



## PLANNING SUB-B COMMITTEE

Date: 04/06/2013

AGENDA ITEM NO:

B3

Application number	P121885
Application type	Conservation Area Consent
Ward	Highbury East
Listed building	Christ Church, Highbury (opposite the site, Grade II) Vicarage, 157 Highbury Grove (opposite the site, Grade II) Balloon-making workshop at 56a Highbury Grove (adjacent to the site, Grade II)
Conservation area	Partly located within the Highbury Fields Conservation Area (CA05) Within 50m of Aberdeen Park Conservation Area (CA27)
Development Plan Context	Map 5.1 - Employment Growth Area (Emerging Development Management Policies)
Licensing Implications	None
Site Address:	58 Highbury Grove, Islington N5 2AG
Proposal	Conservation area consent in connection with the demolition of the existing buildings at the rear of the site (Full Planning Application ref: P121884 also submitted)

Case Officer	Clare Preece
Applicant	Mr Andrew Bolt, Knott Park One LLP
Agent	Mr Glyn Emrys, Emrys Architects

### 1. RECOMMENDATION

The Committee is asked to resolve to **GRANT** conservation area consent subject to conditions set out in Appendix 1.

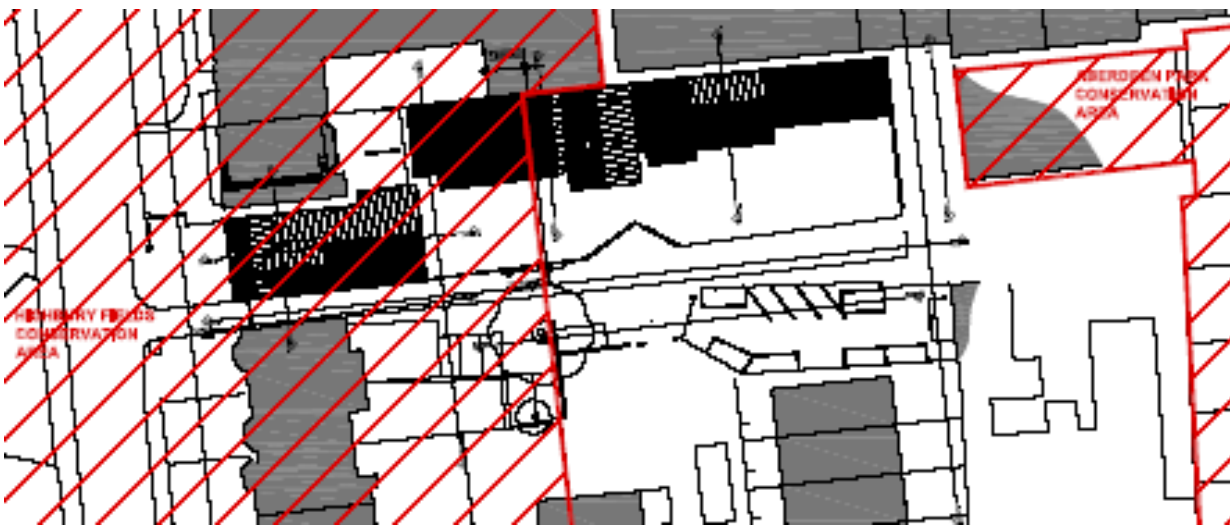
**2. SITE PLAN (site outlined in red)**



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Source: Drawing No. 1124-0100-AP-001 Rev PL03, received 08/02/2013.

**3. SITE IN RELATION TO CONSERVATION AREA BOUNDARY**



Source: Drawing 1124-100-AP-002 Rev PL01, Emrys Architects

#### 4. PHOTOS OF SITE/STREET

Existing buildings to the rear of No 58 Highbury Grove



#### SUMMARY

- 4.1 The main issues arising from this proposal relate to the impact of the demolition of the rear extension to the coach house and other workshop / storage buildings on the character and appearance of the Highbury Fields Conservation Area.

