



PLANNING SUB-COMMITTEE A		AGENDA ITEM NO:	B1
Date: 6 January 2011		NON-EXEMPT	

Application number	P102242
Application type	Full Planning Application
Site Address:	1, Alwyne Road, Islington, London, N1 2HH
Proposal	Internal alterations to create a dwelling house from two flats. Rebuilding of garage to create a library, and a glazed link across to main house on lower ground floor level, addition of one-storey conservatory on rear lower ground floor, skylight on horizontal roof at tallest part of building, and some internal reconfiguration, including repositioning of partition wall on second floor, partial raising of floor by installation of false floor on first floor and repositioning of staircase into their original location.

RECOMMENDATION

That the Committee resolve to **GRANT** planning permission as set out in Appendix 1.

INTRODUCTION

Site and Surroundings

1. The application site is located on the northern side of Alwyne Road at the junction with Alwyne Villas. It is semi-detached and occupies a spacious plot. It is also a grade II listed building. The site is within the Canonbury Conservation Area. Historically part of the Elizabethan manor of Canonbury most of the area was part developed in the late eighteenth and early nineteenth century. Canonbury Square is one of the finest squares in Islington and semi-detached Victorian Villas predominate in many streets, with large gardens and mature trees. The New River Walk is also an important feature of the area.

Proposal

2. The proposal involves the creation of a single dwellinghouse where currently there are two flats. This would involve a number of internal alterations (which are subject to listed building consent). The existing garage to the side of the property would be removed to be replaced by a single storey building to serve as a library. There would be a link from the house to this new building. A conservatory to the rear at lower ground floor would be added. Finally, a sky light would be added at second floor level. The application for full planning permission is also accompanied by a listed building consent application (Ref: P102451) for which there is a separate report.

Issues

3. The main issues arising from this proposal relate to the:
 - Land use;
 - Conservation and Design (including listed building);
 - Quality of the resulting accommodation;
 - Neighbouring amenity;
 - Sustainability;
 - Highways and transportation.

Relevant History

4. **October 2010:** Listed Building Consent (P102451) submitted for a development of the same description as this now under consideration.
5. **August 2002:** Planning permission (P021492) and listed building consent (P021558) granted for partial reconstruction of boundary wall to accommodate growth of protected tree.

CONSULTATION

Public Consultation

6. Letters were sent to 41 occupiers of adjoining and nearby properties on Alwyne Villas, Alwyne Road and Canonbury Road on 17 November 2010. A site notice and press advert were displayed on 18 November 2010 (listed building consent) and another on 25 November 2010 (Full planning permission). The public consultation of the application expired on 16 December 2010. However it is the Council's practice to continue to consider representations made up until the date of a decision.
7. Four written objection has been received (one of which is from the Canonbury Society). The issues raised can be summarised as follows (the paragraph number of this Committee report containing the Officer's response to these comments is provided in brackets):
 - Supports for the principle of returning the building to one house and the internal alterations required in connection with this.
 - Objection to the choice of materials (painted stucco) in a highly prominent location.
 - Objection to the horizontal strip glazing around the library and the obscured glazing to the front. There is concern that they are not compatible with the existing building, and that light would be highly visible through them and the glass corridor linking the library to the main house itself.

- Concern that there is reference to tree work in one of the submitted documents.

Internal Consultees

8. Conservation and design officer: No objection received subject to the imposition of conditions.

RELEVANT POLICIES

National Guidance

9. The following national and regional guidance is considered particularly relevant to this application:
- PPS:1 Delivering Sustainable Development
 - PPS3: Housing
 - PPS5: Planning for the Historic Environment

Development Plan

10. The Development Plan is comprised of the London Plan 2008 (consolidated with amendments since 2004) and the Islington Unitary Development Plan (2002). The following policies of the Islington Unitary Development Plan are considered relevant to this application.

London Plan 2008 - Spatial Development Strategy for Greater London (consolidated with alterations since 2004)

Living in London:

3A.1 (Increasing London's supply of housing)

Designs on London:

4B.1 (Design principles for a compact city)

4B.5 (Creating an inclusive environment)

4B.8 (Respect local context and communities)

4B.11 (London's built heritage)

Islington Unitary Development Plan (2002)

Environment Policies:

Env1 & 2 (New Development)

Env17 (Protection of Amenity)

Env37 & 38 (Waste and Recycling)

D24 (Materials)

D25 (Roof Extensions)

D26, D27 (Side Extensions)

D28 (Rear Extensions)

Conservation and Design Policies:

D1 (Overall Design)

D3 (Site Planning)

D4 (Designing in Context)

D11 (Alterations and Extensions)

D22 (New Development)

Housing Policies:

H3 (New housing)

H7 (Standards and Guidelines)

H10 (New Development)

Supplementary Planning Guidance (SPG) / Document (SPD)

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

Islington UDP

- Accessible Housing in Islington
- Planning Standards Guidelines
- Urban Design Guide
- Conservation Area Design Guidelines

EMERGING: ISLINGTON LOCAL DEVELOPMENT FRAMEWORK CORE STRATEGY

Planning Weight

12. The following policies in the draft Local Development Framework (LDF) Core Strategy have been taken into consideration:

- 8 (Enhancing Islington's Character)
- 9 (Protecting and enhancing Islington's built and historic environment)
- 10 (Sustainable design)
- 12 (Meeting the housing challenge)

15. The Core Strategy was examined by public inquiry on the week beginning 23 November 2010. The formal examination of the plan continues until the inspector publishes her findings in the new year.

