

# 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 B</b>		<b>AGENDA ITEM NO:</b>
Date:	18 <sup>th</sup> December 2014	<b>NON-EXEMPT</b>

Application number	P121391
Application type	Full Planning (Council's Own)
Ward	St Georges
Listed building	Locally Listed
Conservation area	No
Development Plan Context	None
Licensing Implications	None
Site Address	Brecknock Estate, (16 Blocks) Brecknock Road, Islington, London, N19 5AN
Proposal	Installation of new boiler flues and plume management kits.

Case Officer	Krystyna Williams
Applicant	Mr Paul Croom, Islington Council
Agent	Mears Projects Ltd

## 1. RECOMMENDATION

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

1. subject to the conditions set out in Appendix 1 at the end of this addendum report;

## **2 SUMMARY**

- 2.1 This application for Full Planning Permission was previously considered at the Planning Sub Committee B Meeting on 18th September 2014. It was resolved by the Committee Meeting that the item be deferred for:
- i) revisions to the location of the boiler flues to be reconsidered; and
  - ii) uncertainty over the period of time the drawings had been available online.
- 2.2 Amended drawings have been submitted following a meeting on site whereby the case officer, Design & Conservation officer, applicant, agent and spokesperson for the Brecknock Road state Steering Group met to discuss the proposal in detail.
- 2.3 The amended drawings show the revised locations of the proposed boiler flues and management kits on the elevations throughout Brecknock Estate.
- 2.4 The original plans were available to view on the Council's website from the 5<sup>th</sup> July 2013. On receipt of amended drawings a further round of consultation was undertaken on the 21<sup>st</sup> November 2014 and all properties were re-consulted. Amended drawings were also available to view on the Council's website. One letter was received stating that the proposed placement of the new flues, providing they are in line with existing and are sympathetic to the existing exterior in colour and design of original building facades, is supported.
- 2.5 The Design and Conservation Team raises no objection to the revised location of the boiler flues.
- 2.6 The application site consists of 16 residential blocks, each five storeys in height, bounded by Carleton Road to the south, Brecknock Road to the west, Anson Road to the north and Pleshey Road to the east. The blocks are arranged in two groups of eight which back onto and enclose communal gardens and playspace. The site is not located within a designated conservation nor are the buildings listed. However, the site is boarded to the east by the Tufnell Park Conservation Area.
- 2.7 The new boiler flues and plume management kits would be installed to properties at the Estate where new central heating boilers are to be installed. All external elements of the flue kits will be black to match the existing piping at the blocks. The boiler flues have been relocated to overcome residents' concerns. The applicant has worked with the Council's requirements and residents' concerns in order to provide amended drawings that are deemed satisfactory.
- 2.8 The revised scheme is considered acceptable and would not cause an unacceptable adverse harm to the host, locally listed building, or negatively impact on the surrounding area. There is considered to be no unacceptable adverse material impact on residential amenity in terms of loss of light, loss of privacy, sense of enclosure or overlooking as a result of the proposed development. The proposed works are considered to generally accord with

policies DM2.1 (Design) and DM2.3 (Heritage) of the Development Management Policies June 2013.

2.9 The revised application for Full Planning Permission is considered to be acceptable and is therefore recommended for approval.

### 3 Conclusion

3.1 It is recommended that Full Planning Permission be approved with the conditions set out in the below Revised Appendix 1 – Recommendations.

## REVISED APPENDIX 1 – RECOMMENDATIONS

### RECOMMENDATION A

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

#### List of Conditions:

<b>1</b>	<b>Commencement</b>
	<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>
<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>Site Location Plan BRF SL; BRF01 Rev A; BRF02 Rev A; BRF03 Rev A; BRF11 Rev B; BRF12 Rev B; BRF13 Rev B; Design &amp; Access Statement prepared by Mears Projects; Flue Installation High Efficiency Condensing Boilers prepared by Glow worm.</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>Materials to Match</b>
	<p>ALL EXTERNAL AND INTERNAL WORKS TO MATCH (COMPLIANCE): All new external and internal works and finishes and works of making good to the retained fabric shall match the existing adjacent work with regard to the methods used and to material, colour, texture and profile. All such works and finishes shall be maintained as such thereafter.</p> <p>REASON: In order to safeguard the special architectural or historic interest of the heritage asset.</p>
<b>4</b>	<b>Materials</b>

	<p><b>CONDITION:</b> The flues shall be black in colour and maintained as such thereafter.</p> <p><b>REASON:</b> To ensure that the Authority may be satisfied with the external appearance of the building.</p>
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**List of Informatives:**

