



PLANNING SUB-A COMMITTEE
Date: 20th June 2013

AGENDA ITEM NO:
NON-EXEMPT

Application number	P2013/0651/FUL
Application type	Full Planning Application (Householder)
Ward	St Peters Ward
Listed building	Unlisted
Conservation Area	Duncan Terrace / Colebrook Row
Licensing Implications	None
Site Address:	7 Oakley Crescent, London EC1V 1LQ
Proposal	Roof extension, creation of roof terrace and conversion of garage to habitable accommodation.

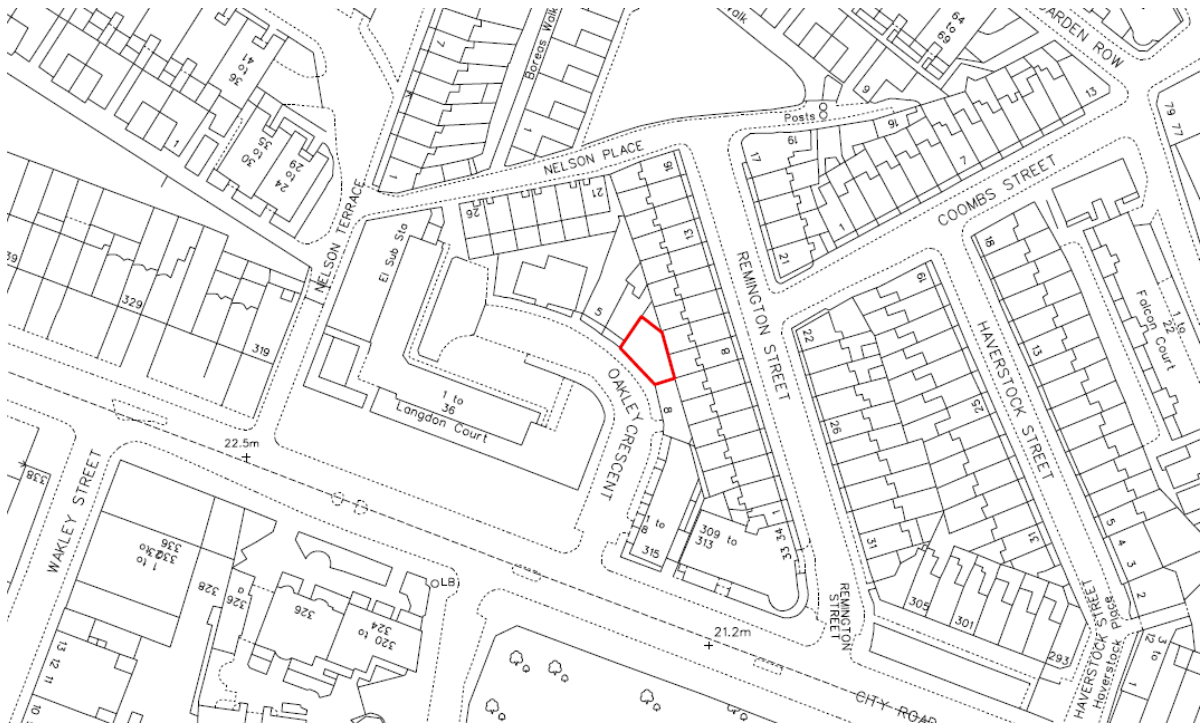
Case Officer	Nathaniel Baker
Applicant	Mr Mark Rawcliffe
Agent	Mr Murray Kerr (Denizen Works)

1. RECOMMENDATION

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

1. for the reasons for approval;
2. subject to the conditions set out in Appendix 1;

2. SITE PLAN (site outlined in red)



3. PHOTOGRAPHS OF SITE



View from junction with City road



View from Langdon Court



Rear elevation and gap between properties



Roof structure at neighbouring site:

SUMMARY

4. This application is for a roof extension, a roof terrace and the conversion of the integral garage.
- 4.1 The proposal has been amended during the course of the application following discussions with the case officer and further cross-sections were provided.
- 4.2 The main issues arising from this application are i) the impact on the character and appearance of the surrounding conservation area and the setting of the neighbouring statutorily listed buildings on Remington Street; ii) the impact on neighbouring residential amenities.
- 4.3 The proposed roof extension, terrace and conversion of the garage space are considered to be in keeping with the character and appearance of the application property and the conservation area and would not detract from the setting of the nearby listed buildings. In addition, due to the set back from the neighbouring properties, the existing relationship and the use of an obscure glazed screen, it is considered that the proposed roof extension and roof terrace would not result in any harmful impact on the amenities of local residential occupiers.
- 4.4 The following report addresses each of these key issues in turn and demonstrates how the proposed development is considered acceptable.

