

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	AGENDA ITEM NO:
Date: 18th DEC 2014	NON-EXEMPT

Application number	P2014/1294/FUL
Application type	Full Planning Application
Ward	Finsbury Park
Listed building	N/A
Conservation area	N/A
Development Plan Context	None
Licensing Implications	None
Site Address	Highbury Vale Police Station, 211 Blackstock Road, Islington, London N5 2LL
Proposal	Change of use from Sui Generis (Police Station) to part D2 (Gym) use at upper ground floor level, four (4) flexible A1, A2, D1, & B1 use commercial units at lower ground and upper ground floor levels and eight (8) residential units at upper floors; external works including alterations to front facade, alterations to rear including upper ground floor extension, new stair core and lift shaft, new balconies and other alterations to roof and rear facade.

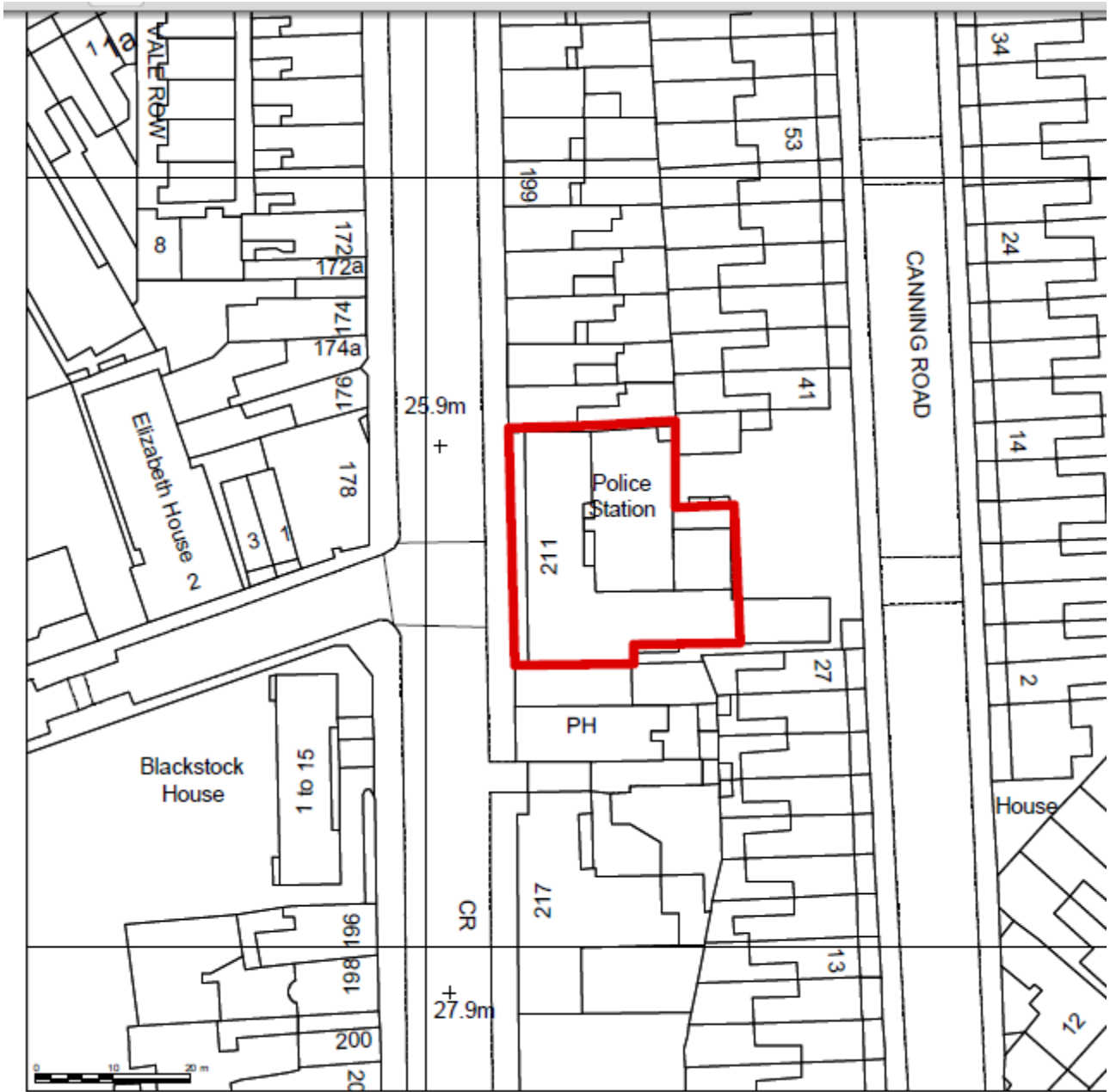
Case Officer	Ben Phillips
Applicant	Indra Limited
Agent	Montagu Evans LLP - Mr Graham Allison

1. RECOMMENDATION

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

1. subject to the conditions and S106 agreement (affordable housing and carbon offsetting) as set out in Appendix 1.