<b>1</b>	<p><b>Positive statement</b></p> <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. A pre-application advice service is also offered and encouraged. Whilst no pre-application discussions were entered into, the policy advice and guidance available on the website was followed by the applicant. The applicant therefore worked in a proactive manner taking into consideration the policies and guidance available to them, and therefore the LPA delivered a positive decision in a timely manner in accordance with the requirements of the NPPF.</p>
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## PLANNING COMMITTEE REPORT

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Pla  **ISLINGTON**  
Environment and Regeneration Department  
PO Box 333  
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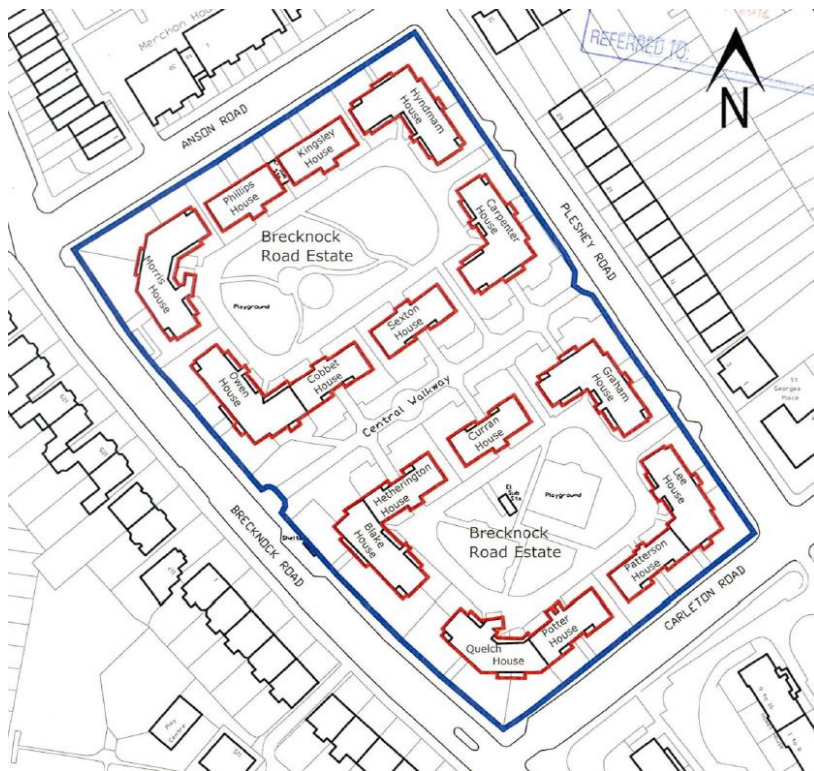
Case Officer	Krystyna Williams
Applicant	Mr Paul Croom Islington Council
Agent	Mears Projects Ltd

## 2. RECOMMENDATION

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

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

**3. SITE PLAN (site outlined in black)**



**4. PHOTOS OF SITE/STREET**



**Image 1: View looking south east from the corner of Brecknock Road and Anson Road (Morris House)**



**Image 2: View of Kingsley House and Phillips House along Anson Road**

#### **4. SUMMARY**

- 4.1 Full planning permission is sought for the installation of new boiler flues and plume managements kits to 16 residential blocks at Brecknock Estate.
- 4.2 The application site consists of 16 residential blocks each five storeys in height, bounded by Carleton Road to the south, Brecknock Road to the west, Anson Road to the north and Pleshey Road to the east. The blocks are arranged in two groups of eight which back onto and enclose communal gardens and play space. The site is not located within a designated conservation nor are the buildings listed. However the site is boarded to the east by the Tufnell Park Conservation Area.
- 4.3 The new boiler flues and plume management kits would be installed to properties at the estate where new central heating boilers are to be installed. All external elements of the flue kits will be black to match the existing piping at the blocks. Where practical the new flues are proposed to the 'inside' elevations of the buildings which face into the communal courtyards in an attempt to avoid any visual impact to the surrounding streetscene.

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

- 5.1 The application site consists of 16 residential blocks each five storeys in height, bounded by Carleton Road to the south, Brecknock Road to the west, Anson Road to the north and Pleshey Road to the east. The blocks are arranged in two groups of eight with a central walkway through the site. The residential blocks back onto and enclose communal gardens and play space. The site is not located within a designated conservation nor are the buildings listed. However the site is boarded to the east by the Tufnell Park Conservation Area.