13. As the draft Core Strategy has now been submitted, the policies contained within it are a material planning considerations particularly where they directly stem from and accord with national policy. However, as a matter of law, limited weight should be attached to them at this stage because they cannot override the Council's legal duty to determine planning applications in accordance with its existing development plan unless material considerations indicate otherwise. At the present time it is likely to be difficult to justify refusal of any application based solely on draft Core Strategy policies and members should always seek specific officer advice before considering voting for refusals on this basis.

EVALUATION

Land-use

14. The change from 2 flats to a single family dwellinghouse does not require planning permission. Therefore, there is no policy to prevent this from happening. That aside the house would make an excellent family property with a large gardens which would be in keeping with the area.

Conservation and Design (including listed building)

15. The removal of the existing garage is not objected to, as it is not an original feature. Policy D26 advises that side extensions will not be permitted where the existing space between properties is important to the character of the area. This is undoubtedly the case here. However, the existing garage is a factor and it is not considered that the principle of an extension is unacceptable, subject to the detailing. The replacement

would be larger, but not to a great extent. It would not project forward any greater distance, but is deeper to the rear by a little over 0.5m. When viewed from the front, the width would be marginally greater. The main difference is the appearance. It would be solid with high level windows on all sides. This reflects its proposed use as a library and the desire to maximise shelf space. This has been subject to objections. There is also a glazed link between the main house and the library, which would be a small study area. This would be opaquely glazed, and is also subject to objections. The side extension as submitted was proposed to be painted render. However, following this has now been amended to be exposed brick. This is supported.

16. The concerns raised are that the horizontal strip glazing around the library and the obscurely glazed link are not compatible with the detailing and materials of the original building. The preference given in the objections is for roof lights to be provided which would be hidden behind a parapet wall. Although the proposed arrangement would be different to other properties in the street it is considered that it is appropriate. The glass of the link would give it a lightweight appearance to prevent it from dominating the listed building itself. This then allows the ration of glazing to brick to be less for the library without it appearing too heavy. To conceal roof lights behind a parapet wall would create a solid brick wall to the street which would have a heavier appearance. An example of this is at 3 Alwyne Road, where there is a refuse, recycling and garden store. Although this is freestanding and lower than what is proposed, the lack of glazing contributes to a lack of interest to the street scene and it is considered that some visible glazing is preferable to none at all. The concerns raised also detail potential light spillage and these are detailed in the section on *Neighbouring Amenity*.
17. The proposed roof light would not be visible from the street so is not objected to in conservation and design terms.
18. The parallel report into the listed building consent provides more detail on the impact of the proposals on the listed building itself, and should be read in conjunction with this.

Quality of the resulting accommodation

19. Policies H3, H7, H10 and H11 of the UDP seek to ensure that all dwellings provide accommodation and living standards that are appropriate for the type and size of household that will live there. These policies are concerned with the creation of new units rather than the amalgamation of existing units. In addition, as it is a listed building the positions of windows and doors are subject to control that would not be the case elsewhere. Overall, the quality of the accommodation would be good and as stated previously would make for an excellent family property.

Neighbouring amenity

20. With the exception of 2 Alwyne Road which adjoins the property there are no other properties nearby which would be impacted on by the proposals in terms of overlooking, daylight, sunlight or sense of enclosure. There are roads to the front and side, and the large garden is such that the property to the rear (2 Alwyne Villas) is some distance away. Therefore, the proposed side extension could have no impact on any properties nearby, and the rear conservatory extension could have no impact on any properties except 2 Alwyne Road. The rear of 2 Alwyne Road does have windows to habitable rooms. However, the conservatory would be at lower ground floor level. This is below most of these windows. Although extending to the boundary there is an existing brick

wall, above which the conservatory would not project. Therefore, there would be no increased impact on this property. The proposal accords with policy D3.

21. An objection raised concerns the prospect for light spillage, both in relation to the link building and the library itself. The physical separation between the side extension and other nearby properties is considered to be a factor. The level of glazing to the library is not considered excessive, and it would be set back from the street by at least 5m. There is a reasonable expectation that there may be light visible through any window in the evening and at night, and coupled with street lights it is not considered that this would be excessive and sufficient to warrant refusal.
22. It is certainly true that the link will allow for more light spillage than the library. This is a function of the greater amount of glazing, even if it is obscured. However, this would sit further back from the library which would partially conceal it, and the principle of what is a reasonable expectation of light is again relevant. Also, this needs to be seen alongside the earlier comments on design and conservation and keeping the appearance as lightweight as possible. Therefore, it is also considered that this is insufficient to warrant a refusal. Overall, the proposal would accord with policy Env16.

