

## 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>		
Date:	2 <sup>nd</sup> Dec 2014	NON-EXEMPT

Application number	P2014/3795/FUL
Application type	Full Planning Application
Ward	Holloway Road
Listed building	None
Conservation area	Within 50m of Hillmarton Conservation Area
Development Plan Context	Nags Head & Holloway Core Strategy Key Area
Licensing Implications	None
Site Address	Pangbourne House, Rowstock Gardens, London N7 0BD
Proposal	Erection of a purpose made modular building to provide temporary library facilities and associated access path, ramp and fencing for a period of 24 months.

Case Officer	Ben Phillips
Applicant	Mr Alistair Gale, Housing Strategy and Regeneration Islington Council
Agent	Baily Garner LLP - Damian Milne

### 1. RECOMMENDATION

The Committee is asked to resolve to **GRANT** planning permission:  
subject to the conditions set out in Appendix 1;

## 2. SITE PLAN (site outlined in black)



Proposed block plan



### 3. PHOTOS OF SITE/STREET

Photo 1: View from Middleton Grove



Photo 2 View from Camden Road



#### **4. SUMMARY**

- 4.1 Planning permission is sought for a single storey stand alone modular building sited North West of Pangbourne House (a multi storey residential block) within its grounds. The building will provide temporary library facilities during the period (24 months) that the existing John Barnes library at nearby Bramber House is demolished and re – provided as part of this development
- 4.2 The application is brought to committee because it is a Council-own development.
- 4.3 The library facilities are expressly required for a specific period of time and therefore the principle is acceptable and justified.
- 4.4 The low key temporary structure will not harm the appearance, character and setting Pangbourne House nor the wider street scene and nearby Conservation Area.
- 4.5 The new structure will not materially affect the amenity of adjacent residents.
- 4.6 It is therefore recommended that planning permission be granted subject to conditions.

#### **5. SITE AND SURROUNDING**

- 5.1 Pangbourne House is a is a multi storey residential tower constructed as part of a wider estate including Moulsoford House and Rowstock Gardens, located on the corner of Camden Road and Middleton Grove.
- 5.2 The estate is located within 50m of Hillmarton Conservation Area, and the surrounding area is mainly residential.
- 5.3 The grounds of Pangbourne House are an open grassed community space, with a boundary of mature and semi-mature trees.

#### **6. PROPOSAL (in Detail)**

- 6.1 A new detached single storey out building is proposed (a proposed area of 83m<sup>2</sup>). It will be located North West of Pangbourne House, approximately 7m from Camden Road and orientated towards Middleton Road (set 18.7m away).
- 6.2 A new pedestrian path (constructed from Concrete Paving) will be laid out running from the northern side of the building to Middleton Grove, with timber rail fencing 100 x 100mm timber post and rail with zinc straps 1m high along both edges of the footpath. A temporary ramp and metal ballustrade will provide access. The building will incorporate a disabled and WC, kitchenette and a work room.
- 6.3 The proposed single storey modular building will have a flat roof and finished in decorated slate grey cladding panels, with blue gray windows. It will measure 7.497m

in depth x 11.96m in width. The building will reach a height of 3.4m in total. The area between the library building and Pangbourne House will be fenced off (1.8m tall open pale timber fence) for security reasons.

## **7.0 RELEVANT HISTORY:**

### **PLANNING APPLICATIONS**

- 7.1 P2013/4758/FUL Demolition of existing John Barnes Library building and redevelopment of the site to re-provide a Library and provide residential dwellings through the erection of two buildings on the site. Building A is an L shaped building fronting onto Camden Road which is part 6, 5 and 4 storeys' in height. Building B is a freestanding part 4 and 3 storey building at the rear of the site in the vicinity of the location of the recently demolished Bramber House. The proposal comprises of 34 residential units and includes the provision of a central amenity space on the site and other landscaping works. Granted 19/08/2014

### **ENFORCEMENT**

- 7.2 None

### **PRE-APPLICATION**

- 7.3 None

## **8. CONSULTATION**

### **Public Consultation**

- 8.1 Letters were sent to occupants of 86 adjoining and nearby properties at Pangbourne House and Mulsford House on the 20th of October 2014. A site notice and press advert were displayed on 23<sup>rd</sup> October 2014. The public consultation of the application therefore expired on 13<sup>th</sup> of November, 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 **one** comment has been received enquiring as to why the temporary library is required.

### **External Consultees**

none

### **Internal Consultees**

- 8.3 **Tree Officer:** The area has a number of trees, these are of variable quality but individual as well as a group the trees contribute materially to the amenities of the locality, playing an important part in providing a sense of scale, maturity and textural diversity to the immediate vicinity.