2. SITE PLAN (site outlined in black)



3. PHOTOS OF SITE/STREET



Image 1: The front of the building from Blackstock Road



Image 2 the rear of the site from Canning Road



Image 3. View of rear projection from main building



Image 4 View of rear elevation

4.0 SUMMARY

- 4.1 Planning permission is sought for a redevelopment of the former Highbury Vale Police Station (locally listed), a site of approximately 1392sq m, from its existing/former sui generis use, to a ground floor D2 gym use, four A1/A2/D1/D2/B1 flexible use units over the lower and upper ground floors and eight residential units over the upper floors. The building is currently vacant.
- 4.2 The application is brought to committee due to the proposal being over 5 units and there being more than 1 objection.
- 4.3 It should be noted that the plans have been slightly amended since the original submission in order to address concerns raised by the Inclusive Design Officer and to bring the standard of accommodation for all the units up to an acceptable level.
- 4.4 The principle of the redevelopment is considered to be consistent with FP5 of Islington's Local Plan site allocations document which states that the priority of the site is for refurbishment of existing building and sensitive development on the remainder of site to provide mixed-use development.
- 4.5 The development will not result in significant adverse impacts upon the amenities of neighbouring properties (or internally within the development).
- 4.8 It is therefore recommended that planning permission be granted subject to conditions and s106 agreement.

5.0 SITE AND SURROUNDING

- 5.1 Highbury Vale Police Station is located along Blackstock Road and comprises a site of approximately 1392sqm, located within the Finsbury Park Town Centre. The building was formally occupied by the Metropolitan Police and is locally listed.
- 5.2 The site is formally allocated (FP5) in the Council's Site Allocations Document.
- 5.3 The Blackstock Road is characterised by three storey Victorian terraces with commercial units at ground floor level.
- 5.4 The building itself (built 1903) comprises of a four storey red brick L shaped building with a mansard roof and projecting dormers. The ground floor is raised from the street level. There is car parking to the rear (accessed off Canning Road). This part of the site has been which has been separated by the Metropolitan Police from this application site to provide a separate residential development (P2013/0881/FUL) for 6 terraced dwellings, which is currently under construction.

6.0 PROPOSAL (in Detail)

- 6.1 This application proposes the reconfiguration and extension of the existing building to provide:
- A commercial unit of 411m² of assembly and leisure (D2) floorspace on the ground floor,
 - Four commercial units totalling 215m² for use within classes A1/A2/B1/D1/D2 set across the basement and ground floors,
 - Eight residential units set across the upper two floors with new balconies, stair and lift core and glazed access corridors to the rear.
- 6.2 The residential units comprise of 1 x 1 bed and 7 x 2 bed units and will be served by a communal cycle store with 16 cycle spaces (with a further 4 reserved for the flexible use units and 6 spaces for the D2 unit) located within the upper ground floor.
- 6.3 The existing main entrance of the building will be utilised for the 4 flexible use units and residential accommodation. A new glazed entrance is proposed on the left hand side of the building (when viewed from Blackstock Road) to serve the D2 unit.
- 6.4 The other alterations to the front elevation involve the lowering of the sill of the existing window next to this proposed entrance to provide a larger opening to the D2 space and the lowering of the existing entrance (which is currently stepped) to provide a level entrance.
- 6.5 To the rear is proposed a large single storey extension, which will cover the entire existing courtyard and steps down to the existing boundary wall heights, the lift shaft and stairs (clad in frosted glass and glazing respectively) and a further glazed extension to provide circulation space for the residential units. A small second floor extension is also proposed next to the lift shaft.
- 6.6 There are also a number solar panels proposed on the rear roof slope.
- 6.7 New windows are proposed on the second floor level of the southern facing side elevation.
- 6.8 The scheme has been altered to address concerns raised by the Inclusive Design Officer. These alterations are as follows:
- Storage and charging facilities for mobility scooters have been provided within the main cycle storage area
 - One leaf of the main entrance doors provides an opening width of 1000mm and a note has been added to clarify that the weight of these doors should not exceed 30N
 - The platform lift inside the main entrance has been moved slightly to provide maneuvering space clear of the outward opening lift doors
 - The platform lift has been enlarged to accommodate a bike and a clear space 1500mm wide has been provided beside one of the cycle racks
 - The disabled changing now shows the arrangement of an accessible WC, shower and changing area, which meet minimum spatial requirements

- Through floor lifts have been relocated in Units 04, 05 & 06

Winding treads have been removed from flights of stairs within Units 04, 05 & 06

7.0 RELEVANT HISTORY:

PLANNING APPLICATIONS

- 7.1 P2013/4778/FUL Demolition of garage, external stores, kennels, and cell block to former Police Station and erection of terrace of six dwellings, as planning permission P2013/0881/FUL, with the addition of a basement level to nos 31, 33, 35 and 37. Approved 08/08/2014
- 7.2 P2013/0881/FUL Demolition of garage, external stores, kennels and cell block to former Police Station and erection of six terraced dwellings with basement (2 x 4 bed and 4 x 3 bed). Approved 18/11/2013
- 7.3 860177. Erection of a two storey extension at rear of Police Station (Applicants plan nos. LA-01 and three unnumbered elevations and site plan.) No objection 08/07/1986