5. SITE AND SURROUNDING

- 5.1 The property consists of a two storey dwelling which wraps around the north east corner of the road and has flat roof, an integral garage and a small rear garden. The façade of the building has a vertical emphasis delineated with yellow facing brickwork, interspersed with glazing and planters and with a black painted panel at the top of each line of windows. The timber garage door, timber front door and panels above these are painted black. The building projects forward of the adjoining property to the west, No. 6 Oakley Crescent, which forms one half of a semi-detached 19th century pair of three

storey height with roof additions. To the south the property adjoins a similar property as the application property, which continues around the curve of the road and itself adjoins a more contemporary building which incorporates a roof projection and terrace. The site is located within the Duncan Terrace/Colebrooke Road Conservation Area. To the rear of the site, the terraced row of properties forming the west side of Remington Street are grade II statutory listed.

6. PROPOSAL (IN DETAIL)

- 6.1 The proposal consists of a roof extension to create a second floor, the creation of a roof terrace and conversion of the garage to habitable accommodation.
- 6.2 The proposed roof extension would have a flat roof and would project 2.7 metres above the roof, stepping down to 1.9 metres at the rear and would adjoin the east flank elevation of No.6 Oakley Crescent. It would have a maximum width of 6.5 metres and a maximum depth of 5 metres. It would have black cladding with projecting metal grill panels set at regular intervals and timber framed folding doors in the front elevation.
- 6.3 The roof terrace would extend across the front and side parts of the flat roof and would have a 1.9 metre high privacy screen on the south and east of the roof, and a 1.1 metre high balustrade along the of the roof west.
- 6.4 The integral garage would be converted to habitable space, together with a number of other proposed internal layout alterations. The garage door would be replaced with a window and facing brickwork.

Revision 1

- 6.5 Amended plans were received on 15th May 2013 which reduced the area of the roof terrace. A further sectional plan was received on 23rd May 2013 detailing the separation from the listed buildings on Remington Street as requested by officers.

7. RELEVANT HISTORY:

PLANNING APPLICATIONS:

- 7.1 **P001325** - Erection of a roof extension with roof terrace and conversion of existing integral garage into living accommodation. Application was granted conditional permission: 27th October 2000.

8. CONSULTATION

Public Consultation

- 8.1 Letters were sent to occupants of 67 adjoining and nearby properties at Oakley Crescent, City Road, and Remington Street on 14th March 2013. A site notice was placed at the site and the application advertised on 21st March 2013. The public consultation of the application therefore expired on 11th April 2013, 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 a total of one response objecting to the proposal 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):

Objections:

- 8.3
- The proposal would cut light and block visual sightlines from the neighbouring property that will increase the sense of claustrophobia that already existing. (See Para 10.9, 10.10, 10.11, 10.12 and 10.13)
 - The area already has a high density and the proposal would constitute over development. (See Para 10.9)
 - The terrace would overlook the neighbouring gardens. (See Para 10.11)
 - The proposal would affect the setting of the listed buildings to the rear and the conservation area. (See Para 10.5)

External Consultees

8.4 English Heritage:

We do not consider it is necessary for this application to be notified to English Heritage.

Internal Consultees

8.5 Conservation and Design Officer:

The CADG state that no roof extensions, rooflights or associated party wall alterations, will be permitted which are visible from the street or public area, including long views from side streets, open spaces or the canal and its towpath. The roofline of a street, particularly on terraces, is a major component of its character. The construction of roof extensions which are not in keeping with the terrace can be damaging to its architectural unity, and have a deleterious effect upon the character and appearance of the conservation area. The proposal fails to comply with this guidance.