8.4 The trees also provide important acoustic and visual screening from the Camden road to the estate. In general I have no objection to the footprint of the temporary structure and ancillary impacts on the trees but I do have significant concerns for the impact that the proposed footpath may have on the trees. The officer suggests detailed conditions to be attached to any grant of permission to safeguard the tree around the site.

8.5 **Access Officer:** The proposal needs to comply with the requirements of the Inclusive Design in Islington SPD and where appropriate the Building Regulations Approved Documents M & K (ADM & ADK). The following areas were recommended to be secured via further conditions:

- Confirmation of adequate widths, lengths and gradients of the ramps serving the unit.
- The ramps should have an effective clear width of at least 1500mm and as there is likely to be use by parents with pushchairs it is advised to increase this width to 1800mm to allow people (including wheelchair users) to pass each other.
- There should be a level landing at the top of the ramp which is 1500mm x 1500mm clear of the door swing
- Handrails should also be provided to both sides of the steps (they seem to stop at the landing). All handrails should also not be cold to the touch
- Tactile warnings should be provided at the top and bottom of the steps
- The proposed accessible WC is showing a left hand transfer facility, as the most common requirement is for right hand transfer I suggest that this is amended for right hand use

#### 8.6 **Transport Officer**

The application is for a temporary library facility (for a two year period) on the site. I understand that this will be provided while the existing John Barnes library at Bramber House is demolished and reprovided as part of that development.

Although this is only a temporary use for a library, we would want to make sure that over the two year period, people will be able to travel to the site by sustainable means. Therefore we would like to see cycle parking provided to the development. Policy DM8.4 (Walking and cycling) and Appendix 6 of the Development Management Policies set out the requirements for cycle parking - we would expect one space per four staff (for staff and visitors) to be provided.

### 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.

#### 9.1 **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.

## 9.2 **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 policies of the Development Plan are considered relevant to this application and are listed at Appendix 2 to this report.

## 9.3 **Designations**

The site has the following designations under the London Plan 2011, Islington Core Strategy 2011, Development Management Policies 2013, Finsbury Local Plan 2013 and Site Allocations 2013:

**None**

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

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

## 10. **ASSESSMENT**

The main issues arising from this proposal relate to:

- Land Use and Need
- Design Considerations
- Accessibility.
- Landscaping
- Neighbouring amenity

### **Land-use and Need**

- 10.1 The temporary library will replace the existing John Barnes Library located at Bramber House during the redevelopment of the current site (see above P2013/4758/FUL). The facilities will be required for a 24 month period to allow for demolition of the current library and the provision of a new permanent library as part of the redevelopment of this site.
- 10.2 The proposed temporary library is sited in an appropriate location close to the existing John Barnes site. The submitted Design & Access statement states that the staff will be part of a team working across the 'twinned' sites at Archway Library and John Barnes Library.
- 10.3 The proposed library will be smaller than the existing library and will mainly concentrate on maintaining services for children.
- 10.4 The provision of the new facility can be classified as the provision of new social infrastructure. Development Management Policy DM4.12 therefore applies. It require

as replacement facility to be provided on a site which would meet the need of the local population.

- 10.5 This issue is addressed by the provisions of new (and improved) library facilities in the approved development of the John Barnes Library site, however the continuing provision of services during the construction period is welcome. This temporary provision was confirmed by the applicants during the application process for the redevelopment of the existing site.
- 10.6 The policy has particular relevance in regard to inclusive access, avoiding adverse impact on the amenity of surrounding uses, and seeking to ensure the safety and amenity of children. These matters are covered under Accessibility and Neighbouring Amenity
- 10.7 In conclusion therefore, it is considered that the proposed temporary library is supported in land use terms, subject to amenity and access considerations.

### **Design Considerations**

- 10.8 The proposed building is low key, functional and limited in its visual impact. Whilst sited close to the busy Camden Road, it is partly obscured by the surrounding trees. The muted gray cladding of the building will further limit the visual impact.
- 10.9 The proposed modular building is of a functional design for a temporary period only whilst the permanent facility is redeveloped as part of a mixed use housing scheme.
- 10.10 Given its limited scale and nature, it is not considered that the proposed building would harm the setting of the estate or be detrimental to the character and appearance of the street scene or the nearby Conservation Area.
- 10.11 As such, its impact upon the wider street scene is considered to be limited, and in compliance with policies in this respect.

### **Accessibility**

- 10.12 The building will be accessed via a pedestrian path from Middleton Grove. A ramp will provide level access. The facility provides for a disabled W/C.
- 10.13 Conditions are suggested to provide further detail of the access ramp in order to ensure that the development complies as far as possible with access standards.