ENFORCEMENT

- 7.4 E/2013/0208 Unauthorised demolition of locally listed building. Withdrawn/Complete 19/02/2014

PRE APPLICATION ADVICE

- 7.5 Q2013/4599/MIN Advice was sought on the principle of development, the commercial units and the design of the additions. The advice provided has resulted in a number of improvements to the proposed scheme.

8.0 CONSULTATION

Public Consultation

- 8.1 Letters were sent to occupants of 137 adjoining and nearby properties on Blackstock Road and Canning Road to the rear on the 4th of June 2014, the 15th of September and the 5th of November. The public consultation of the application therefore expired on the 19th of November 2014, 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 12 letters of objection have been received, which are summarised as follows (with paragraph numbers stated in brackets stating where the issue is addressed)
- Loss of privacy and inconsistency in plans (see para 10.53-61)
 - Impact of the proposed construction process (10.71)
 - The balconies will cause overlooking (10.53-61)

- The proposed ballustrades to the balconies will not prevent overlooking (10.53-61)
- Concerns over possible noise disturbance from the gym and its viability (10.11)
- The existing green space should not be lost (10.70)
- Loss of light/overshadowing (10.53-61)
- Insufficient parking spaces (10.66)
- Changes to the building facade are inconsistent with the original character of the building. (10.23-10.28)
- Lack of natural light to the proposed flats and some windows look directly at masonry walls (10.38-10.52)

External Consultees

8.3 none

Internal Consultees

Design and Conservation Officer:

8.4 No objection. Issues raised with design of rear lift shaft and stairwell. Conditions suggested requiring further details of front elevation openings, materials, balcony railings etc.

Planning Policy

8.5 No objection subject to policy DM4.12 (loss of social infrastructure) and DM4.4 (Town Centre development) being addressed. Conditions recommended regarding the use of the commercial units.

Highways

8.6 No objection. Suggest condition requiring the applicant to submit further information on the proposed servicing arrangements for the development proposals.

Inclusive Design Officer

8.7 States that the development has a lot to offer and takes a positive approach to access and inclusion.

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, 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:

Site Allocations FP5

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

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

10. ASSESSMENT

10.1 The main issues arising from this proposal relate to:

- Land Use and Principle
- Design Considerations
- Standard of Accommodation for Future Occupiers
- Neighbouring Amenity
- Accessibility and Transport
- Affordable Housing

Land-use and Principle

10.2 The proposal for a mixed use development with retail/commercial at ground floor and 8 residential units on upper floors is consistent in principle with the site allocation for this site, reference FP5. Design issues and impact on the Town Centre are the two key considerations specifically highlighted in the allocation. With the latter, the allocation highlights that proposed commercial and employment uses which contribute to the vitality of Finsbury Park Town Centre are important

10.3 In this location, A1, A2 and B1 would be encouraged as per Development Management policies DM4.4 and DM5.1.

10.4 Development within Town Centres must meet the criteria in Development Management policy DM4.4 part C. These criteria include the requirement that any proposals should: contribute positively to vitality and viability; promote a vibrant and attractive place.

- 10.5 The vast majority of the Town Centre is made up of units under 200sqm; and four commercial units totalling 215m² for use within classes A1/A2/B1/D1/D2 set across the basement and ground floors are proposed, along with a unit of 411m² of assembly and leisure (D2) floorspace on the ground floor.
- 10.6 It is considered that this scale of units would sit comfortably in the local town Centre and would not detrimentally impact the continued vitality and viability of shop units in the centre, particularly small units.
- 10.7 These proposed smaller units are also supported in line with policy DM4.1 and are considered in keeping with the character and function of the town centre which is made up of predominantly smaller units.
- 10.8 The units are proposed as a mixed use, all of which are considered appropriate for a town centre location. However the Policy Officer suggest a range of conditions to prevent to a possible unacceptable concentration of similar uses, the requirement for at least one A1 unit to be provided, and the possible requirement for a place of worship (D1) to require planning permission due to possible amenity impacts.
- 10.9 Policy DM4.1 proposes small and independent shops and suggest, where appropriate, conditions to permissions for small shop units, requiring planning permission to be sought for the future amalgamation of units into larger premises.
- 10.10 Given that the original scheme included a large A1 unit which was amended prior to submission in response to community concern, and that the smaller units are consistent with the character and function of the Town Centre, it is considered that such a condition is appropriate.
- 10.11 Subject to these conditions (and a further condition requiring details of soundproofing measures to the D2 use), it is considered that the mixed flexible use is acceptable.
- 10.12 The residential units (x8) on the upper floors provide the mixed use of the site and comply with the requirements of the site allocation document.
- 10.13 Finally, the application site is located within the Finsbury Park Town Centre. The existing building (sui generis) is considered to be social infrastructure for the purposes of DM4.12, which states that when the specific use is no longer required on site, the applicant must 'provide evidence demonstrating:
- a) that the proposal would not lead to a shortfall in provision for the specific use within the local catchment;
 - b) that there is either no demand for another suitable social infrastructure use on site, or that the site/premises is no longer appropriate for social infrastructure uses; and
 - c) any replacement/relocated facilities for the specific use provide a level of accessibility and standard of provision at least equal to that of the existing facility.'
- 10.14 The site was earmarked for disposal as part of the Metropolitan Police Asset Management Plan.
- 10.15 Given the scale and the amount of works required internally to the building, the premises is not considered suitable for social infrastructure. Whilst there is a lack of