#### 5. SITE AND SURROUNDING

- 5.1 The application site comprises a linear site of approximately 0.13Ha in area with a short frontage to Highbury Grove to the west, and the substantive boundary to a private road known as Melody Lane to the south. Melody Lane is in the ownership of the applicant with the neighbouring occupiers having a right to use the lane.
- 5.2 The site is occupied by a two-storey former coach house at 58 Highbury Grove, and the rear buildings are a collection of single-storey workshops and storage units raised on a 1m high plinth and typically of brick or concrete construction with corrugated steel roofs.
- 5.3 The front coach house is located within the Highbury Fields Conservation Area. The application site is located on the east side of Highbury Grove, opposite Christ Church Highbury, a Grade II Statutory Listed building. The Aberdeen Park Conservation Area is located to the east of the application site.

#### 6. PROPOSAL (IN DETAIL)

- 6.1 Conservation area consent is sought for the demolition of the collection of single-storey buildings and single-storey extension to the rear of No. 58 Highbury Grove. It is proposed that the coach house at No. 58 Highbury Grove would be converted from an

office to two residential flats, which would require the contemporary partitions and fittings to be removed and the rear extension to the coach house being demolished. The small pitched roof to the north side of the retained coach house would be altered to form a flat roof.

- 6.2 The detailed description of the full planning application proposal is provided within a separate planning committee report.

### **Revision 1**

- 6.3 Following the site visit, it was apparent that the collection of buildings to the rear of the coach house are used as ancillary storage for the office. The description of the proposal was amended to omit reference to the use of the existing buildings falling within a B1(c) (Light Industrial) Use Class. This revision does not materially affect the consideration of the proposal and it was not considered that re-consultation was necessary.

### **Revision 2**

- 6.4 The applicant amended the red line site plan with replacement drawing 1124-0100-AP-001, received by the Council on 08/02/2013. Neighbouring properties with an access from Melody Lane were re-consulted following the receipt of the amended drawing.

## **7. RELEVANT HISTORY**

### **PLANNING APPLICATIONS:**

- 7.1 871103 – Permission refused 17/02/1988 for the '*Erection of a 4-storey building for use as offices and a storage depot*'.

### **ENFORCEMENT:**

- 7.2 There is no enforcement history.

### **PRE-APPLICATION ADVICE:**

- 7.3 Q110584 – Retention and conversion of the front coach house to provide 2 x 2-bedroom flats, demolition of the other buildings on site, and erection of 6 x 3-bedroom 3-storey houses and a 3-storey building accommodating 639sqm of B1 floorspace.
- 7.4 Advice provided 22/03/2012: Identified that the redevelopment proposals would replace the existing use, as well as introduce a residential use to the site. The location of the 'B1' uses to the rear of the site, adjacent to the vehicle workshop at 56a Highbury Grove, and the provision of residential development at the front and centre of the site was considered to be an acceptable arrangement. The applicant was advised that the site includes, and is surrounded by, important heritage assets which would be affected by the redevelopment proposals. The retention of the front coach house was welcomed, and the conversion of the building to form two flats was considered to be acceptable.

## **8. CONSULTATION**

### **Public Consultation**

- 8.1 Letters were sent to occupants of 93 adjoining and nearby properties at Kelvin Road, Highbury Grove, Melody Lane and Aberdeen Park on 21/09/2012 and 11/02/2013. The

second round of consultation was for a shorter period of 14-days, following the receipt of amended information. A site notice and press advert were displayed on 27/09/2012. The first round of public consultation of the application expired on 18/10/2012 and the second (shorter) round of consultation ended on 25/02/2013. 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 16 members of the public had responded to the notification of the full planning application (P121884) and no letters were received in response to the conservation area consent application. The representations relating to the full planning application did not raise the demolition of the existing buildings, the subject of this application, as a reason for objection.

### **External Consultees**

- 8.3 English Heritage advised that the application should be determined in accordance with national and local policy guidance and on the basis of the Council's specialist conservation advice.

### **Internal Consultees**

- 8.4 Conservation and Design Officer raised no objection to the proposed demolition.

