



## PLANNING COMMITTEE REPORT

Development Management Service  
Planning and Development Division  
Environment and Regeneration  
Department  
PO Box 333  
222 Upper Street  
LONDON N1 1YA

<b>PLANNING SUB-COMMITTEE A</b>		<b>AGENDA ITEM NO:</b>
Date:	17 <sup>th</sup> March 2014	NON-EXEMPT

Application number	P2013/3592/FUL
Application type	Full Planning Application
Ward	Highbury East
Listed building	Unlisted
Conservation area	n/a
Development Plan Context	n/a
Licensing Implications	n/a
Site Address	21 Ronalds Road, Islington, London, N5 1XF
Proposal	Conversion of a dwellinghouse into 2 self-contained flats.

Case Officer	Mr Nathaniel Baker
Applicant	Mr Gilbert Awosika (Islington Borough Council)
Agent	N/A

### 1.0 RECOMMENDATION

The Committee is asked to resolve to GRANT planning permission:

1. subject to the conditions set out in Appendix 1; and
2. conditional upon the prior completion of a directors agreement securing the heads of terms as set out in Appendix 1;

**2.0 SITE PLAN (site outlined in red)**



**3.0 PHOTOS OF SITE/STREET**

Photo 1: Front elevation:



#### **4.0 SUMMARY**

- 4.1 Planning permission is sought for the conversion of a single dwellinghouse into two self-contained flats.
- 4.2 The proposed conversion is considered to provide adequate provisions for two residential units and the two proposed units would be secured by a Directors Agreement to be affordable units.
- 4.3 Any permission would be subject to suitably worded conditions and a legal agreement set out in Appendix 1.

#### **5.0 SITE AND SURROUNDING**

- 5.1 The site is located on the north side of Ronalds Road and consists of a two storey mid-terrace property with accommodation in the roof. The property currently forms a Social Rented house in the control of the Council.
- 5.2 The site is not located within a conservation area and the building is not listed.

#### **6.0 PROPOSAL (in Detail)**

- 6.1 The proposal is the conversion of the property into two self contained flats (1 x 2 bed and 1 x 1 bed). There are no external alterations proposed.

##### **Revision 1**

- 6.2 Amended plans were received on 11<sup>th</sup> February 2014 which revised the internal layout of the property altering the occupancy from 1 x 3 bed and 1 x 1 bed flat, to the current proposal.

#### **7.0 RELEVANT HISTORY:**

##### **Planning Applications**

- 7.1 No relevant history at the site

##### **Enforcement:**

- 7.2 None.

##### **Pre-application Advice:**

- 7.3 None.

#### **8.0 CONSULTATION**

##### **Public Consultation**

- 8.1 Letters were sent to occupants of 17 adjoining and nearby properties at Witherington Road and Ronalds Road on 22<sup>nd</sup> October 2013. The public consultation of the application therefore expired on 7<sup>th</sup> June 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 no responses had been received from the public with regard to the application.

### **Internal Consultees**

#### **8.3 Access and Inclusive Design Office –**

The Design and Access Statement makes no mention of Inclusive Design or Accessible Housing policies or standards.

- The plans indicate a front garden (area of hard standing) and at least one step to the front door. The opportunity to deliver a step free approach has not been taken.
- It appears that the entrance hall is very narrow and does not facilitate a 300mm manoeuvring space beyond the leading edge of the door.
- Within the flats there is no furniture shown (it is therefore impossible to gauge their quality) and no attempt made to demonstrate that the units are either visitable or adaptable. Indeed the introduction of winding tread stair cases and eccentrically laid out bathrooms seem wilfully to disregard those objectives.
- In a development of this sort it is expected that provision is made for the installation at a later date of a lift to the upper flat. However, given the scale of the development and the site constraints this can be relaxed. However, there is no excuse as to why the lower flat could not be made visitable and adaptable.

The applicant should be encouraged to revisit the proposal with reference to our Accessible Housing SPD.

8.4 **Transport Officer** – No response received.

## **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 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, 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
- Amenity
- Highways and Transportation
- Access
- Affordable Housing

### **Land Use**

10.2 Policy 3.4 of the London Plan encourages boroughs to optimise housing output, taking into account local context and character, design principles and transport capacity. This is supported by Core Strategy policy CS12 which seeks to provide more high quality, inclusive and affordable homes within the borough where there is an appropriate mix of unit sizes. The proposal would provide a two bedroom and a one bedroom flat, which due to the scale of the property is considered to represent an appropriate dwelling mix.

10.3 Policy DM3.3 requires properties to be converted to have a floor area in excess of 125 square metres. The existing property has a floor area in excess of 125 square metres, the dwelling mix does not include any one-person sized units and it provides a two bedroom unit, Unit2, in accordance with policy. A unit of 3 or more beds or more is not required by DM3.3 because the floor area is not sufficient to warrant the area of a larger unit.

10.4 As such, the principle of the development is acceptable subject to the assessment of the proposal in light of all other relevant policy, the site context and any other material planning consideration.

### **Amenity**

10.5 Table 3.2 of policy DM3.4 of the Development Management Policies stipulates the minimum gross internal floor space required for residential units on the basis of the level of occupancy that could be reasonably expected within each unit. Details of each unit are set out in the table below against the minimum floor space standards.

Unit	No. Bedrooms	Expected Occupancy	Floor Space	Minimum Required floor space	Required Storage
Unit 1	2	3	67	61	2
Unit 2	1	2	63	50	1.5

10.6 Both of the proposed units would provide a sufficient floor area, would have dual aspect and all habitable rooms would have an adequate outlook.