marketing evidence to establish a lack of demand for this use, the site allocations document (FP7) clearly states that *'the Metropolitan Police Asset Management Plan for Islington highlights that the building design cannot be adapted to modern policing needs and that the location is not fully accessible. It is considered that the existing facilities can be re-provided in more specialist and appropriate facilities elsewhere'*

- 10.16 The scheme complies with the mixed use development envisaged by the site allocations document and therefore it is considered that the development complies with policy DM4.12.
- 10.17 Policy DM4.4 part C of the Development Management Policies Document states that development within designated Town Centres is required to:
- i) be appropriate to the scale, character and function of the centre;
 - ii) contribute positively to the vitality and viability of the centre;
 - iii) promote a vibrant and attractive place;
 - iv) respect and enhance the heritage, character and local distinctiveness of the centre;
 - v) provide a variety of different sized retail units;
 - vi) meet the council's policies on Inclusive Design; and
 - vii) not cause detrimental disturbance from noise, odour, fumes or other environmental harm.
- 10.18 It is considered that in principle the development complies with this policy. Design (impact on existing building and street scene) and inclusive design is addressed below.
- 10.19 Finally in terms of density, London Plan Policy 3.4 (Optimising Housing Potential) seeks to optimise housing density, having regard to local context, design principles and public transport accessibility.
- 10.20 Core Strategy policy CS12 requires residential developments to follow and not exceed the density levels set out in the London Plan density matrix.
- 10.21 The 0.076 hectare site benefits from a PTAL rating of 6a and is in an 'urban' location. In accordance with the London Plan density matrix (Table 3.2), a density range of between 200-700 habitable rooms per hectare or 445-420 units per hectare would be appropriate in this location.
- 10.22 Having regard to the tests of local context, design, public transport accessibility and the physical constraints of the locally listed building and the mixed use nature of the proposal, the proposed density of 105 units/hectares is considered to be appropriate and consistent with the London Plan density matrix.

Design Considerations

- 10.23 Policy DM2.1 states that development should respect and respond positively to existing buildings, the streetscape and the wider context, including local architectural language and character, surrounding heritage assets, and locally distinctive patterns of development and landscape.

- 10.24 Policy DM2.3 states that the Council will ensure that the Borough's heritage assets are conserved and enhanced in a manner appropriate to their significance.
- 10.25 The former police station is a locally listed building. The building was constructed in the 1903. The red brick composition with Portland stone detailing in the old 'English' style is typical of municipal buildings of the time.
- 10.26 The building presents an attractive Edwardian frontage to Blackstock Road, with iron railings and a traditional police sign. There is a more modern extension to the rear, and numerous small additions and alterations have been made.
- 10.27 The frontage is in need of repair/enhancement, for example the entrance steps, some of the railings, some of the capping stones are in need of repair.

The works to the principal front elevation are limited to:

- i) The introduction of a large window (i.e lowering the cill of the existing window) to the upper ground floor unit (to serve the D1 unit);
- ii) The introduction of a new lightweight glazed entrance to serve the upper ground floor (D1) unit;
- iii) The adaption (lowering) of the existing main entrance to provide a level access; and
- iv) New signage (which will require separate advertisement consent).

In addition a part of the existing railings will have to be removed on front of the new access to the building.

- 10.28 These alterations are considered to be appropriate and sensitive and will modernise the frontage and serve the new commercial units whilst retaining the original character of the building.
- 10.29 The Design and Conservation Officer has no objection to the proposals to the front elevation of the building, but does raise concern regarding the scale of development to the rear.
- 10.30 As stated above, the rear of the property, including the courtyard and the rear projection are more modern additions and have been altered over the years.

To the rear of the building the following elements are proposed:

- i) Upper ground floor extension, covered with a green roof, extending approximately 11m in depth from the main rear elevation and located to the rear of the main frontage;
- ii) 9 balconies/terraces and a circulation core;
- iii) Glazed lift shaft ;
- iv) 2 storey curved stair core clad in dark vertical metal, located on the northern side of the rear projection;
- v) Photo voltaic panels to the rear roof plane and northern roof plane of rear projection;
- vi) Insertion of 7 rooflights; and
- vii) Addition of new window to north side elevation and in the existing rear projection to the main building.

