

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		
Date:	28 June 2016	NON-EXEMPT

Application number	P2015/3451/FUL
Application type	Full Planning Application
Ward	St. Peters
Listed building	Not statutory listed, Mission Hall is locally listed
Conservation area	None
Development Plan Context	<ul style="list-style-type: none">- Article 4 Direction – Office to Residential- Islington Village and Manor House Archaeological Priority Area- Angel & Upper Street Core Strategy Key Area- 35 Britannia Row – Locally listed building- Within 100m of Strategic Road Network- Major Cycle Route- Angel Town Centre- Within 50m of Cross Street Conservation Area
Licensing Implications	None
Site Address	35-53 Britannia Row, London, N1 8QH
Proposal	Creation of eight new residential units (3x3 bed, 5 x2 bed) comprising of new third and fourth floors including roof terraces at fourth floor and the addition of 440m2 (B1) office floor space in a part 2, part 3 storey extension over the existing yard area and the excavation of a basement for service facilities for the building and associated external alterations.

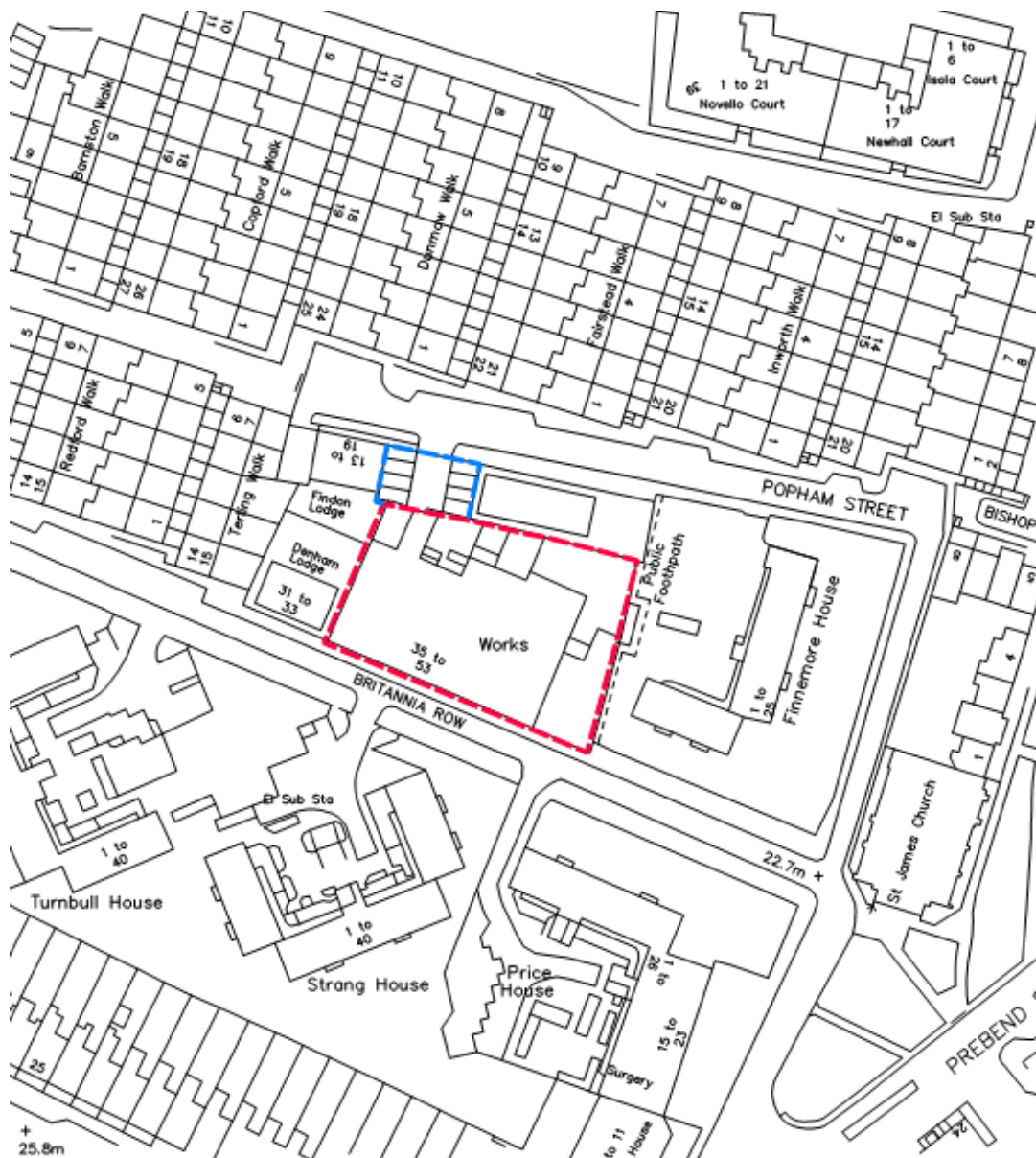
Case Officer	Daniel Power
Applicant	Britannia Row Ltd
Agent	Mr James Fosbrook – BLA Architects