## **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 and Islington Unitary Development Plan 2002.

### **Emerging Policy Documents**

- A. Islington's Development Management Policies – Submission, June 2012
- B. Finsbury Local Plan – Submission, June 2012
- C. Site Allocations Document – Submission, June 2012

### **Designations**

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

- Partly located in the Highbury Fields Conservation Area (CA05)
- Within 50m of Aberdeen Park Conservation Area (CA27)

### **Supplementary Planning Guidance (SPG) / Document (SPD)**

9.4 The following SPG's and/or SPD's which are considered relevant are listed in Appendix 2.

## **10. ASSESSMENT**

10.1 The main issues arising from this proposal relate to:

- Impact of the proposed demolition on the conservation area

### **Demolition, Conservation and Heritage**

- 10.2 The western part of the site is located within the Highbury Fields Conservation Area (refer to paragraph 3 for the conservation area boundary map). The coach house, its single-storey rear extension and the first two (of seven) single-storey storage buildings are located within the boundary of the conservation area.
- 10.3 The Design and Conservation Officer confirmed that the buildings to be demolished do not have any historic interest and also do not make a positive contribution to the character and appearance of the conservation area.
- 10.4 Paragraph 138 of the National Planning Policy Framework (NPPF) states that "...not all elements of a Conservation Area will necessarily contribute to its significance". As the existing buildings to be demolished do not contribute to the significance of the conservation area it is considered that the NPPF's aim to conserve and enhance the historic environment is not undermined by the proposed demolition.
- 10.5 Policy D21 of Islington's Unitary Development Plan (UDP) states that a condition may be imposed to ensure acceptable redevelopment of the site before consent is given for the demolition - condition 3 secures compliance with this part of the policy.
- 10.6 Policy D21 of the UDP, policy CS9 of Islington's Core Strategy, emerging policy DM3 and policy 7.8 of the London Plan advocate the presumption in favour of the preservation or enhancement of the special character and appearance of conservation areas and their settings. It is considered that the proposal to retain the existing coach house would meet this objective, whilst allowing the demolition of later-extensions that do not positively contribute to the significance of the Highbury Fields Conservation Area.

### **National Planning Policy Framework and Final balancing Exercise**

- 10.7 The proposal is considered to accord with the aims of the NPPF and to promote sustainable growth that balances the priorities of economic, social and environmental growth. Consideration to the proposal has been given with respect to section 12 of the NPPF which relates to conserving and enhancing the historic environment. It is not considered that the development causes substantial harm to the designated or undesignated heritage assets in the vicinity of the site.

## 11. SUMMARY AND CONCLUSION

### Summary

- 11.1 The full planning application (LBI ref: P121884) for the conversion of the coach house and redevelopment of the rear of the property is considered to provide a high-quality redevelopment scheme and it is therefore recommended that the proposed partial demolition of the collection of buildings to the rear, the rear extension to the coach house, and part of the small pitched roof to the northern side of the coach house is acceptable.

### Conclusion

- 11.2 It is recommended that conservation area consent be granted subject to conditions and for the reasons as set out in Appendix 1 - RECOMMENDATIONS.

## APPENDIX 1 – RECOMMENDATIONS

### RECOMMENDATION A

That the grant of Conservation Area Consent be subject to conditions to secure the following:

#### List of Conditions:

1 **Commencement**

CONDITION: The demolition 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).

2 **Approved drawings and documents**

CONDITION: The development hereby approved shall be carried out in accordance with the following approved plans and documents:

1124-0100-AP-001 PL03; 1124-0100-AP-002; 1124-0100-AP-003 PL01; 1124-0100-AP-04 PL01; 1124-0100-AP-005 PL01; 1124-0100-AP-006 PL01; 1124-0100-AP-007 PL02; 1124-0100-AP-008 PL01; 1124-0100-AP-009; 1124-0100-AP-010 PL01; 1124-0100-AP-011 PL01; 1124-0170-AP-001 PL01; 1124-0170-AP-002 PL01; 1124-0700-AP-003 PL01; 1124-0170-AP-004 PL01; 1124-0170-AP-005 PL01; 1124-0170-AP-006; 1124-0400-AP-005 PL01; 1124-0700-AP-003 PL01; Design and Access Statement (including Heritage Statement).

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.

3 **Contract for redevelopment**

CONDITION: No demolition shall take place unless and until a contract for the building of the replacement development in accordance with planning permission ref: P121884 has been secured and evidence of such contract(s) has been

submitted to and approved in writing by the Local Planning Authority.

REASON: To prevent premature demolition in a Conservation Area in accordance with policy D21 of the Islington Unitary Development Plan 2002.

#### 4 **Demolition Method Statement**

CONDITION: A report assessing the planned demolition and construction vehicle routes and access to the site including addressing pedestrian and cyclist safety and environmental impacts (including (but not limited to) noise, air quality including dust, smoke and odour, vibration and TV reception) of the development shall be submitted to and approved in writing by the Local Planning Authority prior to any works commencing on site.