Trees

23. A concern was raised about a reference in the structural survey to tree works. There would be no trees affected by the proposal and this comment is considered general rather than specific to the alterations. Within the conservation area trees are protected such that any works subsequently proposed would require approval. This is considered adequate.

Sustainability

24. The proposal does not include any specific sustainable features. However, it is in a sustainable location (see below). For a single residential unit there is no adopted policy which could require specific renewable energy (or similar) measures

Highways and transportation

25. The site is located in a highly accessible part of the Borough meaning that future occupiers would have an excellent level of access to public transport facilities. The loss of the garage would suggest an environment less suitable for cars. In reality a driveway would remain and it is considered that there would be a neutral impact on the highway.

SUMMARY AND CONCLUSION

Summary

26. The proposal is considered acceptable. The proposal to create a single family dwelling house is supported, and the quality of the accommodation would be excellent. The removal of the existing garage is considered acceptable. The design of the rear and side extensions, and the proposed roof light is considered compatible with the existing building and would not impact on the wider street scene and conservation area. There would be no impact on neighbours in terms of amenity issues. Although concerns have

been raised about the prospect of light spillage this is not considered to be sufficient to warrant refusal. The proposal raises no significant issues of sustainability or highways.

Conclusion

27. 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

SCHEDULE OF APPLICATION DETAILS	
Application reference	P102242
Proposal	Internal alterations to create a dwelling house from two flats. Rebuilding of garage to create a library, and a glazed link across to main house on lower ground floor level, addition of one-storey conservatory on rear lower ground floor, skylight on horizontal roof at tallest part of building, and some internal reconfiguration, including repositioning of partition wall on second floor, partial raising of floor by installation of false floor on first floor and repositioning of staircase into their original location.
Drawing numbers	Drawings 000, 001, 002, 003, 004, 005, 006, 007, 008, 009, 101, 102, 103, 104, 105, 106, 107, 108, 109, Planning Statement, Tree Survey / Arboricultural Statement, Design and Access Statement, Structural Survey, Heritage Statement, [LBI REG NO: 22421]. 110 Revision A, 500 [LBI REG NO: 22422].

Type of application	Full Planning Application
Name of applicant	John Philips
Name of agent	David Gibson Architects
Case officer	Christopher Heather
Heritage information	Canonbury Conservation Area (Article 4)
Ward	Canonbury Ward

RECOMMENDATION A

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

List of Conditions:

1	<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	<p>CONDITION: The development hereby approved shall be carried out in accordance with the following approved plans:</p> <p>Drawings 000, 001, 002, 003, 004, 005, 006, 007, 008, 009, 101, 102, 103, 104, 105, 106, 107, 108, 109, Planning Statement, Tree Survey / Arboricultural Statement, Design and Access Statement, Structural Survey, Heritage Statement, [LBI REG NO: 22421]. 110 Revision A, 500 [LBI REG NO: 22422].</p> <p>REASON: To comply with Section 70(1)(a) of the Town and Country Planning Act 1990 as amended and the Reason for Grant and also for the avoidance of doubt</p>

	and in the interest of proper planning.
3	<p>CONDITION: Details and/or samples of all facing materials, including brick panels with mortar courses, window frames, doors, and glass balustrades shall be submitted to and approved in writing by the Local Planning Authority before the commencement of any superstructure works. The development shall be carried out strictly in accordance with the details and samples approved and no change there from shall take place without the prior written consent of the Local Planning Authority.</p> <p>REASON: To ensure that the Authority may be satisfied with the external appearance of the building in accordance with policies D1, D4, D11, D22, and D24 of the Islington Unitary Development Plan 2002.</p>

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 (Unitary Development Plan 2002 and the London Plan 2008), Government Planning Policy Guidance/Statements and other material considerations (Including the emerging Replacement London Plan and Core Strategy).

This decision was made by the Members of the Planning Sub-Committee A at the meeting on 6 January 2011;

- The creation of a single family dwellinghouse does not specifically require planning permission but is supported regardless. The quality of the accommodation is considered excellent.
- The design is appropriate within the Canonbury Conservation Area. The rear extension would be proportionate to this listed building, and lightweight. The roof light would not be visible from the street so would have no impact on the conservation area. To removal of the existing garage is supported. The replacement library and link building would be lightweight and not dominate the existing building. The proposals are considered to respect the setting of the listed building, and to preserve the character and appearance of the conservation area. The proposal accords with policies D1, D4, D11, D22, D24, D25, D26, D27 and D28 of the Islington Unitary Development Plan (2002).
- The impact on neighbouring properties is acceptable. The physical separation of the property to others is such that there would be no impact on neighbouring properties in terms of daylight, sunlight, overlooking, or sense of enclosure. Concerns raised about the impact of light spillage are not considered sufficient to warrant refusal. This is because there would be a normal expectation of light being visible through windows anyway, and the proposal is not considered to go beyond what is acceptable. This accords with policies D3, Env16 and Env17 of the Islington Unitary Development Plan (2002).
- There are no specific sustainability or highway issues raised by the proposal, and not tree works are proposed.
- There is no other known reason why planning permission should not be granted.