The existing building is on a curved frontage and abuts the three storey (plus roof extension) semi detached pair of C19th houses. 7 and 8 are two storeys of similar design and the end terrace building two storeys with a part set back roof addition. The two storey buildings have a similar parapet height. The roof extension would disrupt the symmetry of 7 and 8, create an imbalance in the terrace and would appear incongruous against the houses at 5 and 6. Section 2.4 of the IUDG 2006 is relevant here.

The property is in close proximity to the terrace to the rear in Remington Street in particular 8, 9 and 10 which are two storeys over basement. The terrace is grade II listed C1846. The additional height and bulk created in close proximity to the rear of these properties is likely to harm their setting. Further contextual drawings illustrating the impact on the setting would need to be provided if the scheme were to be recommended for approval.

Following the receipt of revised plans, the Conservation Officer commented that although there would still be concern regarding the setting of the listed buildings, this relates to a potential cumulative impact if other roof extensions were to be built to the rear of the listed buildings.

9. RELEVANT POLICIES

9.1 **Details of all relevant policies and guidance notes are attached in Appendix 2. This report considered 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 and Islington Unitary Development Plan 2002. The policies of the Development Plan that are considered relevant to this application are listed at Appendix 2 of this report.

Emerging Local Development Framework Policy Documents

- 9.4 A. Islington's Development Management Policies – (Submission) June 2012
B. Finsbury Local Plan – (Submission) June 2012

The relevant emerging local Development Framework policies to this application are listed in Appendix 2 of this report.

Designations

9.5 The site has the following designations under the London Plan 2011, Islington Unitary Development Plan (2002):

- **Duncan Terrace/Colebrooke Road Conservation Area**

Supplementary Planning Guidance (SPG) / Document (SPD)

9.6 The SPGs and/or SPDs which are considered relevant are listed in Appendix 2.

10. ASSESSMENT

10.1 The main issues arising from this proposal relate to:

- Design and appearance of building and impact on surrounding conservation area and setting of neighbouring statutory listed buildings;
- Neighbouring residential amenities;

Design, Conservation and Heritage Considerations

10.2 The Conservation Area Design Guide states that no roof extensions will be permitted which are visible from the street or public area. The construction of roof extensions

which are not in keeping with the terrace can be damaging to its architectural unity, and have a deleterious effect upon the character and appearance of the conservation area.

- 10.3 The proposed roof extension would be set back from the front of the dwelling, following the building line of the adjoining property, No. 6, and would incorporate features to reflect those of the existing host property. This would include a flat roof design which steps down towards the rear, black clad elevations, which would be broken up by metal gridded trellis panels and timber framed folding doors in the front elevation. The flat roof and vertical emphasis created by the metal grill trellis and glazed doors reflect the verticality and simple design of the existing property. Whilst the proposed roof extension would sit in close proximity to the neighbouring property at its full height to no.6, the gap between the properties would result in a clear separation between the two distinct designs of dwelling. As such, the proposed roof extension would be in keeping with the character and appearance of the host dwelling. Whilst the application property and adjoining residential building share a 1960s design with a repeated vertical window detailing, due to the curved layout of the two properties, the differing colour detailing of the elevations and the varied neighbouring building context, the two buildings are not readily viewed as a symmetrical pair. As such, there would not be any harm to any perceived symmetry.
- 10.4 Views of the roof extension would be afforded from Oakley Crescent, its junction with City Road and some of the neighbouring properties. However it should be noted that on the corner of Oakley Crescent, at No. 315 City Road, there is a contemporary development which includes a set back, metal clad roof projection and a visible roof terrace. This development, is just one of a number of varying designs, ages, scale and type of property which forms Oakley Crescent, which leads to a varied character within this part of the conservation area. Due to this, its set back from the frontage, its modest height, its significantly lower level and setting against the flank elevation of No.6 Oakley Crescent, its design, the positioning of two street trees to the front of the site and the curve of the road, the proposed roof extension is considered not to be harmful to the character and appearance of the conservation area and it would not be overly prominent.
- 10.5 It is noted by the Conservation Officer that the property is in close proximity to the listed terrace to the rear of the site in Remington Street and is likely to harm the setting of these two storey properties. Following the receipt of these comments further cross section plans were provided by the applicant detailing the relationship between the proposed extension and the listed buildings on Remington Street it can be seen that by reason of its simple design, the reduced height of the roof extension towards the rear and the simple design of the terrace screening along with the distance of the extension to these properties, the proposed extension is not considered to be harmful to the setting of the listed buildings.
- 10.6 The proposed roof terrace would consist of an area to the front and side of the proposed roof extension, bounded by a 1.9 metre high obscurely glazed screen to the side and rear, and a 1.1 metre high glazed balustrade to the front of the property. Due to its set back from the parapet edge of the property and reasons set out above, views of the balustrade and those using the roof terrace would be limited. Furthermore, the additional amenity space would be more appropriate to the scale of the dwelling and expected occupancy.

