



PLANNING SUB-COMMITTEE A
Date: 4 June 2013

AGENDA ITEM NO:
NON-EXEMPT

B4

Application number	P2013/0482/FUL
Application type	Full Planning
Ward	St Mary's
Listed building	Not listed
Conservation Area	Not located within a conservation area
Development Plan context	No constraints
Licensing Implications	None
Site Address	Site of former schoolkeepers house, 122 Canonbury Road, Islington, London N5 1XB
Proposal	Erection of a three storey building incorporating 3 residential units (one x 1-bedroom flat and two x 2-bedroom flats) with external cycle and refuse storage, landscaping, front boundary wall with railings and associated alterations.

Case Officer	Tobias Finlayson
Applicant	David Ronan of Islington Council
Agent	Mr James Traynor, ECD Architects

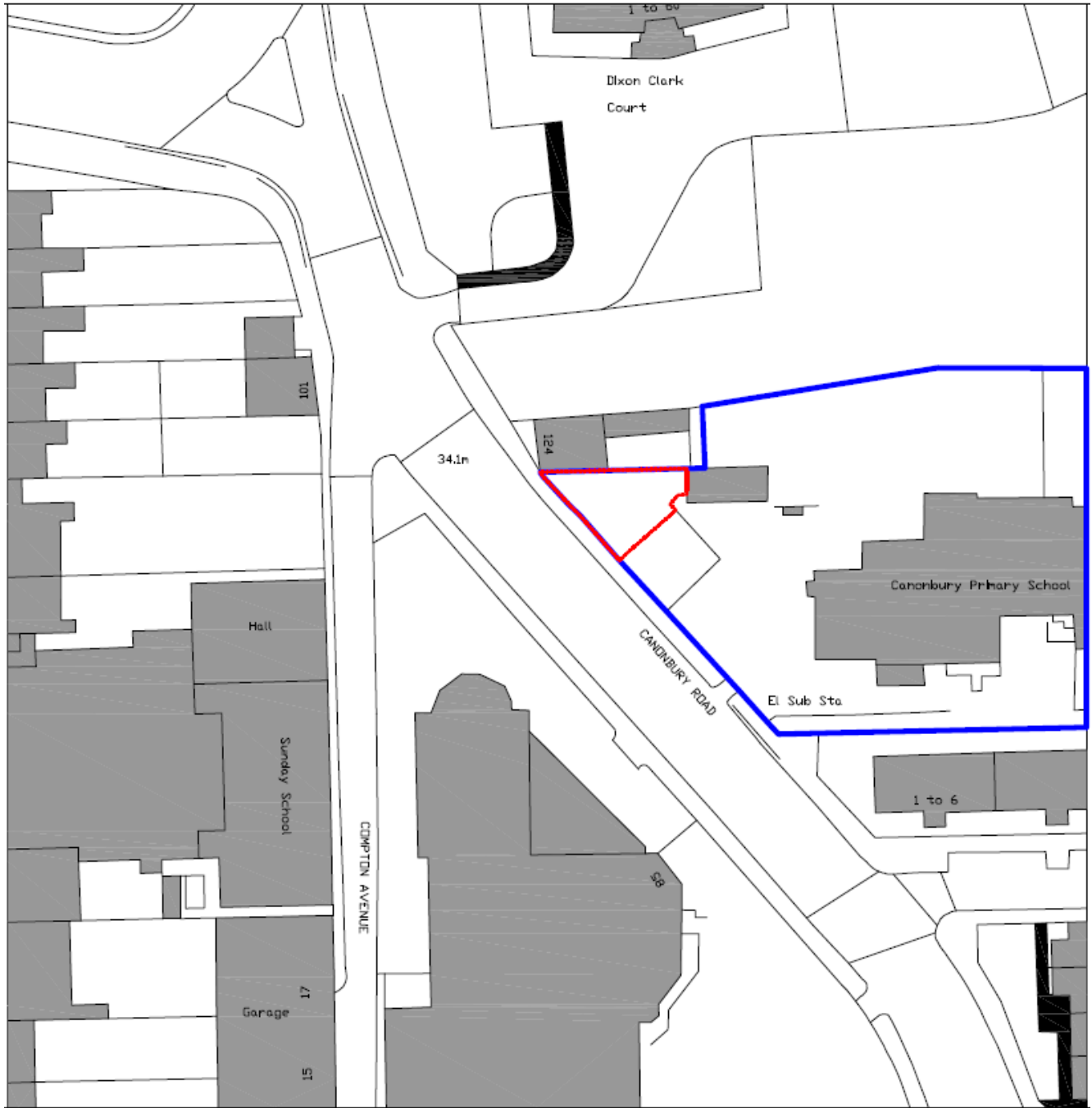
1. RECOMMENDATION

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

1.1.1. for the reasons for approval; and

1.1.2. subject to the conditions set out in Appendix 1.