1 RECOMMENDATION

The Committee is asked to resolve to GRANT planning permission:

1. subject to the conditions set out in Appendix 1;
2. subject to the completion of a Deed of Planning Obligation made under section 106 of the Town and Country Planning Act 1990 securing the heads of terms as set out in Appendix 1.

2. SITE PLAN (site outlined in black)



3. PHOTOS OF SITE/STREET



Image 1: Aerial view of the site towards front elevation

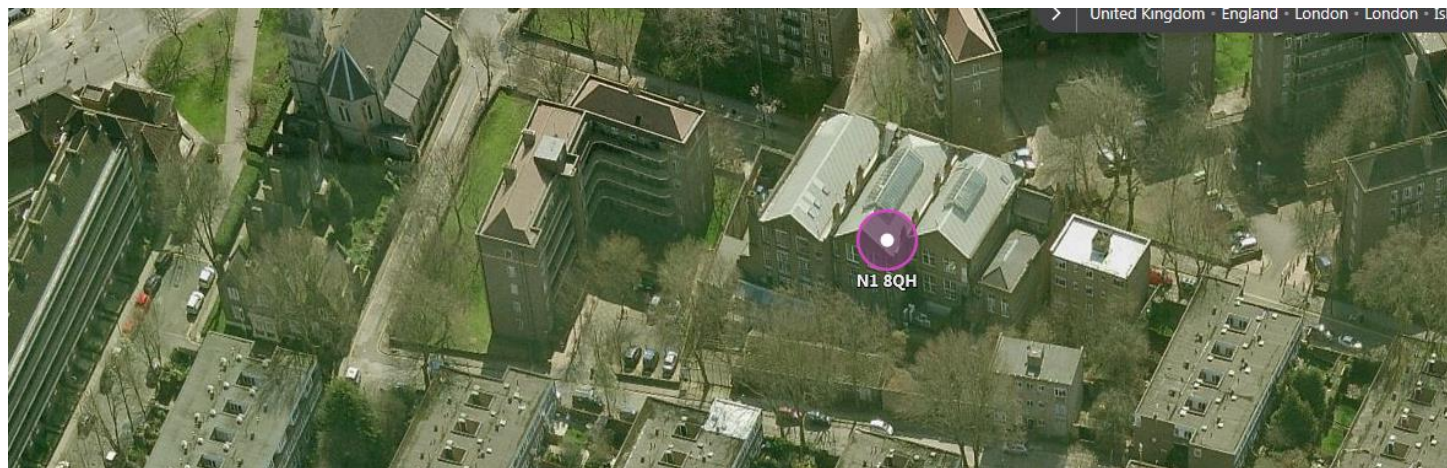


Image 2: Aerial view of the site towards rear elevation



Image 3: Existing front elevation looking east



Image 4: Existing front elevation looking west



Image 5: View to the rear of the site



Image 6: View of the outbuilding at the rear of the site

4. SUMMARY

- 4.1 Planning permission is sought for alterations and extensions to the existing building involving the creation of eight new residential units (3x3bed, 5 x2 bed) comprising of new third and fourth floors including roof terraces at fourth floor and the addition of 440m² (B1) office floor space in a part 2, part 3 storey extension over the existing yard area and the excavation of a basement for service facilities for the building and associated external alterations.
- 4.2 The proposal seeks to improve the internal layout and floor space of the existing B1 office space and proposes a side extension providing a further 440m² of office space. The internal alterations and extension would provide an improved functional office space with the servicing, being incorporated as part of the new service area within the basement.
- 4.3 The application proposes a two storey roof extension (third and fourth floor) for the eight new residential units (5 x 2 bed, 3 x 3 bed), which would be accessed via the new side extension. It is considered that the residential units would provide a good level of amenity for future occupiers, given the constraints of the site. The mixtures of units are also considered to be acceptable and the number of units is also considered to be appropriate given the constraints of the building and the site.
- 4.4 While the building is not located within a Conservation Area, 35 Britannia Row is Locally Listed and the building stands prominently in the street setting. A previous planning application granted permission for a two storey roof extension of a similar scale and massing to what is now proposed but with pitched roofs. This application proposes a contemporary design for both the side and roof extension, while following a similar form to the existing building. Therefore the extensions are considered to be of a high standard of design and would not detract from the character and appearance of the host building or the street scene.
- 4.5 Given the orientation of the application site, as well as the positioning and separation distances of the adjoining residential buildings, it is considered that the development would not result in the loss of daylight or sunlight to the occupiers of the adjoining residential properties or have a significant detrimental impact upon their amenity.
- 4.6 The application is therefore recommended for approval subject to conditions and completion of a S106 Agreement.

5 SITE AND SURROUNDING

- 5.1 The application relates to a three storey industrial style building located on the north side of Britannia Row, close to the junction with Popham Street. The application site is formed by two buildings, the main former industrial building and No 35 Britannia Row, a locally listed former mission hall, both of which are now used for commercial purposes (use class B1). The three-storey stone fronted former mission hall building is characterised by its Gothic/Tudor style and provides some visual interest in a street without much architectural merit. The existing buildings are currently used for B1 purposes, although the buildings are in a poor state of repair and the units are currently vacant.