10.7 Unit 1, the larger of the two flats, would have the sole use of the rear garden, which provides sufficient amenity space. Whilst Unit 2 would not have any external amenity space, by reason of its small scale, the minimal occupancy level, site and layout constraints which prevent access to the rear garden and the proximity of the site to public open space (Highbury Fields is in close proximity to the east of the site), the provision of private amenity space is not considered to be reasonably required for this unit.

- 10.8 The resultant property would not result in an over intensification of the residential use of the building. Furthermore, although the first floor unit would have views over the rear garden, this would be a typical residential arrangement.

### **Highways and Transportation**

- 10.9 The site has a PTAL of 6a, which is 'Excellent' and although no cycle parking is provided at the site, the ground floor unit could be reasonably expected to store bicycles securely within the rear garden space.
- 10.10 The proposal does not include any cycle parking for the first floor flat. Whilst this could be provided within the shared front garden area, due to the limited size of the front garden, the open nature of the front of the site and the location of the front bay window, the provision of a secure cycle store would appear incongruous within the streetscene and could lead to a loss of outlook to the ground floor flat.

### **Access**

- 10.11 Since the receipt of the comments from the Inclusive Design Officer the proposal has been revised to reduce the occupancy level. Whilst the internal areas are still limited in scale, there would be no change to the current levels of access to the site. However, the furniture layout has now been detailed on the plans and the ground floor would provide living space and a W.C at ground floor level. Furthermore, the proposal would be required to meet with Part M of the building regulations. By reason of the limited works to facilitate the conversion it is considered unreasonable to require all of the Flexible Homes Standards to be met.

### **Affordable Housing**

- 10.12 The Council's Affordable Housing Small Sites Contributions Supplementary Planning Document (SPD) together with Core Strategy policy CS12 Part G states that development proposals below a threshold of 10 residential units (gross) will be required to provide a financial contribution towards affordable housing provision elsewhere in the borough.
- 10.13 The property is currently in use as a socially rented house and the two proposed flats would also be in this use. Core Strategy policy CS12 Part G seeks to provide affordable housing within the borough and the proposal would provide one additional affordable unit. A Directors Agreement has been made between the London Borough of Islington's Housing Department and Planning Department to ensure that the buildings retain in social rented use.

## **11.0 SUMMARY AND CONCLUSION**

### **Summary**

- 11.1 The proposed conversion of dwellinghouse into two self-contained flats is considered to be acceptable with regards to land use, amenity, neighbour amenity, highways and transportation, access and affordable housing provision.
- 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 and Directors agreement as set out in Appendix 1 - RECOMMENDATION.

## APPENDIX 1 – RECOMMENDATIONS

### RECOMMENDATION A

That planning permission be granted subject to the prior completion of a memorandum of understanding between the Service Director of the Council's Housing and Adult Services department and relevant officers in the local planning authority in order to secure the following planning obligations to the satisfaction of the Head of Law and Public Services and the Service Director, Planning and Development / Head of Service – Development Management or in their absence the Deputy Head of Service or Area Team Leader:

1. The two proposed units shall remain in social rented housing use and at no point shall be sold as marketable housing.

### RECOMMENDATION B

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

#### List of Conditions:

<b>1</b>	<b>Commencement</b>
	CONDITION: The development hereby permitted shall be begun not later than the expiration of three years from the date of this permission.  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).
<b>2</b>	<b>Approved plans list</b>
	CONDITION: The development hereby permitted shall be carried out in accordance with the following approved plans: Location plan, OVR/21RON/GC/01, OVR/21RON/GC/02, OVR/21RON/GC/03, RR01, RR02 and RR03 and Design and Access Statement.  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.
<b>3</b>	<b>Parking</b>
	CONDITION: All future occupiers of the residential unit known as Unit 2 hereby approved shall not be eligible to obtain an on street residents' parking permit except:  i) In the case of disabled persons; ii) In the case of units designated in this planning permission as "non car free"; or iii) In the case of the resident who is an existing holder of a residents' parking permit issued by the London Borough of Islington and has held the permit for a period of at least one year.  REASON: To ensure that the development remains car free.

#### List of Informatives:

<b>1</b>	<b>Positive Statement</b>
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	<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>Whilst no pre-application discussions were entered into, the policy advice and guidance available on the website was followed by the applicant.</p> <p>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>
<b>2</b>	<b>Memorandum of Understanding – Directors Agreement</b>
	<p>You are advised that this permission has been granted subject to completion of a memorandum of understanding between the Director of Housing and Adult Services and the Director of Environment and Regeneration.</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 is a material consideration and has been taken into account as part of the assessment of these proposals.

### **Development Plan**

The Development Plan is comprised of the London Plan 2011, Islington Core Strategy 2011, Development Management Policies 2013, Finsbury Local Plan 2013 and Site Allocations 2013. The following policies of the Development Plan are considered relevant to this application:

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

##### 3 London's people:

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

##### 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
- 7.15 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)

**CS12** (Meeting the Housing Challenge)

## **C) Development Management Policies June 2013**

**DM2.1** Design

**DM2.2** Inclusive Design

**DM3.4** Housing standards

**DM3.5** Private Outdoor Space

**DM3.7** Noise and Vibration

**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
- Car Free Housing
- Planning Obligations and S106
- Urban Design Guide
- Affordable Housing Small Sites SPD

### **London Plan**

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