2. SITE PLAN (site outlined in red)



3. PHOTOGRAPHS OF SITE/STREET

Front (west) view of site.



View looking northwest along Canonbury Road with site on right-hand side.



View looking southeast along Canonbury Road with site on left-hand side.



View of site prior to demolition of former schoolkeepers house.



4. SUMMARY

4.1 This application seeks planning permission for the erection of a three storey building incorporating 3 residential units (one x 1-bedroom flat and two x 2-bedroom flats) with external cycle and refuse storage, landscaping, front boundary wall with railings and associated alterations.

4.2 The new units will all be intermediate affordable accommodation.

4.3 It is noted that although no objections from the public to the application have been received because the Council has an interest, it therefore needs to be considered at committee rather than delegated level.

4.4 The main issues arising from this proposal relate to:

- Land use. In summary, the proposal is considered acceptable in this regard as there is no objection in principle to the continued use of the site for residential use.
- Standard of residential accommodation. In summary, the proposal is considered acceptable in this regard as the units are all dual aspect above minimum size standards and provide good amenity.
- Housing mix. In summary, the proposal is considered acceptable in this regard as it provides 2 x 2 bed units, which are the most sought after and 1 bed unit, which is acceptable given the site constraints.
- Affordable housing. In summary, the proposal is considered acceptable in this regard as all 3 units will be intermediate affordable housing.
- Design and appearance. In summary, the proposal is considered acceptable in this regard as, on balance and subject to the appropriate condition, the design and appearance of the proposed scheme will be acceptable and in accordance with relevant design policies.
- Neighbouring amenity. In summary, the proposal is considered acceptable in this regard as the use of high level windows, obscure glazing screens and partially restricted access to the roof terrace will prevent the majority of potential overlooking of the school and in addition, there are no residential properties adjoining the site.
- Highways and transportation. In summary, the proposal is considered acceptable in this regard as no on-site parking is proposed, suitable cycle parking is provided and the area has the 2nd highest PTAL rating of 6a.
- Accessibility. In summary, the proposal is considered acceptable in this regard as all 3 units are designed to meet Lifetime Homes standards and Islington's Accessible Housing SPD standard.
- Sustainability. In summary, the proposal is considered acceptable in this regard as the scheme can satisfactorily achieve Code for Sustainable Homes Level 4.

5. SITE AND SURROUNDING

5.1 The application site is a triangular shaped area of land (0.0151ha) located on the northeastern side of Canonbury Road.

- 5.2 The most recent use of the site has been for residential purposes. The site formerly had a residential building on the site known as the schoolkeepers house. This building was demolished in 2012.
- 5.3 The site is not listed and is not located in a conservation area although it is surrounded by the Canonbury Conservation Area to the east of the site and the Upper Street North Conservation Area to the west of the site.
- 5.4 The site is surrounded by commercial, residential and educational uses, with Canonbury Primary School, adjoining to the south. Directly to the north of the site is located a 2 storey building that is in office use and immediately further north is located a 15 storey residential tower block.

6. PROPOSAL (IN DETAIL)

- 6.1 Planning permission is sought for the erection of a three storey building incorporating 3 residential units (one x 1-bedroom flat and two x 2-bedroom flats) with external cycle and refuse storage, landscaping, front boundary wall with railings and associated alterations.
- 6.2 An application for prior notification to demolish the schoolkeepers house on the site, a two storey early Victorian building, was submitted in December 2011 and was subsequently determined that prior approval was not required.
- 6.3 Demolition on the site took place between February and April 2012 in order to tie in with school holidays. The site is currently vacant.
- 6.4 The applicant engaged the formal pre-application advice service and subsequently a number of design revisions were made.