- 5.2 The properties surrounding the site on Britannia Row comprise of 1960s style residential buildings ranging from three to five storeys in height. To the rear of the site is a single storey building used as the Popham and Cumming Community Centre. The immediate area is predominantly residential in character. Opposite the application site is Strang House which is a six storey residential building. To the east of the site there is a five storey residential blocks of flat known as Finnemore House which has frontages to Britannia Row and Popham Street. To the west of the site and along its boundary are two separate residential blocks known as Denham and Findon Lodge. The site is not located in a conservation area, but is within an Archaeological Priority Area.

6. PROPOSAL (in Detail)

- 6.1 The application seeks full planning permission for the creation of eight new residential units (3x3bed, 5 x2 bed) comprising of new third and fourth floors including roof terraces at fourth floor and the addition of 440m² (B1) office floor space in a part 2, part 3 storey extension over the existing yard area and the excavation of a basement for service facilities for the building and associated external alterations.
- 6.2 The proposed roof extension at its maximum points will measure 32.6 metres in width, 18.4 metres in depth and 5 metres in height with a flat roof. The proposal will therefore increase the overall height of the existing building from 13.2 metres to 17.4 metres. The proposed roof extension will be stepped back 4 metres from the front building line and 11 metres from the rear. All the residential units would be located at the 3rd and 4th levels. Whilst it is acknowledged that seven of the proposed units will not be dual aspect, these units will all be duplex apartments which benefit from floor to ceiling windows and the principal elevations will be predominantly glazed. All units will benefit from private amenity spaces of terrace areas, ranging from 11sqm to 27sqm in size.
- 6.3 The proposed part two storey, part three storey side extension, will measure 11.2 metres in width, 24.6 metres in depth and 15.4 metres in height and will include a partial basement, under what is currently the outside servicing area and partly under the existing building. The proposed extension will be used for refuse and recycling facilities as well as cycle storage space on the ground floor level and additional B1 office accommodation on the upper floors.
- 6.4 The proposed basement extension will measure a maximum of 22.4 metres in width, 23.2 metres in depth and 3.4 metres in height. It will be located under the new side extension and part of the existing building, located on the eastern most part of the site. The basement will be used as a plant and servicing area in conjunction with the commercial and residential units. The basement also proposed waiting areas for the servicing vehicles, which would be accessed via a vehicles lift from road level and one disabled parking space for the commercial element of the proposal.
- 6.5 A small extension is also proposed at the second floor level on top of the former mission hall building. This extension will include a glazed link connecting the new and the old parts of the building at this level and will measure a maximum of 11.4 metres in width, 5.2 metres in depth and 3 metres in height. This glazed extension will be set back by 6 metres from the front building line.
- 6.6 Separate refuse and recycling facilities for the commercial and residential units will be located at the proposed basement level, although a refuse drop off point will be located at the ground floor level. Cycle parking storage facilities will be provided at the front of the building at the ground floor level.