The report shall assess and take into account the impacts during the demolition and construction phases of the development on nearby residential amenity, other occupiers including the business users located along Melody Lane together with means of mitigating any identified impacts.

The document should pay reference to Islington's Code of Construction Practice, the GLA's Best Practice Guidance on control of dust from construction sites, BS5228:2009 and any other relevant guidance.

The development shall be carried out strictly in accordance with the details so approved and no change there from shall take place without the prior written consent of the Local Planning Authority.

REASON: In order to secure highway safety and free flow of traffic on Highbury Grove and local residential amenity and mitigate the impacts of the development in accordance with policies: 6.3 of the London Plan 2011 and policies: D3; T15; and T55 of the Islington Unitary Development Plan 2002.

#### **List of Informatives:**

##### 1 Positive Statement

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. 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. 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.

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.



## RECOMMENDATION B

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) and other material considerations including the National Planning Policy Framework, which is not considered to introduce any conflicting approach to the application of the Council's Development Plan policies with respect to these proposals.

- This decision was made by the Members of the Planning Sub-Committee B on the 4 June 2013.
- The National Planning Policy Framework (NPPF) identifies within paragraph 138 that "not all elements of a Conservation Area will necessarily contribute to its significance". The buildings to be demolished, including the rear extension and small element of pitched roof to the rear of the retained coach house at No. 58 Highbury Grove and the row of single storey buildings along the northern boundary of the site, are not considered to have any historic interest and do not contribute to the significance of the conservation area. The NPPF's aim to conserve and enhance the historic environment is not considered to be undermined by the proposal.
- The proposed extent of demolition is acceptable and the loss would not cause unacceptable harm to the significance of the Highbury Fields Conservation Area. The proposal is considered to meet the objectives of policy 7.8 (Heritage assets and archaeology) of the London Plan 2011, policy CS9 (Protecting and Enhancing Islington's Built and Historic Environment) of the Islington Core Strategy 2011, policy D21 (Control Over Demolition) of the Islington Unitary Development Plan 2002 and policy DM3 (Heritage) of the emerging Development Management Policies (Submission June, 2012) that seek to protect buildings and structures that make a positive contribution to a conservation area.

## **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**

**6 London's transport  
Policy 6.3 Assessing effects of  
development on transport capacity**

**7 London's living places and spaces  
Policy 7.8 Heritage assets and  
archaeology  
Policy 7.9 Heritage-led regeneration**

#### **B) Islington Core Strategy 2011**

##### **Strategic Policies**

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

#### **C) Islington Unitary Development Plan (2002)**

**Conservation and Design Policies:  
D3 (Site Planning)  
D21 (Control over demolition)**

**Sustainable Transport Policies:  
T15 (Traffic Reduction on Borough  
Road Network)  
T55 (New Development)**

### **3. Emerging Policy Documents**

**A) Islington's Development Management Policies – Submission, June 2012**

**B) Finsbury Local Plan – Submission, June 2012**

**C) Site Allocations Document – Submission, June 2012**

As part of the independent examination of the draft Development Management Policies, Site Allocations and Finsbury Local Plan Development Plan Documents, a series of hearings took place between 10 and 13 December 2012. As a result of the hearings

process, a number of modifications need to be made to the three documents. The council is consulting on these proposed modifications between 21 January and 4 March 2013.

Any comments received in response to this consultation will be considered by the Planning Inspector overseeing the independent examination. The Inspector will later issue a report (likely to be in mid-March 2013) setting out whether the documents can be adopted by the council – and what changes are needed to make the documents ‘sound’.

These documents, whilst not adopted, give an indication of the Council’s approach to sustainable development proposals for the next 15 years, a spatial approach to the Bunhill and Clerkenwell areas as well as particular site allocations. The emerging policies are a material planning consideration.

### **Islington’s Development Management Policies – Submission, June 2012**

**Design and Heritage**  
**DM3** Heritage

**Transport**  
**DM46** Managing transport impacts

#### **7. Supplementary Planning Guidance (SPG) / Document (SPD)**

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

**Islington UDP**  
- **Conservation Area Design Guidelines**

**London Plan**  
- **Sustainable Design & Construction**