7. RELEVANT HISTORY

- 7.1 **February 2012:** Prior approval (Ref: P121245) not required for *Prior notification for demolition of a vacant two storey building (schoolkeepers house)*.

8. CONSULTATION

Public Consultation

- 8.1 Letters were sent to occupants of adjoining and nearby properties and a site notice was also displayed. At the time of the writing of this report no objections had been received from the public with regard to the application however, it is the Council's practice to continue to consider representations made up until the date of a decision.

External Consultees

- 8.2 No external consultation required.

Internal Consultees

- 8.3 Street Environment Manager: No objection to the refuse/recycling arrangements.
- 8.4 Conservation and Design: States that should the scheme be approved, stringent conditions to control the quality of implementation should be imposed as the success of

the scheme will largely rely on the quality of materials and detailing to ensure a crisp finish and appropriate response to the surrounding palette of materials.

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

- 9.3 Islington's Development Management Policies –Submission, October 2011.

Designations

- 9.4 The site has no designations under the London Plan 2011 and Islington Unitary Development Plan 2002.

Supplementary Planning Guidance (SPG)/Document (SPD)

- 9.5 The SPG's and/or SPD's that are considered relevant are listed in Appendix 2.

10. ASSESSMENT

- 10.1 The main issue arising from this proposal relates to:

- Land use
- Standard of residential accommodation
- Housing mix
- Affordable housing
- Design and appearance
- Neighbouring amenity
- Highways and transportation
- Accessibility
- Sustainability

Land-use

- 10.2 The proposal will result in a new 3 unit residential building on the site of the former schoolkeepers house and therefore does not result in any land use issues. No objection is raised in principle to the continued use of the site for residential use.

Standard of residential accommodation

- 10.3 The units would comply with the recommended minimum floor space standard contained in the London Plan and the emerging Development Management Policies with the units also being dual aspect. Relevant policies state that new development should provide accommodation of an acceptable standard with satisfactory aspect, daylight and sunlight. On the basis of the above, it is considered that the proposed residential units would provide an acceptable living environment for future occupiers.

Housing mix

- 10.4 The proposed housing mix would be 2 x 2 bed flats and one x 1 bed flat. This mix provides the most sought after unit type (2 bedrooms) within the borough and is considered to be suitable given the site constraints.

Affordable housing

- 10.5 The scheme is a Council's own development and proposes the creation of 3 intermediate units. In order to secure these in perpetuity, an agreement between the Director of Housing and Social Services and the Director of Environment and Regeneration will be entered into.

Design and appearance

- 10.6 The proposal has gone through extensive pre-application discussions and is considered generally acceptable in terms of its scale, bulk, mass and proportions. The design has been improved through pre-application discussions and most of the concerns previously raised have been addressed.
- 10.7 The site is abutted by a fine 2 storey Regency/early Victorian building and has a substantial red brick Board School at the rear. Both buildings are considered to be valuable, non-designated heritage assets and as a result it is important that their scale and architectural character and appearance are respected and not harmed by the any new development. The local palette of materials largely comprises render and red brick and in the wider setting London stock brick is evident.
- 10.8 As was highlighted in pre-app discussions, it is important that any new building on the site should be of high quality contextual contemporary architecture.
- 10.9 Although the proposed building is not considered of outstanding architectural quality, the design is relatively simple and on balance, considered to be respectful of its surrounding context in terms of scale, bulk and mass and in this respect is acceptable. The form and architectural expression however, is not entirely sympathetic to its context, particularly:
- The lack of alignment between the proposed building and the existing adjoining villa, which leaves a prominent large section of blank flank wall of the adjoining building between the two sites to the front;
 - The front entrance area; and
 - The projecting balcony and the quality of the balustrade.
- 10.10 Whilst the above points are unfortunate, they are not considered, given the constraints of the site, to reasonably warrant refusal of the application. Prior to demolition of the former schoolkeepers house, there was always a large expanse of the adjoining early

Victorian building visible. The site constraints, namely the angled relationship and relatively small site combined with the policy requirement to have a set back to ensure defensible space means that the proposed development maintains the historical exposure of the adjoining flank wall and also results in an entrance that also needs to be set back.