- 10.31 The (upper) ground floor extension to the building which extends to the rear and covers the entire existing courtyard, is limited in its impact on the character and appearance of the original building, given its single storey nature and its siting within the building courtyard.
- 10.32 The 2 storey lift shaft and glazed stairwell have, by virtue of the glazing used, a lightweight modern appearance which sits in contrast but is complimentary to the existing red brick building. The curved stair core, which will be clad in dark vertical metal, are not considered to detract from the host building. It is not considered that these elements would be visually intrusive, the scale is considered appropriate to the building as a whole and of course there is improved accessibility benefits associated with the works.
- 10.33 The 9 proposed residential balconies/terraces (with 1.2m high balustrades) and the alterations to the rear elevation are considered to be appropriate and will not detract from the character and appearance of the original building. Similarly, the roof lights, solar panels and additional window to the northern side elevation will not have a detrimental impact on the character and appearance of the original building.
- 10.34 The Design & Conservation Officer has suggested conditions requiring further detail of the openings to the front elevation, means of attachment of the glazed extension to the main building and its framing, details of the balconies and samples of facing materials. It is considered that these conditions are appropriate and necessary to ensure that the detailing and finishes of the development are of the quality required.
- 10.35 Subject to these further details, it is considered that the development will preserve the character of the existing locally listed property.
- 10.36 With regards to the wider street scene, Blackstock Road is varied in terms of its character and appearance. As stated above, this building is prominent and forms an important part of the character of the immediate locality. The vast majority of new works are to the rear and even these would be mostly obscured from Canning Road at the rear by the new development taking place at the rear of the site (a terrace of 5 dwellings) and the rear projection of the existing building.
- 10.37 As such, its impact upon the wider street scene is considered to be limited, and in compliance with policies in this respect.

Standard of Accommodation

- 10.38 Table 3.2 of policy DM3.4 of the Development Management document stipulates the minimum gross internal floor space required for residential units on the basis of the level of occupancy that could be reasonably expected within each unit.
- 10.39 With regard to private amenity space policy DM3.5 details that all new residential development should provide good quality, private outdoor space in accordance with the minimum required figures. The minimum requirement for private outdoor space is 5 square metres on upper floors and 15 square metres on ground floors for 1-2 person dwellings. For each additional occupant, an extra 1 square metres is required on upper floors and an extra 5 square metres on ground floors up to a

minimum of 30 square metres for family housing (three bedroom residential units and above).

10.40 Details of the unit are set out in the table below against the minimum floor space standards.

Unit	No bedrooms/expected occupancy	Floor Space (m2)	Minimum required (m2)	Storage required (m2)	Amenity space required (m2)
1	2/4	98.5	70	2.5	7
2	2/3	64.5	61	2	6
3	2/3	67	61	2	6
4	2/4	87	70	2.5	7
5	2/4	85	70	2.5	7
6	2/3	87	61	2.5	6
7	1/2	52	50	1.5	5
8	2/3	69	61	2	6

10.41 All 8 units provide adequate floor space and storage space. With regards to amenity space, all units are provided with some external balcony space (between 5 and 7.5m²). In addition, Unit 1 is provided with a garden space on the ground floor (at total of 41sqm). The development therefore complies with the above policy in this respect.

10.42 Policy DM3.4 also states that residential development should provide:

- dual aspect units,
- sufficient day light and sunlight,
- logical and legible entrances
- shared circulation space

10.43 All units provide a dual aspect. All units should therefore receive direct sunlight for an acceptable period of the day. The entrances are considered to be logical and legible and the shared circulation space is considered appropriate.

10.44 Unit 1 has been the focus of some amendments, originally due to the overlooking caused from the unit opposite (within the development). The unit is provided with a balcony serving the main living space, and to limit the overlooking from the balconies opposite, a overhanging structure is proposed set above this balcony, limiting somewhat the outlook. However the enlargement of this main living room window so that it is full height and the addition of a new window on the northern side (albeit with privacy louvers window to direct views away from Canning Road) to provide a dual aspect (along with a roof light) is considered to provide an acceptable outlook and standard of accommodation in this respect.

10.45 In terms of internal overlooking within the development, as stated above, the balcony of unit No 1 has been provided with a timber overhanging structure of vertical slats to prevent direct overlooking from the balconies serving unit 4 and 5 opposite (at a distance of approx 8.1m).

