property set within a row of terraced properties of mixed design. Whilst it is appreciated that some of the properties have been modernised in recent years, there is a clear vertical delineation formed by the alignment of windows in the front elevation, such that provides a uniform appearance to the street scene.
- 10.5 It is acknowledged that the property is currently in a poor state of repair, however, the proposed alterations are considered to improve the character and appearance of the property and its wider impact on the surrounding Conservation Area. The external materials of the roof extension have been altered from the originally submitted plans.

It was originally proposed that the external surfaces would comprise of zinc cladding, however, following concerns raised by the Design and Conservation officers regarding the suitability of the materials this has been changed to reglit glazing, which is considered to be more appropriate for the Conservation Area. This glazing finish would offer a lightweight finish and show a clear delineation between the existing lower floors of the host building and the new floor in this case which is considered to be visually appropriate in townscape terms. Suggested condition 3 will require approval of the final finishing materials of the development by the council to ensure the highest quality materials are selected for the development.

- 10.6 The proposal would introduce a new fourth floor. The proposed fourth floor extension, will be almost entirely glazed on the north and east elevations (with small amounts of Reglit glazing) and will comprise entirely of reglit glazing on the south elevation. This will minimise its impact on the street scene. The proposed roof extension will be one storey higher than the neighbouring property at 17 Crinan Street, four storey's lower than the residential block of flats to the south at 70-78 York Way and three storeys lower than 90 York Way located to the north of the application site. Within this context it is considered that the proposed additional floor harmonises with its context and is considered to fit into the wider context and built form along this section of Crinan Street and York Way.
- 10.7 The Conservation Area Design Guide (CADG) for King's Cross Conservation Area states that: *with refurbishment proposals which involve alterations or extensions, the original design and period of the building must be respected, including scale, roof and parapet lines, architectural style and material.* Although the fenestration at the ground floor level will be replaced, their size, siting and design will remain as existing. Aside from the new fourth floor rear extension, no external changes are proposed to the appearance of the property and the proposal is therefore considered to be in keeping with the character and appearance of the King's Cross Conservation Area.
- 10.8 The Council's Urban Design Guide (UDG, paragraph 2.3.3) states that: *the scale of a frontage can be further reduced by articulating the top floor as a recessive element and employing materials such as glass and steel with a lightweight appearance.*
- 10.9 The proposed fourth floor extension will be recessed back by 1 metre from the front building line along the Crinan Street frontage. Given the dense nature of the street and the large number of high rise buildings surrounding the application site the proposal will only be afford limited views from Crinan Street and York Way.
- 10.10 As such, it is considered that the proposed extensions would be subordinate to and integrate with the application property. Whilst some views of the extensions could be afforded between the properties on Crinan Street, these would be limited. Therefore, the proposed roof extension is not considered to result in any material harm to the conservation area and be in accordance with adopted guidance and Core Strategy policies CS9 & 12 and DM policies 2.1 & 2.3.

Neighbour Amenity

- 10.11 The neighbouring properties at 70-78 York Way and 90 York Way contain residential units with habitable windows facing the application site. The proposal would introduce a fourth floor level that would be predominantly glazed facing 90 York Way and 8 Crinan Street. However, reglit glazing has been introduced on the south elevation and there will be no windows facing directly onto 70-78 York Way.

