

PLANNING COMMITTEE REPORT

Development Management Service
 Planning and Development Division
 Environment and Regeneration Department
 PO Box 333
 222 Upper Street
 LONDON N1 1YA

PLANNING SUB-COMMITTEE B		EXEMPT
Date:	18 th December 2014	

Application number	P2014/3482/FUL
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	Replacement of all single glazed windows and doors with double glazed, aluminium framed windows and doors.

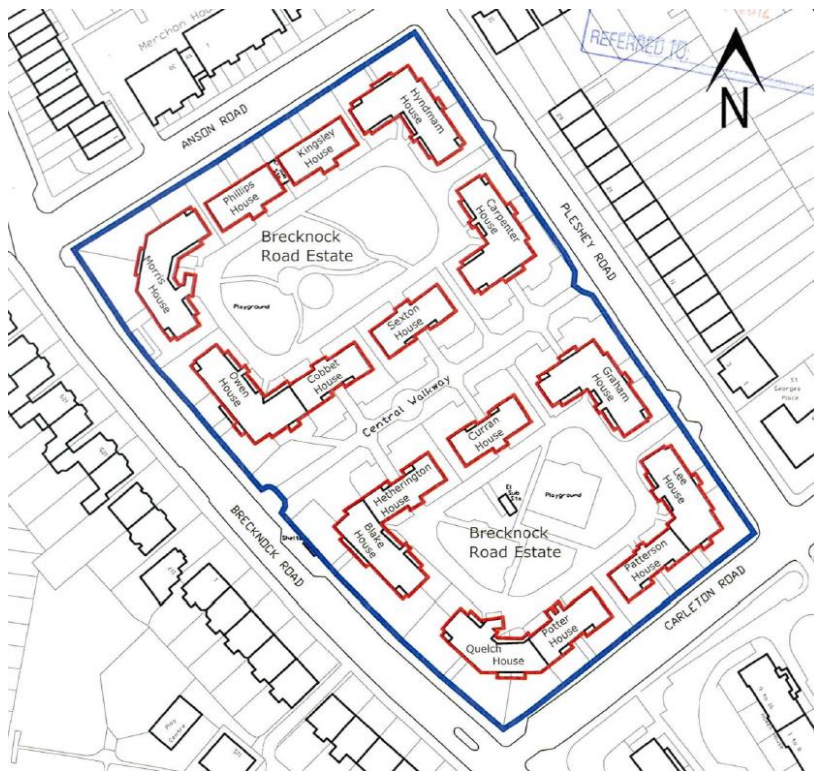
Case Officer	Krystyna Williams
Applicant	Islington Council
Agent	Mears Projects Ltd

1. RECOMMENDATION

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

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

2. SITE PLAN (site outlined in black)



3. 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 replacement of all single glazed windows and doors with double glazed, aluminium framed windows and doors to 16 residential blocks at Brecknock Estate.
- 4.2 The site is not located within a designated conservation area nor are the buildings listed. However, the buildings are locally listed and the site is boarded to the east by the Tufnell Park Conservation Area.
- 4.3 The replacement of the existing single glazed windows with double glazed, aluminium framed windows is considered acceptable. In addition, 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.
- 4.4 The application is recommended for approval subject to conditions.

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 area 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 replacement of all single glazed windows and doors with double glazed, aluminium framed windows and doors to 16 residential blocks containing 190 dwellings at Brecknock Estate.
- 6.2 For clarity, the proposed works related specifically to 1-17 Morris House, 1-18 Owen House, 1-8 Cobbet House, 1-9 Sexton House, 1-16 Carpenter House, 1-17 Hyndman House, 1-9 Kingsley House, 1-9 Phillips House, 1-8 Hetherington House, 1-13 Blake House, 1-13 Quelch House, 1-9 Potter House, 1-9 Petterson House, 1-12 Lee House, 1-16 Graham House and 1-8 Curran House.
- 6.3 The Brecknock Estate is programmed for a major refurbishment and these works include the replacement of windows together with more general maintenance works throughout the estate to improve the housing stock.
- 6.4 The original steel framed windows were replaced in the 1960's in the style that is in situ at the site today. Only a few of the original windows are still in place, mainly to the communal stair wells and to a small number of flats
- 6.5 The replacement windows and doors will be double glazed, aluminium framed units. Amended drawings have been submitted to address the concerns made in an objection from the Brecknock Road estate Steering Group. On receipt of amended drawings a further round of consultation was undertaken on the 20th November 2014.

7. RELEVANT HISTORY:

PLANNING APPLICATIONS:

- 7.1 **P121391** - New boiler flues and plume managements kits. Recommended for approval subject to conditions.
- 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 Pre-application discussions have been undertaken and the scheme reflects advice provided.

8. CONSULTATION

Public Consultation

8.1 A total of 405 letters were sent to occupants of adjoining and nearby properties dated 12/09/2014.

8.2 There was one letter of objection received to this proposal from the Brecknock Road Estate Steering Group in relation to the initial drawings. The concerns can be summarised as follows:

- Factual inaccuracies and numbering on plans (paragraphs 10.1-10.5);
- Detailing of proposed windows (paragraphs 10.1-10.5).

8.3 A further round of consultation was undertaken on the 20/11/2014 following the submission of revised documents. One further objection was received from the Brecknock Road Estate Steering Group, again raising concerns about factual inaccuracies on the plans. There was also concern raised in relation to the opening of windows.