10.11 In addition, to ensure the quality of implementation is controlled, a condition should be imposed requiring full details of materials as the success of the scheme will largely rely on the quality of materials and detailing to ensure a crisp finish and appropriate response to the surrounding palette of materials. In this regard, condition 3 is recommended that requires the submission and approval of details of:

- a) all facing materials including:
 - (i) sample of brickwork showing facebond and pointing (which ideally should be Flemish bond with slightly recessed joints);
 - (ii) roof structure cladding (which should, ideally, be a warmer dark colour such as bronze for instance);
 - (iii) entrance canopy;
 - (iv) shading/privacy screens;
 - (v) balcony (including balustrade, base and underside of projection);
 - (vi) entrance door;
- b) windows (with deep window reveals, ideally a minimum of 180-200 mm, colour to match roofing colour would be encouraged);
- c) boundary treatment (brick dwarf wall, black metal railings and gate).

10.12 Overall, on balance and subject to the appropriate condition, the design and appearance of the proposed scheme will be acceptable and in accordance with relevant design policies.

Neighbouring residential amenity

10.13 There are no residential properties adjoining the application site, with the building to the north in office use and the grounds and buildings of the Canonbury Primary School to the southeast. Therefore, the proposed development will not harm the residential amenities enjoyed by the occupiers of adjoining properties. With regard to potential overlooking of the school grounds, the windows in the southeastern flank elevation facing the majority of the grounds are high level with the upper most on the second floor also being obscure glazed. With regard the eastern elevation, the ground floor rear amenity area will be shielded from view by the by the existing concrete structure on the boundary. The upper floors have no balconies on this elevation and the windows are half screened preventing the majority of potential overlooking. Furthermore, the southeastern corner of the second floor roof terrace will only be accessible for maintenance and therefore not provide the opportunity for overlooking of the school grounds.

Highways and transportation

10.14 No on-site car parking spaces are provided as part of this development and there is good accessibility to tube and overland local railway at Highbury and Islington Station, as well as buses and as the PTAL rating for the site is 6A, the site is suitable for a car free development. This approach is encouraged by the Islington Core Strategy and the adopted London Plan 2011.

10.15 Furthermore, there is cycle storage space provided for all the flats alongside the refuse and recycling storage, which is located to the right of the proposed residential building, in line with Transport for London standards which requires one cycle space per bedroom. This provision and arrangement is acceptable.

Accessibility

10.16 All 3 units are designed to meet Lifetime Homes standards and Islington's Accessible Housing SPD standard and no objection is raised.

Sustainability

10.17 Passive design and energy efficiency measures have been given precedence over the addition of 'clean' and 'green' technologies and it has been demonstrated that the proposed scheme can satisfactorily achieve Code for Sustainable Homes Level 4. The building design includes the following:

- The proposed heating system will be via high efficiency individual gas boilers allowing good flexibility but low emissions and low maintenance;
- The building will be designed to reduce fabric and ventilation heat losses to a minimum thereby reducing energy consumption and resulting CO2 emissions through super insulated walls and high levels of air-tightness;
- Modern Methods of Construction will be used to ensure swift fabrication and high quality on a tight urban site;
- The building will be designed to minimise waste in accordance with best practice information provided by WRAP; and
- It is intended to specify materials with low embodied energy in order to reduce energy / carbon in construction.

10.18 These measures are considered acceptable.

11. SUMMARY AND CONCLUSION

Summary

11.1 Overall, the proposed new three storey residential building (one x 1-bedroom flat and two x 2-bedroom flats) with external cycle and refuse storage, landscaping, front boundary wall with railings and associated alterations is in accordance with relevant policy and considered acceptable.