- 10.12 It is noted that the immediate buildings due north and south of the site are used for residential purposes at the upper floor levels. A daylight/sunlight report attached with this application found that with regards to a daylight analysis, all the windows surveyed in 8 Crinan Street, 90 York Way, and 70-78 York Way would pass the Vertical Sky Component (VSC) test and daylight distribution test. The proposal therefore satisfies the BRE daylight requirements.
- 10.13 Furthermore, with regards to sunlight to windows, all windows which face within 90 degrees of due south were tested for direct sunlight. The daylight/sunlight report concluded that all the windows tested in 8 Crinan Street, 70-78 York Way and 90 York Way passed both the annual sunlight hours test and the winter sunlight hours tests. The proposed roof extension therefore complies with the BRE sunlight to windows requirement. Officers concur with the findings of this report.
- 10.14 The originally submitted plans proposed a roof terrace for office users on the front elevation facing 90 York Way. However, following concerns raised by planning officers regarding the appearance of the terrace this has been removed from the plans. It is also considered that the removal of the terrace will mitigate concerns raised by neighbouring residents regarding potential noise and disturbance and loss of privacy from future occupiers using the proposed roof terrace.
- 10.15 Concerns have been raised by neighbouring occupiers regarding loss of privacy. It is proposed that there will be a window to window distance of 16.5 metres between the application site and the neighbouring residential properties at No 90 York Way. The proposal will also be located 10.5 metres away from No 8 Crinan Street and will be a storey higher than this neighbouring property. Given the distances between the site and the fact the development will face these distances across a public highway in both instances it is not considered that the proposed development would result in overlooking or loss of privacy to the occupiers of these neighbouring residential units. The proposed eastern elevation facing towards 70-78 York Way will have no windows so this results in no opportunities to increase overlooking or loss of privacy concerns in relation to this property.
- 10.16 The proposed additional floor is separated from the side façade and windows of 70-78 York Way by varying distances from the shortest distance of 7.4 metres to 10 metres at the top floor level of this building. The main flat roof area of the proposed additional floor would be 0.811 metres higher than the top of the existing buildings pitched roof form with the air condenser units being well set in from the side elevations. Bearing in mind this modest increase in height, the distances between the application site and adjoining residential properties and the overall orientation of the site, it is considered that the proposed development will not have material adverse impact in terms of loss of outlook or any material increase in enclosure to adjoining residents windows and side terraces in this case.
- 10.17 It is acknowledged that the existing building is currently used for office accommodation and it would therefore be unreasonable to restrict the hours of use for future occupiers of the new commercial unit. It is proposed that the roof extension would provide new office accommodation which is not considered to be a high generating noise activity and therefore unlikely to result in unacceptable levels of noise and disturbance to neighbouring occupiers. With regards to light pollution it is noted that under Part L of Building Regulations the owners would be required to install sensory lights which would ensure the lights would only be on when the office accommodation is in use. This would ensure the proposal does not result in unnecessary light pollution to the occupiers of the neighbouring residential properties,

Noise and Vibration

- 10.18 The Council's Noise Officer has considered the proposal with regards to the new plant area and associated equipment and has recommended appropriate conditions so that the proposal will not create a noise nuisance to the occupiers of the neighbouring properties.

Accessibility

- 10.19 Positive steps have been taken with this proposal and reference has been made to the Council's Inclusive Design SPD with measures including sufficient turning circles outside the lift and accessible WCs. It is proposed that the office accommodation would be fully open plan. The existing level threshold entrance level to the existing building will remain unaffected by the proposed development.

Sustainability

- 10.20 The proposal seeks to construct the additional floor with high quality and sustainable materials and to meet all the credits required for water efficiency within BREEAM. The development has shown that rainwater harvesting and greywater recycling system would be impractical due to lack of roof space and visual concerns. However the development aims to achieve a 44% improvement in water consumption against a set baseline. The proposed replacement windows are also welcome and will improve the insulation and energy efficiency of heating spaces and heat loss on the upper floors of the building. Bearing in mind the scale of the development, it is considered that the development has made acceptable and proportionate improvements to the sustainability of the building as a whole.

Refuse facilities

- 10.21 The proposed development does not include any proposed alterations to the existing refuse facilities for the existing office space. It is considered that the modest increase in the size of existing B1 office space can be accommodated within existing refuse arrangements for the building without further or updated details to be required by the council.

11.0 SUMMARY AND CONCLUSION

Summary

- 11.1 The proposed roof extension and alterations to the ground floor and upper floor elevations are considered to be acceptable with regards to the land use, design, neighbour amenity, noise levels and accessibility. The proposed development will create valuable additional B1 floorspace while creating a contextually designed additional floor to the existing building.
- 11.2 As such, the proposed development is 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