6.7 There are some minor alterations to the front elevation of the building removing shutters and reinstating original and new windows.

6.8 In summary, the proposal is considered to be acceptable and is broadly in accordance with the Development Plan policies.

7. RELEVANT HISTORY

PLANNING APPLICATIONS

7.1 P2015/0279/FUL – Alteration and extension to the existing building involving an additional fourth storey with mezzanine accommodation of fifth floor to form nine new residential units (6 x 3 bed, 3 x 2 bed), extension to B1 space over the existing yard area and new ancillary service facilities to the rear. Withdrawn (06/07/2015)

7.2 P2013/3350/FUL – Construction of roof extension and creation of five new residential units comprising 1 x 1 bed, 1 x 2 bed and 3 x 3 bed. Installation of new lift and stair access tower and ground level walkway. Approved (17/12/2013)

NOTES:



Image of extant permission from front elevation

- 7.3 P061912 – Roof top extension: 5 no. apartments at roof level and an independent new lift and stair access tower and ground floor access walkway. Approved (22/11/2006)
- 7.4 P060321 - Erection of roof extension and alterations to existing second floor ceiling height to provide new third floor and third floor / mezzanine floor office accommodation; single storey yard infill at ground floor providing reception, conference room and related services. Also the erection of a new lift/stair access tower. Approved (18/07/2006)
- 7.5 P060320 - Erection of roof extension and alterations to existing second floor ceiling height to provide new third floor and third floor mezzanine floor, to provide three maisonettes (1 x 2 bed and 2 x 3 bed) with roof terrace areas. Erection of independent lift and stair access tower. Approved (31/05/1990)
- 7.6 900250 - Construction of ground floor rear extensions to provide rest rooms kitchen and recreation area (109 sq.m.) ancillary to the use of the premises as recording studio. Approved (29/05/1990)

ENFORCEMENT:

- 7.7 None

PRE APPLICATION ADVICE:

- 7.8 None.

8. CONSULTATION

Public Consultation

- 8.1 Letters were sent to occupants of 219 adjoining and nearby properties at Britannia Row and Popham Street on 30 September 2015. A site notice was placed at the site and the application advertised in the Islington Gazette on 8 October 2015. The public consultation of the application therefore expired on 29 October 2015, however it is the Council's practice to continue to consider representations made up until the date of a decision. Neighbours were re-consulted on amended plans on 22 December 2015 and the consultation period expired on 05 January 2016.
- 8.2 At the time of the writing of this report eleven (11) objections had been received from the public with regard to the application. The issues raised can be summarised as follows (with the paragraph that provides responses to each issue indicated within brackets):
- Object to additional height of the development (para 10.6-10.08)
 - Loss of daylight, sunlight and overshadowing (paras 10.17-10.21)
 - Loss of views (paras 8.3)
 - Increase in population to the street making it very noisy (para 10.22)
 - Noise and disturbance from construction works (para 8.3)

- Historical building should be maintained in its original and aesthetically pleasing state (para 10.04-10.07)
- Commercial unit more appropriate (paras 10.2-10.3)
- Scale and massing (paras 10.06-10.10)
- Overlooking and loss of privacy especially from the terraces (paras 10.16-10.21)
- Impact on on-street parking congestion (para 10.23)
- Proposal will change the character of the street (para 10.09-10.10)
- New extension will block visual connection between Strang House and Popham Street Community Hall (para 10.6)
- Use of glass materials out of character (paras 10.6-10.9)
- Existing yard should be used as additional parking for residents (no policy basis to retain off street parking)
- Impact on property values (para 8.3)

8.3 It must be noted that matters relating to noise and disturbance from the building works and loss of views are not material considerations in the planning assessment of this application. These are matters that are covered by separate legislation including the Building Regulations and the Environment Protection Act. Matters relating to loss of property values and loss of views are not material planning considerations that can be taken into account when assessing the application.