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-Committee on the 4 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 proposed development provides an acceptable standard of accommodation and is in accordance with policies 3.5 (Quality and design of housing developments) and 7.2 (An inclusive environment) of the London Plan 2011, policy CS12 (Meeting the housing challenge) of the Islington Core Strategy 2011, policy H7 (Standards and guidelines) of the Islington Unitary Development Plan 2002, the Planning Standards Guidelines 2002 and policy DM12 (Housing standards) of the emerging Development Management Policies 2012;
- The proposed development provides an appropriate housing mix and is in accordance with policy CS12 (Meeting the Housing Challenge) of the Core Strategy 2012, policy H3 (New housing and changes of use to residential) of Islington's Unitary Development Plan 2002 and policy DM11 (Residential conversions and extensions) of the emerging Development Management Policies 2012;
- The proposed development will comprise entirely affordable housing units and is in accordance with policies
- The proposal is, on balance, considered to be acceptable in overall design, not to have a material adverse visual impact and will preserve the character and appearance of the surrounding conservation area and is considered consistent with policies 7.4 (Local character) and 7.6 (Architecture) of the London Plan 2011, policies CS8 (Enhancing Islington's character) and CS9 (Protecting and enhancing Islington's built and historic environment) of the Islington Core Strategy 2011, policies D3 (Site planning), D4 (Designing in context), D5 (Townscape) and D8 (Boundary walls, paving and street furniture) of the Islington Unitary Development Plan 2002, the Islington Urban Design Guide 2006 and policies DM1 (Design) and DM3 (Heritage) of the emerging Development Management Policies 2012;
- The proposed development will not harm the residential amenities enjoyed by the occupiers of adjoining properties and is in accordance with policies Env17 (Protecting amenity) and D3 (Site planning) of the Unitary Development Plan 2002 and policy DM1 (Design) of the emerging Development Management Policies 2012;
- The proposed development is considered acceptable with regard to highways and transportation and is in accordance with policies 6.3 (Assessing effects of

development on transport capacity) and 6.13 (Parking) of the London Plan 2011, policy CS10 (Sustainability) of the Islington Core Strategy 2011, policy T18 (Parking and traffic restraint) of the Islington Unitary Development Plan 2002 and policies DM46 (Managing transport impacts) and DM49 (Vehicle parking) of the emerging Development Management Policies 2012;

- The proposed development is considered acceptable with regard to accessibility and is in accordance with policy 7.2 (An inclusive environment) of the London Plan 2011, policy DM2 (Inclusive design) of the emerging Development Management Policies 2012 and the Accessible Housing in Islington Supplementary Planning Document 2009; and
- The proposed development is considered acceptable with regard to sustainability and is in accordance with policies 5.1 (Climate change mitigation), 5.2 (Minimising carbon dioxide emissions) and 5.3 (Sustainable design and construction), policy CS10 (Sustainable design) of the Islington Core Strategy 2011 and policies DM40 (Sustainable design and construction statements) and DM43 (Sustainable design standards) of the emerging Development Management Policies.

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>Planning Statement dated February 2013, Design and Access Statement dated February 2013, Arboricultural Methods and Materials Statement dated March 2012, Noise Assessment dated 18 December 2012, Air Quality Assessment dated 18 December 2012, 5387/1000, 5387/1050, 5387/1100, 5387/1200 Rev D, 5387/1201 Rev C, 5387/1202 Rev C, 5387/1203, 5387/1250 Rev A, 5387/1251</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 superstructure work commencing on site. The details and samples shall include:</p> <p>a) all facing materials including:</p>

	<ul style="list-style-type: none"> (i) sample of brickwork showing facebond and pointing (which ideally should be Flemish bond with slightly recessed joints); (ii) roof structure cladding (which should, ideally, be a warmer dark colour such as bronze for instance); (iii) entrance canopy; (iv) shading/privacy screens; (v) balcony (including balustrade, base and underside of projection); (vi) entrance door; <p>b) windows (with deep window reveals, ideally a minimum of 180-200 mm, colour to match roofing colour would be encouraged);</p> <p>c) boundary treatment (brick dwarf wall, black metal railings and gate).</p> <p>The development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.</p> <p>REASON: In the interest of securing sustainable development and to ensure that the resulting appearance and construction of the development is of a high standard in accordance with policies: 5.3, 7.4; 7.5 and 7.6; of the London Plan 2011, policies: D4 and D11 of the Islington Unitary Development Plan 2002 and policies: CS9A, B and G and CS10F of the Islington Core Strategy 2011.</p>
4	Refuse/Recycling Provided (Compliance)
	<p>CONDITION: The dedicated refuse/recycling enclosure(s) shown on drawing no. 5367/1200 Rev D shall be provided prior to the first occupation of the development hereby approved and shall be maintained as such thereafter.</p> <p>REASON: To secure the necessary physical waste enclosures to support the development and to ensure that responsible waste management practices are adhered to in accordance with policies: 5.15 and 5.16 of the London Plan 2011, policy: D3 of the Islington Unitary Development Plan 2002 and policy CS11B of the Islington Core Strategy 2011.</p>
5	Cycle Parking Provision (Compliance)
	<p>CONDITION: The bicycle storage area(s) hereby approved, which shall be covered, secure and provide for no less than 5 bicycle spaces shall be provided prior to the first occupation of the development hereby approved and maintained as such thereafter.</p> <p>REASON: To ensure adequate cycle parking is available and easily accessible on site and to promote sustainable modes of transport in accordance with policies 6.7 and 6.9 of the London Plan 2011, policies: T34 and T52 of the Islington Unitary Development Plan 2002 and policy CS10H of the Islington Core Strategy 2011.</p>