- 10.7 The conversion of the garage to habitable space would consist of the replacement of the door with a window and a painted panel. The window and panel would align with the windows above and laterally across the property whilst also replicating the window detail (in the same location) at the adjoining property. The resultant loss of a parking space is in line with the Council's car free policy set out in Core Strategy policy CS10.
- 10.8 It should be noted that planning permission was granted in 2000 for the erection of a roof extension with roof terrace and conversion of existing integral garage into living accommodation. This permission was not implemented but the extension had a comparable height, albeit extending up to the rear elevation at full height, a greater footprint than currently proposed and the roof terrace also extended up to the rear and side elevations of the site. The currently proposed extension has a reduced footprint, incorporates a stepped down rear element, different materials and a reduced roof terrace area. Whilst there has been a number of material changes in policy including the introduction of the Unitary Development Plan (2002), the Islington Core Strategy (2011), the Development Management document (submission 2012), the Finsbury Local Plan (submission 2012) and the London Plan (2011), the site context remains similar
- 10.9 Concern has been raised regarding the resultant site density. The resulting development would have a density of 625 habitable rooms per hectare which is in accordance with standards set out in table 3.2 London Plan Policy 3.4.

Neighbouring Amenity

- 10.10 The proposed roof extension, at its nearest point would be set approximately 6 metres from the rear elevation of the Remington Road properties. However, where the proposed roof extension meets the rear elevation it would project only 1.4 metres above the existing parapet before stepping up to its full 2.15 metre height (taken from the parapet) at approximately 0.9 metres back from the rear elevation. Although visible from the rear gardens and windows serving the properties along Remington Road, due to its set back from the edge of the roof, the set down element to the rear, the tapering layout and orientation of the site, the existing relationship with the properties to the rear and that it would be set next to No. 6 Oakley Crescent, which is located in closer proximity to the property at Remington Road and has a greater height, the proposed roof extension would not be unduly overbearing or visually intrusive to the neighbouring occupiers. Furthermore, whilst there are two windows proposed in the rear elevation of the roof extension, these are higher level and if minded to approve the application these would be conditioned to be obscurely glazed with restricted opening.
- 10.11 The proposed roof terrace would be set back from the front, side and rear elevations and would incorporate an obscurely glazed screen to the side and rear which would be set at a height of 1.9 metres above the finished floor level of the roof terrace to match the height of the rear most part of the roof extension. The screen would restrict any potential overlooking to the neighbouring properties. Due to the set back from the parapet roof surround, its modest height, the distance from the neighbouring properties and the existing property relationship between Remington Road and the application property, the proposed roof terrace screen would not be overbearing or lead to a further sense of enclosure to the neighbouring occupiers.
- 10.12 Concern has been raised regarding overshadowing and loss of sunlight resulting from the proposal to the properties along Remington Street. The applicant has submitted a Daylight and Sunlight Assessment which details that whilst there would be some

reduction to both the amount of sunlight received to the neighbouring properties and the vertical sky component viewed from the windows in these properties, that the resultant levels would fall within acceptable standards as detailed in the BRE Guidelines.

- 10.13 The proposed garage conversion would not change the built form in relation to the neighbouring property. Together with the proposed internal alterations and roof extension, the potential occupancy of the property could be increased. However, the level of potential occupancy is acceptable for the size of the property and would not result in an over intensification of the use of the site.