- 10.46 The addition of this structure (full details of which to be provided via condition to ensure its suitability for this purpose and from a visual amenity perspective) will prevent direct overlooking down into the living space of this unit (as shown on drawing 1309-PL-312B).
- 10.47 Bedroom 2 of unit 1 will also have an oriel window with clear glass only facing the side (facing north and the balcony of this unit), therefore providing privacy for this bedroom.
- 10.48 The fenestration on the first floor directly opposite this unit serve the access corridor and therefore do not lead to direct overlooking of this unit. Similarly, the fenestration of unit 8 and unit 7 facing each other are obscure glazed to prevent direct mutual overlooking.
- 10.49 As such and in conclusion then, the development has been designed (as amended) to prevent unacceptable internal overlooking between units.
- 10.50 Bedroom 2 and 1 of Unit 2 are served by windows in the southern side elevation of the rear projection. The lower lights(half) of these windows, along with that serving bedroom 1 of Unit 1, are obscure glazed and fixed shut to prevent direct overlooking of No 213 Blackstock Road. Despite this the light entering these bedrooms from the upper half of these windows is considered to be acceptable.
- 10.51 The second bedroom of Unit 8 is only served by a roof light. Whilst the outlook from this small (single) bedroom is therefore limited, on balance it is not considered that this is sufficient grounds for refusal. There is no obvious position for another window.
- 10.52 It is therefore considered that all 8 units will provide an acceptable standard of accommodation in accordance with the above policies.

Neighbouring Amenity

- 10.53 The Council seeks to ensure that new development does not harm the amenity of adjacent residents, either from loss of daylight, sunlight, privacy and overlooking, sense of enclosure or noise. In considering amenity, weight must not only be given to existing neighbours but also to those for which permission to build exist, even when not yet implemented.
- 10.54 Firstly, in terms of the physical impact of the development, the rear extension to the building is mainly restricted to the ground floor extension over the existing courtyard, and extends up to the rear boundary with the development at the rear of the site (P2013/4778/FUL – ‘6 new terraced dwellings’). As such, its overshadowing impact is limited and it is not considered to be overbearing.
- 10.55 This rear extension does have a green roof and will be partly used by Unit 1 as amenity space, however this amenity area is set within an enclosed area of the courtyard and behind the side boundary screening (1.8m close boarded fencing). It will not have a detrimental impact on the rear amenity areas of the ‘6 new terraced dwellings’.

- 10.56 The stair core and lift shaft is sited on the northern side of the existing rear projection away from any neighbouring property and will not therefore have any unacceptable impact on amenity.
- 10.57 Turning to overlooking, as stated above, the development proposes a number of balconies to provide amenity space for all the units. The rear facing balconies of units 5 and (in particular) 6 face the rear elevations of the '6 new terraced dwellings' along Canning Road. The balcony for unit 6 directly faces the rear elevation of the northernmost new dwelling of the approved terrace. The balcony sits a distance of 18.1m from the rear elevation of this property. The windows of the proposed development sit at an even greater distance.
- 10.58 Policy DM2.1 states that to protect privacy for residential developments and existing residential properties, there should be a minimum distance of 18 metres between windows of habitable rooms. As such, the distance between this balcony and windows to the rear elevation of the '6 new terraced dwellings' is considered acceptable.
- 10.59 The same distance separates this balcony with the rear elevation of the nearest existing neighbour along Canning Road, No 41. However this is at an angle (rather than direct as above) so again, it is considered that the separation distance is sufficient to prevent unacceptable overlooking in this regard.
- 10.60 As stated above, the new window inserted to the north side of the rear projection (serving unit 1) has privacy louvres on the northern eastern side. This will prevent direct overlooking of the rear amenity areas of the '6 new terraced dwellings' and No 41 Canning Road beyond.
- 10.61 The new windows on the southern elevation of the rear projection have obscured glazing to the bottom half of the fenestration to prevent direct overlooking of the rear of 213 Blackstock Road at this level. As such it is not considered that the proposed development will have an unacceptable overlooking impact on the adjoining neighbours

Accessibility and Transport

- 10.62 Alterations to the internal layout have been made in response to issues raised by the Inclusive Design Officer (see para 4.3). These alterations (such as the provision of storage and charging facilities for mobility scooters, the slight widening of the opening width of the entrance doors, the enlargement of the platform lift etc) are considered to ensure that the development as a whole provides a high quality scheme in relation to access and inclusion.
- 10.63 The development will be car free and 16 cycle spaces are proposed for the residential units, with a further 6 of the assembly and leisure unit (D1) and 4 for the two smaller commercial units.
- 10.64 Whilst it would be ideal to provide direct level street access to the residential cycle store, this has not been possible whilst working within the constraints of the locally listed building.

- 10.65 The application site is located on Blackstock Road in Finsbury Park Town Centre and is located 700 metres from Seven Sisters Road, which is part of Transport for London's Road Network. The application site has a PTAL rating of 6a, reflecting its excellent transport connectivity.
- 10.66 The Highways Officer has no objection to the car free scheme (which is in accordance with Development Management Policy DM8.5 -Vehicle parking), however does suggest that the applicant should submit a delivery and servicing plan to provide further details on how the gym, commercial and residential elements will be serviced.
- 10.67 A condition to secure these details is considered appropriate and necessary.