## **6. PROPOSAL (IN DETAIL)**

- 6.1 Full planning permission is sought for the installation of new boiler flues and plume managements kits to 16 residential blocks at Brecknock Estate.
- 6.2 The reason for the planning application is due to LB Islington's Housing Department seeking to install new central heating boilers to a majority of the tenanted properties which additionally will require the fitting of horizontal flues and plume management kits.
- 6.3 All external elements of the flue kits will be black to match existing piping at the buildings. The proposed locations of the new flues is somewhat dictated by the individual layout of the properties but great attempt has been made to align the new flues to result in a uniform appearance throughout the estate. Where possible the new flues are located to the rear elevations of the buildings which front onto the internal courtyard / gardens to minimise any impact on the surrounding streetscene and adjoining Tufnell Park Conservation Area to the east of the site.

## **7. RELEVANT HISTORY:**

### **PLANNING APPLICATIONS:**

- 7.1 **P2014/3482/FUL** - Replacement of all single glazed windows with double glazed, aluminium framed windows. Currently invalid.
- P112791** - Replacement of all single glazed windows with double glazed UPVC. Withdrawn by Council 13/06/2013.
- P112787** - Replacement of all single glazed windows with Double glazed UPVC. Withdrawn by Council 21/03/2013.
- P112785** - Replacement of existing single glazed crittal windows and doors with double glazed aluminium. Refused 29/03/2012.

REASON: The aluminium material proposed and the detailed design of the replacement windows would result in the loss of a traditional sympathetic material and the introduction of extra solidity to the windows. This is considered to be detrimental to the visual appearance of the Brecknock Estate and the surrounding area as well as reducing the levels of light some of the rooms in this estate will receive. The proposal is therefore contrary to Policy 7.6 of the London Plan, policy CS 9 of the Islington Core Strategy, policies D3, D4 and D11 of the Islington Unitary development Plan 2002 and section 2.3 of the Islington Urban Design Guide 2006.

REASON: The submitted plans do not accurately reflect the positioning and design of some of the windows which exist on the estate to allow for a full and proper assessment of the proposal in accordance with the Town and Country Planning Act 1990.



**P022805** - Replacement of the existing main entrance doors to 16 houses and removal of brick balcony fronts and replacement with metal railings. Approved subject to conditions dated 13/02/2003.

**ENFORCEMENT:**

7.2 None

**PRE-APPLICATION ADVICE:**

7.3 None.

**8. CONSULTATION**

**Public Consultation**

8.1 A total of 377 letters were sent to occupants of adjoining and nearby properties dated 13/07/2012. A further round of consultation was undertaken on the 06/12/2013 following the submission of revised documents.

8.2 There has been one letter of objection received to this proposal from the Brecknock Road Estate Steering Group. The concerns can be summarised as follows:

- Inadequate and inaccurate plans (paragraphs 10.1 – 10.5);
- Appearance / locations of proposed flues (paragraphs 10.1 – 10.5).

**External Consultees**

8.4 None.

**Internal Consultees**

8.5 **Design and Conservation Officer** - No objection following the submission of amended drawings which include the property numbers and amended labelling. The position of the flues has been amended, locating a majority to the rear elevations of the buildings. This is now acceptable.

**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.

## 9.2 **Development Plan**

The Development Plan is comprised of the London Plan 2011, Islington Core Strategy 2011, Development Management Policies 2013, The 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, and Site Allocations 2013:

- **None**

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

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

## **ENVIRONMENTAL IMPACT ASSESSMENT**

9.5 Not required

## **10. ASSESSMENT**

The main issues arising from this proposal relate to:

- Design and Appearance;
- Neighbouring amenity impacts; and

### **Design and Appearance**

10.1 The application site comprises 16 residential blocks each of five storeys in height, bounded by Carleton Road to the south, Brecknock Road to the west, Anson Road to the north and Pleshey Road to the east. The blocks are arranged in two groups of eight which back onto and enclose communal gardens and play space. The site is not located within a designated conservation area but the building is locally listed. However the site is boarded to the east by the Tufnell Park Conservation Area.

10.2 The new boiler flues and plume management kits would be installed to properties at the estate where new central heating boilers are to be installed. All external elements of the flue kits will be black to match the existing piping at the blocks. Where practical the new flues are proposed to the 'inside' elevations of the buildings which face into the communal courtyards in an attempt to avoid any visual impact to the surrounding streetscene.

10.3 The drawings were initially unclear with property numbers not indicated and the labelling not accurate. This was raised in the one objection received from the Brecknock Road Estate Steering Group. Amended drawings have been submitted which are clear and accurate with building numbers annotated as

requested and the position of the proposed flues corrected where necessary. Following the submission of amended drawings a further round of consultation was undertaken and no further objections were received.