Landscaping and Trees

- 10.14 Whilst two street trees are located to the front of the site. These would be located a significant distance from the proposed roof extension, such that they would not be affected by the development.

National Planning Policy Framework and Final Balancing Exercise

- 10.15 The scheme complies with the provisions of the NPPF and local policy, and is in accordance with statutory and material considerations.

11. SUMMARY AND CONCLUSION

Summary

- 11.1 In accordance with the above assessment, it is considered that the proposed roof extension, roof terrace and conversion of garage space is consistent with the policies of the London Plan, the Islington Core Strategy, the Islington Unitary 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 for the reasons and details as set out in Appendix 1 - RECOMMENDATIONS.

APPENDIX 1 – RECOMMENDATIONS

RECOMMENDATION A

That if members are minded to approve this proposal officers recommend that the following summary forms the **reasons for grant** to be published on the decision notice:

This proposal has been approved following consideration of all the relevant policies in the Development Plan (London Plan 2011, Islington Core Strategy 2011 and Islington Unitary Development Plan 2002), the National Planning Policy Framework (2012) and other material considerations.

- This decision was made by the Members of the Planning Sub-A Committee on the 20th June 2013.
- The delivery of this scheme would be consistent with the broad aims of the NPPF and its presumption in favour of sustainable development that supports economic growth, but also seeks to ensure social and environmental progress.
- The proposal is not considered to have a significant adverse effect on the residential amenity of neighbouring occupiers and is considered consistent with policy D3 (Site Planning) of the Islington Unitary Development Plan (2002) which seeks to protect the residential amenity of neighbouring properties.
- The proposal is considered to be acceptable in overall design and not to have a material adverse visual impact on the appearance of the host building, surrounding conservation area and neighbouring listed buildings. It is considered consistent with policies D4 (Designing in Context), D11 (Extensions and Alterations) and D24 (Materials) of the Islington Unitary Development Plan 2002, policies CS8 and CS9 of the Core Strategy 2011, and objectives of the Islington Urban Design Guide 2006, which seek to ensure high quality building design.
- The proposed development is therefore considered to comply with the National Planning Policy Framework (2012); The London Plan (2011); policies CS8 (Enhancing Islington's character), CS9 (Protecting and Enhancing Islington's Built and Historic Environment) and CS10 (Sustainable Design), of the Core Strategy; policies D3 (Site Planning), D4 (Designing in Context), D11 (Alterations and Extension), D24 (Materials) of the Islington Unitary Development Plan (2002); and the requirements of the Islington Urban Design Guide (2006) and the Islington Planning Standard Guide (2002).

RECOMMENDATION B

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>AP LOC 000, AP SP 000, AS EX 000 (Existing Sections), AP EX 000 (Floor Plans Existing), AE EX 000 (Existing elevations), AP DE 000, AP PRO 000 Rev A (Floor Plans Proposed), AS PRO 000 Rev A (Proposed Sections), AE PRO 000 Rev A (Proposed Elevations), AS PRO CON (Context Sections), Design and Access Statement and Daylight and Sunlight Assessment.</p> <p>REASON: To comply with Section 70(1)(a) of the Town and Country Act 1990 as amended and the Reason for Grant and also for the avoidance of doubt and in the interest of proper planning.</p>
3	Materials (details)
	<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 development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.</p> <p>REASON: To ensure that the Local Planning Authority may be satisfied with the external appearance of the building. In order to safeguard the special architectural or historic interest of the heritage asset in accordance with policy 12 of the National Planning Policy Framework 2012, policy D24 of the Islington Unitary Development Plan 2002 and policy CS9A and B of the Islington Core Strategy 2011.</p>
4	Insertion of Windows
	<p>CONDITION: Notwithstanding the provisions of Article 3 of the Town and Country Planning (General Permitted Development) Order 1995 (as amended), no windows or other openings (other than those shown on the submitted plans) shall be formed in the east (rear) elevation of the roof extension hereby approved.</p> <p>REASON: To protect the living conditions of neighbouring properties and the visual appearance of the area, in accordance with the policy 7.6 of the London Plan 2011, policy D11 of the Islington Unitary Development Plan 2002 and policies CS9 of the Islington Core Strategy 2011.</p>