Affordable Housing

- 10.68 Based on the site providing 8 additional units the small-sites affordable housing contribution would apply consistent with policy CS12 and the Affordable Housing – Small Sites contributions SPD. £400,000 (8x£50,000) would therefore be applicable to this site.
- 10.69 This sum has been secured through a s106 agreement and as such it is considered that this policy has been addressed.

Other Issues

- 10.70 The site allocations document states for this site (FP5) : The site is adjacent to Local Flood Risk Zone (LFRZ) at risk of significant/extreme flooding. Proposals will therefore be required to further assess and mitigate risk. Further detailed guidance is set out in the Development Management Policies. Development Management Policy DM6.6 (Flood Prevention) requires Flood Risk Assessment for sites located within LFRZ (Part B). Part C requires all minor development to reduce or maintain existing run off levels. This proposal incorporates a rear extension that covers the entire rear courtyard. However this existing courtyard is hard surfaced and the building over it would have limited impact with the proposed green roof having some benefits to the matter.
- 10.71 Given the constrained nature of the site and the approval for development at the rear, a construction method statement is considered appropriate to ensure that the construction does not unduly disturb the neighbouring properties.

11 SUMMARY AND CONCLUSION

Summary

- 11.1 The principle of the land use is acceptable and is compliant with the site allocations document (FP5).The proposed commercial units (subject to conditions) are of an appropriate scale and use. The proposed residential units provide an acceptable standard of accommodation. The development will have an acceptable impact upon

the character and appearance of the existing locally listed building. The development will not unacceptably harm the amenities of neighbouring properties.

- 11.2 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.

Conclusion

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

APPENDIX 1 – RECOMMENDATIONS

RECOMMENDATION A

That planning permission be granted subject to the completion of a section 106 agreement to secure

- a) A financial contribution of £400,000 towards the provision of off site affordable housing.
- b) A financial contribution of £9000 towards CO2 off setting.

RECOMMENDATION B

That the grant of planning permission be subject to conditions:

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 (Montagu Evans April 2014), Heritage Statement (Montagu Evans March 2014), Noise Assessment (EEC 18th March 2014) Energy Strategy Report (Syntegra Consulting 25th March 2014), Transport Statement (Ttp Consulting March 2014), 1309-PL-201, 1309-PL-202A, 1309-PL-301, 1309-PL-302, 1309-PL-303, 1309-PL-304, 1309-PL-305, 1309-PL-111C, 1309-PL-112D, 1309-PL-113K, 1309-PL-114G, 1309-PL-115C, 1309-PL-211A, 1309-PL-212C, 1309-PL-311E, 1309-PL-312C, 1309-PL-313C, 1309-PL-314B, 1309-PL-315A, 1309-PL-316H, 1309-PL-001A, 1309-SK-114, 1309-SK-115</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
	<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> <ol style="list-style-type: none">a) solid brickwork (including brick panels and mortar courses)b) render (including colour, texture and method of application);c) window treatment (including sections and reveals);d) roofing materials;e) balustrading treatment (including sections);f) lift and stair shaft cladding andh) any other materials to be used.

	<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.</p>
4	Details of finishes
	<p>CONDITION: Prior to the commencement of development detailed drawings showing: all works of alterations to the front elevations where openings are being made or widened, the means of attachment and connection of the new glazed extension and existing building, the framing of the new glazed extension, the privacy louvers and loggia to Unit 1 and the balcony railings and fixings shall be submitted to and approved in writing by the Local Planning Authority. These details shall be implemented as approved and retained 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>
5	Use of commercial units
	<p>CONDITION: Notwithstanding the flexible use hereby approved, at least one of the 4 commercial units hereby approved shall be in use as A1 at all times. This unit shall be identified in writing to the LPA prior to the occupation of all 4 units, along with any alteration thereafter (a change of use of any of the other units to A1). In addition, no amalgamated unit shall be in use as A1.</p> <p>Reason: In order to prevent an intensification of use that would have an adverse impact upon the local character and amenity.</p>
6	Use of commercial units
	<p>CONDITION: Notwithstanding the flexible use hereby approved, no more than 1 of the 4 units shall be in use as A2 at all times.</p> <p>REASON: In order to prevent an intensification of use that would have an adverse impact upon the local character, vibrancy and vitality.</p>
7	Servicing details
	<p>CONDITION: Prior to the commencement of development, a delivery and servicing plan to provide further details on how the gym, commercial and residential elements will be serviced. The plan shall include hours, frequency, location/s and size of vehicles and other details outlined in Paragraph 8.39 of the Development Management Policies. The servicing shall be carried out in accordance with the approved plan.</p> <p>REASON: In the interest of Highway Safety.</p>
8	Obscure glazing
	<p>CONDITION: All windows shown on the plans hereby approved as being angled or obscurely glazed shall be provided as such prior to</p>