- 10.4 All external elements of the flue kits will be black to match existing piping at the buildings. The location of the new flues is to a degree dictated by the individual layout of the properties. The flues have been aligned as far as practical given site constraints. Flues have also been re-positioned from the onward (front facing) elevations to the rear elevations in all instances where it is possible. This is considered favourable so not to detrimentally impact upon the adjoining Tufnell Park Conservation Area to the east of the site. The flues have also been re-located to be positioned under balconies or under soffits to ensure they are as discrete as possible. Overall, the flues do not affect the character and appearance of the locally listed building or the adjoining conservation area.
- 10.5 Overall, and taking into consideration the location and appearance of the residential buildings, the proposed works required to upgrade the boiler systems at the properties is acceptable and would not detract from the appearance of the locally listed host building, or surrounding streetscene and adjoining conservation area. The location and appearance is subsequently considered acceptable in accordance with policy CS9 of the Core Strategy 2011, and policies DM2.1 (Design) and DM2.3 (Heritage) of the Development Management Policies 2013.

### **Neighbouring Amenity**

- 10.6 Consideration has been given to the effect of the proposed development on neighbouring amenities in terms of overlooking, loss of privacy, loss of light and outlook.
- 10.7 There has been one objection raised by the Brecknock Road Estate Steering Group. The concerns relate to the accuracy/detail of the submitted plans and the appearance which has been addressed in paragraphs 10.1 – 10.5.
- 10.8 Overall, there is not considered to be an unacceptable adverse material impact on residential amenity in terms of loss of light, loss of privacy, sense of enclosure or overlooking as a result of the proposed development in compliance with policy DM2.1 of Islington's Development Management Policies 2013.

## **11.0 SUMMARY AND CONCLUSION**

### **Summary**

- 11.1 In accordance with the above assessment, it is considered that the proposed development is consistent with the policies of the London Plan, the Islington Core Strategy, the Islington Development Plan and associated Supplementary Planning Documents and should be approved accordingly.

## Conclusion

- 11.2 The proposed development is considered to be acceptable as it would not have any detrimental impact on the character and appearance of the locally listed host building or the adjoining Tufnell Park Conservation Area. Nor would it have an undue effect on the amenities of surrounding residents and would comply with policy CS9 (Protecting and Enhancing Islington's Built and Historic Environment) of the Core Strategy; policies DM2.1 (Design) and DM2.3 (Heritage) of Islington's Development Management Policies June 2013 and Islington's Conservation Area Design Guidelines (2002).
- 11.3 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 the grant of planning permission be subject to conditions to secure the following:

#### List of Conditions:

<b>1</b>	<b>Commencement</b>
	CONDITION: The development hereby permitted shall be begun not later than the expiration of three years from the date of this permission.  REASON: To comply with the provisions of Section 91(1)(a) of the Town and Country Planning Act 1990 as amended by the Planning and Compulsory Purchase Act 2004 (Chapter 5).
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	the heritage asset.
<b>4</b>	<b>Materials</b>
	<p>CONDITION: The flues shall be black in colour and maintained as such thereafter.</p> <p>REASON: To ensure that the Authority may be satisfied with the external appearance of the building.</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. A pre-application advice service is also offered and encouraged. Whilst no pre-application discussions were entered into, the policy advice and guidance available on the website was followed by the applicant. The applicant therefore worked in a proactive manner taking into consideration the policies and guidance available to them, and therefore the LPA delivered a positive decision in a timely manner in accordance with the requirements of the NPPF.</p>

# 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, Development Management Policies 2013 and the Finsbury Local Plan 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

- 1 Context and strategy**  
**Policy 1.1 Delivering the strategic vision and objectives for London**
  
- 5 London’s response to climate change**  
**Policy 5.3 Sustainable design and construction**

- 7 London’s living places and spaces**  
**Policy 7.1 Building London’s neighbourhoods and communities**  
**Policy 7.4 Local character**  
**Policy 7.6 Architecture**  
**Policy 7.8 Heritage assets and archaeology**

### 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)**

### C) Development Management Policies June 2013

- Design and Heritage**  
**DM2.1 Design**  
**DM2.3 Heritage**

## 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:

- Hillmarton Conservation Area

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

The following SPGs and/or SPDs are relevant:

- Islington Local Development Plan**      **London Plan**
  - Conservation Area Design Guidelines (2002)      - Sustainable Design & Construction
  - Urban Design Guide (2006)