<p>5</p>	<p>Roof Terrace Screen</p> <p>CONDITION: Prior to the first use of the roof terrace the 1.9 metre high obscurely glazed privacy screen on the south and east elevations of the roof terrace, as detailed on drawing number: AE PRO 000 Rev A, hereby approved shall be erected and shall be retained thereafter for the life of the development.</p> <p>REASON: To protect the living conditions of neighbouring properties and the visual appearance of the area, in accordance with the policy 7.6 of the London Plan 2011, policy D11 of the Islington Unitary Development Plan 2002 and policies CS9 of the Islington Core Strategy 2011.</p>
<p>6</p>	<p>Obscure Glazing</p> <p>CONDITION: The windows in the rear elevation of the roof extension hereby approved shall only be glazed with obscure glass and shall be non-opening and will be retained thereafter for the life of the development.</p> <p>REASON: To protect the living conditions of neighbouring properties and the visual appearance of the area, in accordance with the policy 7.6 of the London Plan 2011, policy D11 of the Islington Unitary Development Plan 2002 and policies CS9 of the Islington Core Strategy 2011.</p>

LIST OF INFORMATIVES

<p>1</p>	<p>Positive Statement</p> <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>
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APPENDIX 2: RELEVANT POLICIES

This appendices list all relevant development plan polices 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 and Islington Unitary Development Plan 2002. The following policies of the Development Plan are considered relevant to this application:

A) The London Plan 2011 - Spatial Development Strategy for Greater London

7 London's living places and spaces
Policy 7.4 Local character
Policy 7.6 Architecture
Policy 7.8 Heritage Assets and
Archaeology

B) Islington Core Strategy 2011

Spatial Strategy

Policy CS8 (Enhancing Islington's
Character)

Strategic Policies

Policy CS9 (Protecting and Enhancing
Islington's Built and Historic Environment)
CS10 (Sustainable Design)

C) Islington Unitary Development Plan (2002)

Conservation and Design Policies:

D3 (Site Planning)
D4 (Designing in Context)
D11 (Alterations and extensions)
D24 (Materials)
D25 (Roof Extensions)
Env17 (Protecting Amenity)

3 Emerging Local Development Framework Policy Documents

Following the submission to the Secretary of State on 16/08/2012, the draft development plan document listed below is currently subject to Independent Examination:

- Development Management Policies (Submission) June 2012

Hearings pertaining to the Independent Examination were held between 10 and 12 December 2012. Following these hearings, the council has proposed amendments to certain emerging policies/allocations which aim to resolve objections raised by representors. Key policies/allocations proposed to be amended and/or which are subject to unresolved objections are:

Development Management Policies:

Policy DM3 (Heritage)

Policy DM28 (Hotels and visitor accommodation)

Policy DM29 (Social and strategic infrastructure and cultural facilities)

Policy DM31 (Loss of existing business floorspace)

All emerging policies and allocations in the abovementioned document have a degree of weight as material considerations in the decision-making process. However, prior to receipt of the Inspector's Report on the outcome of the Independent Examination, the policies listed above should be considered to have relatively limited weight. Other emerging policies and allocations contained within these draft documents carry more significant weight.

The draft adoption version of the Finsbury Local Plan is scheduled for adoption by the council on 27/06/2013. Although not yet part of the borough's statutory development plan, the Inspector's report into the examination of the plan, issued on 30/04/2013, confirms that it is a 'sound' plan, subject to a limited number of modifications (which are reflected in the 'draft adoption' version). All policies in the 'draft adoption' version of the plan therefore carry significant weight in the decision-making process.

A) Islington's Development Management Policies (Submission) June 2012

DM1 (Design)

DM3 (Heritage)

B) Finsbury Local Plan (draft adoption version) June 2013

BC7 (Historic Clerkenwell)

4. Designations

The site has the following designations under the London Plan 2011 and Islington Unitary Development Plan (2002):

- **Duncan Terrace/Colebrooke Road Conservation Area**
- **Article 4(2) Duncan Terrace/Colebrooke Road**

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

The following SPG's and/or SPD's are relevant:

Islington UDP

- Planning Standards Guidelines
- Urban Design Guide
- Conservation Area Design Guidelines