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

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 permitted shall be carried out in accordance with the following approved plans: Design and Access Statement, Daylight and Sunlight Assessment, Sustainable Design and Construction Statement, Noise Report, 437A-EX.01, 437A-EX.02, 437A-EX.03, 437A-EX.04, 437A-EX.05, 437A-EX.06, 437A-EX.07, 437A-EX.08, 437A-EX.09, 437A-EX.10, 437A-EX.11, 437A-EX.12, 437A-EX.13, 437A-EX.14, 437A-EX.15, 437A-PA.06 REV B, 437A-PA.07 REV B, 437A-PA.08 REV B, 437A-PA.09 REV A, 437A-PA.10 REV B, 437A-PA.11 REV A, 437A-PA.12 REV B, 437A-PA.13 REV B, 437A-PA.14 REV A.</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 (compliance)
	<p>CONDITION: Details and samples of all facing materials shall be submitted to and approved in writing by the Local Planning Authority prior to any work commencing on site. The details and samples shall include:</p> <ul style="list-style-type: none">a) Roof extensions main facing materialsb) replacement window treatments and materials (including sections and reveals);c) any other materials to be used. <p>The development shall be carried out strictly in accordance with the details and samples so approved, shall be maintained as such thereafter and no change therefrom shall take place without the prior written consent of the Local Planning Authority.</p> <p>REASON: In the interests of securing sustainable development and to ensure that the resulting appearance and construction of the development is of a high standard.</p>

4	Noise
	<p>CONDITION: The design and installation of new items of fixed plant shall be such that when operating the cumulative noise level $L_{Aeq Tr}$ arising from the proposed plant, measured or predicted at 1m from the facade of the nearest noise sensitive premises, shall be a rating level of at least 5dB(A) below the background noise level $L_{AF90 Tbg}$. The measurement and/or prediction of the noise should be carried out in accordance with the methodology contained within BS 4142: 1997.</p> <p>Reason: To protect the amenities of neighbouring occupiers.</p>
5	New replacement window details
	<p>CONDITION: The replacement windows hereby approved shall match the existing building in terms of colour, texture, appearance and architectural detailing and shall be maintained as such thereafter.</p> <p>REASON: To ensure that the appearance of the building is acceptable.</p>
6	No roof terrace
	<p>CONDITION: The flat roof area on the hereby approved fourth floor roof level as shown on drawing number 437A-PA.06/Rev B hereby approved shall not be used as an amenity or sitting out space of any kind whatsoever and shall not be used other than for essential maintenance or repair, or escape in case of emergency.</p> <p>REASON: To prevent the undue overlooking of neighbouring habitable room windows.</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	Noise
	<p>The applicant is advised that a timer switch should be fitted to the plant to control the hours of operation for the different modes of operation.</p>

3	Community infrastructure Levy (CIL)
	<p>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> <p>Failure to submit a valid Assumption of Liability Notice and Commencement Notice prior to commencement of the development may result in surcharges being imposed and the development will not benefit from the 60 day payment window.</p> <p>Further information and all CIL forms are available on the Planning Portal at www.planningportal.gov.uk/planning/applications/howtoapply/whattosubmit/cil and the Islington Council website at www.islington.gov.uk/cilinfo. Guidance on the Community Infrastructure Levy can be found on the National Planning Practice Guidance website at http://planningguidance.planningportal.gov.uk/blog/guidance/community-infrastructure-levy/.</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 and associated NPPG are material considerations and have 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

6 London's transport:

- 6.3 Assessing effects of development on transport capacity
- 6.9 Cycling
- 6.13 Parking

7 London's living places and spaces:

- 7.2 An inclusive environment
- 7.3 Designing out crime
- 7.4 Local character
- 7.5 Public realm
- 7.6 Architecture
- 7.8 Heritage assets and archaeology
- 7.15 Reducing noise and enhancing soundscapes

B) Islington Core Strategy 2011

Spatial Strategy

CS8 (Enhancing Islington's Character)

Strategic Policies

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

CS13 (Employment Spaces)

C) Development Management Policies June 2013

DM2.1 Design

DM2.2 Inclusive Design

DM2.3 Heritage

DM5.1 New Business Floorspace

DM3.7 Noise and Vibration

DM7.1 Sustainable Design and Construction

DM7.2 Energy Efficiency and Carbon Reduction in Minor Schemes

DM8.2 Managing Transport Impacts

DM8.4 Walking and Cycling

DM8.5 Vehicle Parking

Supplementary Planning Guidance (SPG) / Document (SPD)

The following SPGs and/or SPDs are relevant:

Islington

- Accessible Housing in Islington
- Urban Design Guide
- Conservation Area Design Guidelines
- Inclusive Design

London Plan

- Accessible London: Achieving and Inclusive Environment
- Housing
- Sustainable Design & Construction
- Planning for Equality and Diversity in London