	<p>the first occupation of the development.</p> <p>All obscurely glazed windows shall be fixed shut, unless revised plans are submitted to and approved in writing by the Local Planning Authority which confirm that those windows could open to a degree, which would not result in undue overlooking of neighbouring habitable room windows.</p> <p>The development shall be carried out strictly in accordance with the details so approved and maintained as such thereafter.</p> <p>REASON: To prevent the undue overlooking of neighbouring habitable room windows.</p>
9	Accessible Homes
	<p>CONDITION: The residential dwellings, in accordance with the Access Statement and plans hereby approved, shall be constructed to the standards for flexible homes in Islington ('Accessible Housing in Islington' SPD) and incorporating all Lifetime Homes Standards.</p> <p>REASON: To secure the provision of flexible, visitable and adaptable homes appropriate to diverse and changing needs.</p>
10	Hours of opening
	<p>CONDITION: Should the ground floor flexible commercial units be taken up for A3 (café / restaurant) use the units shall not operate outside the hours of 7am – 6pm Mon – Sat and 9-1pm Sun and Bank Holidays.</p> <p>REASON: To ensure that the proposed development does not have an adverse impact on neighbouring residential amenity.</p>
11	Code for sustainable homes
	<p>CONDITION: The development shall achieve a BREEAM [Office/Retail/Schools/Bespoke/multi-residential rating (2008) / BREEAM New Construction rating (2011)] of no less than 'Excellent' and Code of Sustainable Homes rating of no less than 'Level 4'.</p> <p>REASON: In the interest of addressing climate change and to secure sustainable development.</p>
12	Cycle parking
	<p>CONDITION The bicycle storage area(s) hereby approved, which shall be covered, secure and provide for no less than 26 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.</p>
13	Car Free Housing

	<p>CONDITION: All future occupiers of the residential units hereby approved shall not be eligible to obtain an on street residents parking permit except:</p> <ul style="list-style-type: none"> (2) In the case of disabled persons (3) In the case of units designated in this planning permission as 'non car free';or (4) In the case of the resident who is an existing holder of residents parking permit issued by the London Borough of Islington and has held the permit for a period of at least a year. <p>REASON: To ensure that the development remains car free.</p>
13	Lift Provision
	<p>CONDITION: All lifts serving the dwellings hereby approved shall be installed and operational prior to the first occupation of the residential dwellings hereby approved and maintained as such thereafter.</p> <p>REASON: The development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.</p>
13	Sound Proofing
	<p>A scheme for sound insulation and noise control measures for the D2 use unit hereby approved shall be submitted to and approved in writing by the Local Planning Authority prior to any superstructure works commencing on site.</p> <p>The sound insulation and noise control measures shall be carried out strictly in accordance with the details so approved, shall be implemented prior to the first occupation of the development hereby approved and shall be maintained as such thereafter.</p> <p>REASON: To secure an appropriate residential environment for neighbouring properties.</p>
14	Construction Method Statement
	<p>No development (including demolition works) shall take place on site unless and until a Construction Method Statement has been submitted to and approved in writing by the Local Planning Authority. The approved Statement shall be adhered to throughout the construction period. The Statement shall provide for:</p> <ul style="list-style-type: none"> i. the parking of vehicles of site operatives and visitors ii. loading and unloading of plant and materials iii. storage of plant and materials used in constructing the development iv. the erection and maintenance of security hoarding including decorative displays and facilities for public viewing, where appropriate v. wheel washing facilities

	<p>vi. measures to control the emission of dust and dirt during construction</p> <p>vii. a scheme for recycling/disposing of waste resulting from demolition and construction works</p> <p>viii mitigation measures of controlling noise from construction machinery during business hours</p> <p>The development shall be carried out strictly in accordance with the details so approved and no change therefrom shall take place without the prior written consent of the Local Planning Authority.</p> <p>REASON: To ensure that the development does not adversely impact on neighbouring residential amenity due to its construction and operation.</p>
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List of Informatives:

1	<p>Positive Statement</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.</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>
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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 Policy 3.18 Education facilities	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 7.8 Heritage assets and archaeology 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)	Infrastructure and Implementation Policy CS18 (Delivery and Infrastructure) Policy CS19 (Health Impact Assessments)
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 DM2.2 Inclusive Design DM2.3 Heritage DM3.1 Housing Mix DM3.4 Housing Standards Dm3.5 Private Amenity Space	Shops Culture and Services DM4.1 Small & Independent Shops DM4.3 Location & Concentration of uses DM4.4 Promoting Islington's Town Centres DM4.12 Social & cultural infrastructure
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DM3.7 Noise & Vibration

Health & Open Space
DM6.1 Healthy Development

Transport
DM8.4 Walking & Cycling
DM8.6 Delivery & Servicing

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

Locally Listed Building

Site Allocations 2013: FP5

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
Planning for Equality and Diversity in
London