### **Landscaping and Trees**

- 10.14 The submitted drawings indicate that two trees (shown as T3 and T14 - incorrectly shown on plan as T4) will be removed. All other trees will be retained. An Arboricultural Assessment has been submitted which states that whilst construction (of pathways and the foundations of the library) will be within the RPA of certain trees, *'novel building methods are outlined in this document to ensure minimal impact on existing root within these areas'*.



- 10.15 These methods include minimal dig construction and hand digging.
- 10.16 The Tree Officer raises concern regarding the impact of the proposed access pathway. Further details are requested regarding the dig method (and depth), the proposed railings (around the footpath) and for details of two replacement trees to be planted on site in order to mitigate for the removal of the tree identified. Conditions to secure these details are recommended in the interests of preserving the existing trees on site and for visual amenity.

### **Neighbouring Amenity**

- 10.18 The Council seeks to ensure that new development (policy DM2.1) does not harm the amenity of adjacent residents, either from loss of daylight, sunlight, privacy and overlooking, sense of enclosure or noise. The proposed structure will be single storey and will be set a distance of 3 metres from the north west corner of Pangbourne House.
- 10.19 This corner of Pangbourne House has no residential fenestration and given the limited scale of the proposed building it is not considered that it would have a detrimental impact upon the amenities of any neighbour.

## **11. SUMMARY AND CONCLUSION**

### **Summary**

- 11.1 The principle of the proposed temporary use is acceptable and is required to facilitate a major residential led scheme at Bramber House.
- 11.2 The new structure will not harm the appearance, character and setting of the residential estate.
- 11.3 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 Framework and is recommended for approval subject to appropriate conditions.

## **12. Conclusion**

It is recommended that planning permission be granted subject to conditions as set out in Appendix 1 - RECOMMENDATIONS.

## APPENDIX 1 – RECOMMENDATIONS

### RECOMMENDATION A

That the grant of planning permission be subject to conditions:

#### List of Conditions

<b>1</b>	<b>Commencement and temporary permission</b>
	<p>CONDITION: The retention of the building hereby approved is granted only for a limited period, being until Dec 2<sup>nd</sup> 2016 on or before that date the building and all its associated/ancillary goods shall be dismantled and removed from the site and the land shall be reinstated to the condition as evident prior to the erection of the temporary building hereby approved or another condition as agreed in writing by the Local Planning Authority.</p> <p>REASON: The temporary building is such that the Local Planning Authority is only prepared to grant permission for a limited period in view of the special circumstances of this case. The limitation of the consent period ensures compliance with policies: [insert relevant land-use policies] and section 57(2) of the Town and Country Planning Act 1990 (as amended).</p>
<b>2</b>	<b>Approved plans list</b>
	<p>CONDITION: The development hereby approved shall be carried out in accordance with the following approved plans:</p> <p>Design &amp; Access Statement (Bailey Garner 20<sup>th</sup> August 2014), Arboricultural Impact Assessment (DF Clark Bionomique Ltd September 19<sup>th</sup> 2014), DFC P2469 TSP, L 6513/1, PL01 B, PL02 B, PL03 B, PL04 B, PL06 A, PL07 A,</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>
<b>3</b>	<b>External Materials</b>
	<p>CONDITION: The development shall be constructed in accordance with the schedule of materials noted in part 9 of the application form. 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.</p>