List of informatives:

1	Permission granted, pre-application completed at submission, complied with established guidance and no amendments required
	<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</p>

	<p>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	Car-free development
	<p>CAR-FREE DEVELOPMENT: All new developments are car free in accordance with Policy CS10 of the Islington Core Strategy 2011. This means that no parking provision will be allowed on site and occupiers will have no ability to obtain car parking permits, except for parking needed to meet the needs of disabled people.</p>

APPENDIX 2: RELEVANT POLICIES

This appendix lists all relevant development plan policies and guidance notes pertinent to the determination of this planning application.

1. **National Guidance**

The National Planning Policy Framework 2012 seeks to secure positive growth in a way that effectively balances economic, environmental and social progress for this and future generations. The NPPF is a material consideration and has been taken into account as part of the assessment of these proposals.

2. **Development Plan**

The Development Plan is comprised of the London Plan 2011, Islington Core Strategy 2011 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

3 London's people

Policy 3.1 Ensuring equal life chances for all

Policy 3.3 Increasing housing supply

Policy 3.4 Optimising housing potential

Policy 3.5 Quality and design of housing developments

Policy 3.8 Housing choice

5 London's response to climate change

Policy 5.1 Climate change mitigation

Policy 5.2 Minimising carbon dioxide emissions

Policy 5.3 Sustainable design and construction

Policy 5.15 Water use and supplies

Policy 5.16 Waste self-sufficiency

6 London's transport:

Policy 6.3 Assessing effects of development on transport capacity

Policy 6.9 Cycling

Policy 6.13 Parking

7 London's living places and spaces:

Policy 7.1 Building London's neighbourhoods and communities

Policy 7.2 An inclusive environment

Policy 7.3 Designing out crime

Policy 7.4 Local character

Policy 7.5 Public realm

Policy 7.6 Architecture

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

Policy CS10 Sustainable Design

Policy CS12 Meeting the Housing Challenge

C) Islington Unitary Development Plan 2002

Environment Policies:

Env5 and 6 Protecting Trees

Env16 and 17 Protection of Amenity

Housing Policies:

H3 New Housing and Changes of Use to Residential

H6 Development on garden Land

Conservation and Design Policies:	H7 Standards and Guidelines
D3 Site Planning	H10 New Development
D4 Designing in Context	
D5 Townscape	Sustainable Transport Policies:
D8 Boundary Walls, Paving and Street Furniture	T18 Parking and Traffic Restraint
	T34 Cycle Parking
	T52 Facilities for Cyclists

3. **Emerging Policy Documents**

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

The Proposed Submission of Islington's *Development Management Policies* went out to consultation in October 2011 and this process was completed on 12 December 2011. Following this amended drafts of these documents were produced and a further round of public consultation commenced on 8th May 2012. The final draft of this document has been submitted to the Planning Inspectorate for Independent Examination. The document, whilst not adopted, gives an indication of the Council's approach to sustainable development proposals for the next 15 years. The emerging policies are a material planning consideration.

Design and Heritage:	Transport:
DM1 Design	DM46 Managing transport impacts
DM2 Inclusive Design	DM48 Walking and cycling
DM3 Heritage	DM49 Vehicle parking
DM12 Housing Standards	
DM13 Private outdoor space	
Energy and Environmental Standards:	
DM40 Sustainable design and construction statements	
DM43 Sustainable design standards	

4. **Supplementary Planning Guidance (SPG)/Document (SPD)**

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

Islington UDP

Urban Design Guide

Accessible Housing in Islington SPD