External Consultees

8.4 None.

Internal Consultees

8.5 **Design and Conservation Officer** - No objection following the submission of amended drawings. No objection to the principle of replacement or the design of the proposed replacements following informal discussions and samples viewed on site.

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 is the building is locally listed. However the site is boarded to the east by the Tufnell Park Conservation Area.

- 10.2 The proposed replacement window and doors will consist of double glazed, aluminium units. A previous application for replacement windows ref: P112785 was refused in March 2012 in part as a result of unacceptable detailed design. This application seeks replacement windows of simpler design, which are considered to compliment the style and architecture of the host locally listed building.
- 10.3 Amended drawings have been submitted to address the concerns made in an objection from the Brecknock Road Estate Steering Group. Following the submission of amended drawings a further round of consultation was undertaken. The objection letter included requests to amend the drawings to show non-opening windows or windows that open the other in a different way. This is however not a planning consideration.
- 10.4 The replacement windows would not appear unduly prominent and the host building would not read any differently to existing. The material, design and detailing of the proposed window replacements is considered acceptable and would not detrimentally impact upon these host locally listed buildings or adjoining Tufnell Park Conservation Area to the east of the site.
- 10.5 Overall, the proposed replacement windows and doors are 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 There has been an objection raised by the Brecknock Road Estate Steering Group. 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 The application to replace the existing single glazed windows with double glazing is due to the existing windows offering limited thermal and noise protection. The proposed double glazed units will be better for residents in terms of thermal capacity and noise insulation and therefore improve their living environment.
- 10.8 It is considered that the proposed windows would not have 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 (Design) 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. In addition, the double glazed units would improve the living environment of residents by virtue of improved thermal capacity and noise insulation. The proposal would thereby 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:

1	Commencement
	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).
2	Approved plans list
	CONDITION: The development hereby approved shall be carried out in accordance with the following approved plans: Site Location Plan BRF SL; BR-MO-1-E Rev A; BR-MO-2-E Rev A; BR-MO-3-E Rev A; BR-MO-4-E Rev A; BR-MO-5-E Rev A; BR-OC-1-E Rev A; BR-OC-2-E Rev A; BR-OC-3-E Rev A; BR-OC-4-E Rev A; BR-OC-5-E Rev A; BR-SE-1-E Rev A; BR-SE-2-E Rev A; BR-SE-3-E Rev A; BR-CA-1-E Rev A; BR-CA-2-E Rev A; BR-CA-3-

	<p>E Rev A; BR-CA-4-E Rev A; BR-HY-1-E Rev A; BR-HY-2-E Rev A; BR-HY-3-E Rev A; BR-HY-4-E Rev A; BR-KG-1-E Rev A; BR-KG-2-E Rev A; BR-PH-1-E Rev A; BR-PH-2-E Rev A; BR-BH-1-E Rev A; BR-BH-2-E Rev A; BR-BH-3-E Rev A; BR-BH-4-E Rev A; BR-BH-5-E Rev A; BR-QP-1-E Rev A; BR-QP-2-E Rev A; BR-QP-3-E Rev A; BR-QP-4-E Rev A; BR-QP-5-E Rev A; BR-PL-1-E Rev A; BR-PL-1-EP Rev A; BR-PL-3-E Rev A; BR-PL-4-E Rev A; BR-GR-1-E Rev A; BR-GR-2-E Rev A; BR-GR-3-E Rev A; BR-GR-4-E Rev A; BR-CU-1-E Rev A; BR-CU-2-E Rev A; BR-CU-3-E Rev A; BR-BP; BR-MO-1-P Rev B; BR-MO-2-P Rev B; BR-MO-3-P Rev B; BR-MO-4-P Rev B; BR-MO-5-P Rev B; BR-OC-1-P Rev B; BR-OC-2-P Rev B; BR-OC-3-P Rev B; BR-OC-4-P Rev B; BR-OC-5-P Rev B; BR-SE-1-P Rev B; BR-SE-2-P Rev B; BR-SE-3-P Rev B; BR-CA-1-P Rev B; BR-CA-2-P Rev B; BR-CA-3-P Rev B; BR-CA-4-P Rev B; BR-HY-1-P Rev B; BR-HY-2-P Rev B; BR-HY-3-P Rev B; BR-HY-4-P Rev B; BR-KG-1-P Rev B; BR-KG-2-P Rev B; BR-PH-1-P Rev B; BR-PH-2-P Rev B; BR-BH-1-P Rev B; BR-BH-2-P Rev B; BR-BH-3-P Rev B; BR-BH-4-P Rev B; BR-BH-5-P Rev B; BR-QP-1-P Rev B; BR-QP-2-P Rev B; BR-QP-3-P Rev B; BR-QP-4-P Rev B; BR-PL-1-P Rev B; BR-PL-2-P Rev B; BR-PL-3-P Rev B; BR-PL-4-P Rev B; BR-GR-1-P Rev B; BR-GR-2-P Rev B; BR-GR-3-P Rev B; BR-GR-4-P Rev B; BR-CU-1-P Rev B; BR-CU-2-P Rev B; BR-CU-3-P Rev B, Design & Access Statement dated August 2014.</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 to Match
	<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>

List of Informatives:

1	Positive statement
	<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 polices and guidance notes pertinent to the determination of this planning application.

1. **National Guidance**

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

2. **Development Plan**

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

- **Within 50m of Tufnell Park
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)**