<p><b>4</b></p>	<p><b>Tree protection</b></p> <p>CONDITION: No site clearance, preparatory work or development shall take place until a scheme for the protection of the retained trees (the tree protection plan, TPP) and the appropriate working methods (the arboricultural method statement, AMS) in accordance with Clause 7 of British Standard BS 5837 2012 –Trees in Relation to Demolition, Design and Construction has been submitted to and approved in writing by the local planning authority. Development shall be carried out in accordance with the approved details.</p> <p>Specific issues to be dealt with in the TPP and AMS:</p> <ul style="list-style-type: none"> <li>a. Location and installation of services/ utilities/ drainage</li> <li>b. Details of the ‘no dig’ footpath solution and railings</li> <li>c. Details of construction within the RPA or that may impact on the retained trees</li> <li>d. Tree protection during construction indicated on a TPP and construction and construction activities clearly identified as prohibited in this area.</li> </ul>
<p><b>5</b></p>	<p><b>Tree planting/ landscaping</b></p> <p>CONDITION: A tree planting scheme shall be submitted to and approved in writing by the Local Planning Authority to mitigate the proposed tree loss. The scheme shall include the following details:</p> <ul style="list-style-type: none"> <li>a) existing and proposed underground services and their relationship to landscaping and tree planting;</li> <li>b) proposed trees: their location, species and size at planting</li> <li>c) tree pit detail</li> <li>d) hard landscaping: including surfaces treatment, permeability, drainage, kerbs, edges, unit paving, furniture and lighting.</li> <li>e) any other landscaping feature(s) forming part of the scheme.</li> </ul> <p>All landscaping in accordance with the approved scheme shall be completed / planted during the first planting season following practical completion of the development hereby approved. The landscaping and tree planting shall have a two year maintenance / watering provision following planting and any existing tree shown to be retained or trees or shrubs to be planted as part of the approved landscaping scheme which are removed, die, become severely damaged or diseased within five years of completion of the development shall be replaced with the same species or an approved alternative to the satisfaction of the Local Planning Authority within the next planting season.</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 biodiversity, sustainability, and to ensure that a satisfactory standard of visual amenity is provided and maintained in accordance with policies: 5.10, 7.19 and 7.21 of the London Plan 2011, policies: CS7, CS15A, B and F of the Islington Core Strategy 2011 and 6.5 of the DM policy 2013</p>
<b>6</b>	<b>Roofing Materials</b>
	<p>The pruning works to Islington Council's trees must be agreed in writing by Islington's Greenspace Tree Service and undertaken by Contractors appointed by them. Six weeks' notice must be given to the Tree Service in writing in advance of the works being required and prior to the demolition and development being commenced.</p> <p>REASON: In the interest of biodiversity, sustainability, and to ensure that a satisfactory standard of visual amenity is provided and maintained in accordance with policies: 5.10, 7.19 and 7.21 of the London Plan 2011, policies: CS7, CS15A, B and F of the Islington Core Strategy 2011 and 6.5 of the DM policy 2013</p>
<b>7</b>	<b>Cycling requirements and details</b>
	<p>CONDITION: Details of the layout, design and appearance (shown in context) of a bicycle storage area shall be submitted to and approved in writing by the Local Planning Authority prior to any superstructure works commencing onsite. The storage shall be covered, secure and provide for no less than one cycle spaces.</p> <p>The bicycle storage area(s) shall be provided strictly in accordance with the details so approved, provided/erected prior to the first occupation of the development, 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.</p>
<b>8</b>	<b>Accessibility needs 1</b>
	<p>CONDITION: The temporary building and the access pathway shall comply as far as possible with the requirements of the Inclusive Design in Islington SPD and where appropriate the Building Regulations Approved Documents M &amp; K (ADM &amp; ADK).</p> <p>REASON: In the interest of securing acceptable access arrangements</p>

<b>9</b>	<b>Accessibility needs 2</b>
	<p>Prior to the commencement of development details of the access ramp (showing the width, length and gradient) shall be submitted to and approved in writing by the LPA. The ramp shall have an effective clear width of 1800mm. Handrails shall be provided on both sides of the steps, and tactile warnings should be provided at the top and bottom of the steps. The proposed entrance door should have a minimum clear width of 1000mm to the main leaf</p> <p>REASON: In the interest of securing acceptable access arrangements</p>

**List of Informatives:**

<b>1</b>	<b>Positive statement</b>
	<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. 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</p> <p>The LPA delivered the decision in accordance with the requirements of the NPPF.</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 Policy 3.1 Ensuring equal life chances for all	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 7.18 Protecting local open space and addressing local deficiency
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#### B) Islington Core Strategy 2011

Spatial Strategy Policy CS8 (Enhancing Islington's Character)	Policy CS15 (Open Space and Green Infrastructure)
Strategic Policies	Infrastructure and Implementation Policy CS18 (Delivery and Infrastructure) Policy CS19 (Health Impact Assessments)

#### C) Development Management Policies June 2013

Design and Heritage DM2.1 Design DM2.2 Inclusive Design DM2.3 Heritage	Energy and Environmental Standards DM7.4 Sustainable design standards
Social Infrastructure DM4.12	

Health and open space  
DM6.3 Protecting open space  
DM6.5 Landscaping Trees & diversity

## **Designations**

The site has the following designations under the London Plan 2011, Islington Core Strategy 2011, Development Management Policies 2013, Finsbury Local Plan 2013 and Site Allocations 2013:

### **Islington Local Plan**

Nags Head & Holloway Core Strategy  
Key Area

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

The following SPGs and/or SPDs are relevant:

#### **Islington Local Plan**

Environmental Design  
Urban Design Guide  
Accessibility SPD

#### **London Plan**

Accessible London: Achieving and  
Inclusive Environment