Internal Consultees

- 8.4 **Design and Conservation Officer:** Had concerns with the original plans submitted as they considered the proposal was over-dominant within the street scene and the host building, and the scale of the proposal was excessive in comparison to the host building and its context. Following the submission of amended plans to address the concerns raised they now confirm they have no objections.
- 8.5 **Sustainability Officer:** No objections subject to condition
- 8.6 **Planning Policy Officer:** No comments received
- 8.7 **Inclusive Design Officer:** Concerns that unit 8 is not fully accessible. The proposal will need to fully comply with Category 2 of the National Standards for Housing as well as the Equalitys Act 2010
- 8.8 **Highways:** No objection subject to car free condition and satisfied basement servicing area is to be used for commercial activities on the site.
- 8.9 **Historic England (GLASS):** No objection- The proposal is unlikely to have a significant effect on heritage assets of archaeological interest.

External Consultees

8.10 None

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 and Planning Policy Guidance seek to secure positive growth in a way that effectively balances economic, environmental and social progress for this and future generations. The NPPF and PPG are material considerations and have 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 2015, 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.

Supplementary Planning Guidance (SPG) / Document (SPD)

- 9.3 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
- Design and Impact on Surrounding Area
- Amenity for Future Occupiers
- Neighbouring Amenity
- Basements
- Highways, Transport and car parking
- Noise and Vibration
- Access
- Refuse
- Affordable Housing

Land use

- 10.2 The proposal will provide 440sqm of new B1 additional floor space in the proposed extension as well as introduce residential units to the site and an excavation of a basement for servicing. Historically, the existing building has been used for B1 purposes since at least 1990, when it was last recorded as being used as a recording studio and therefore the provision of additional commercial B1 floorspace in this location is considered acceptable in land use terms.
- 10.3 With regards to the introduction of residential units on this site, historical planning records show that the principle of residential units in this location was first established in 2006 and the most recent consent was obtained in 2013. As there have been no material changes to planning policy since 2013, it is considered that the introduction of residential units on this site, to create a mixed use scheme, would be in accordance with planning policy. Furthermore, given the large number of flatted

developments in the locality and the application site not being located with the CAZ, the introduction of residential units is considered to be an appropriate in land use terms.

Design and impact upon the surrounding area

- 10.4 The application site consists of two adjoining three storey buildings which have been fused together to create a larger unit, although from the outside they appear as two separate buildings. No 35 Britannia Row, the smaller of the two properties, is locally listed with a Gothic/Tudor style appearance to the building contrasting against the more traditional appearance of the main building. The site is not located in a conservation area however, given the historic significance of the application site it is important to ensure the proposal does not detract from the character and appearance of the existing buildings and continues to preserve and enhance the elements of the building that are considered to have historic merit.
- 10.5 The Council's Urban Design Guide (UDG, paragraph 2.3.3) states that: *the scale of a frontage can be further reduced by articulating the top floor as a recessive element and employing materials such as glass and steel with a lightweight appearance.*
- 10.6 The proposal would introduce an additional two storey's over the main part of the building to create a new third and fourth floor. The proposed flat roofed extension would be recessed 2.8 metres from the front building line and would have an overall height of 5 metres; the modern roof extension would continue over the new side extension, albeit at a slightly lower level. The extension would be predominantly glazed with a small amount of grey metal cladding distinguishing the new extension from the existing building. The plans were amended from the originally submitted proposal with regards to the level of glazing/fenestration pattern at the roof top level. As amended, the spacing bars and cladding will be kept to a minimum on all elevations and the glazing detailing will be continued on the flank elevation. This will ensure that the scale of the third/fourth floor roof extension will appear lightweight against the existing building and will not overly dominate the existing roof form. Whilst the height of the building will be increased it will be 0.5 metres lower than the previously approved scheme (P2013/3350/FUL) and is also not considered to be uncharacteristic within the street scene given the large number of five storey buildings opposite the application site. Furthermore, it should be noted that the site at present currently restricts views between Strang House and Popham Community Centre and the proposal is not considered to exacerbate the existing situation.
- 10.7 The proposed part two, part three storey side extension and basement will be located over the existing service yard and will be stepped to minimise the impact of the proposal in terms of its scale and massing. Whilst the proposed windows will be of a more modern design than the existing windows, their size and proportion of windows will be the same as the main building. It is proposed that this section of the building will be built from grey engineered bricks which are considered to integrate well with the more modern roof extension, as well as the materials used in the existing building. The use of different materials for the various extensions to the building is also considered important as it will reduce the bulk and massing of the proposal as well as ensure the proposal integrates well within the existing street scene. It is therefore not considered that the proposal has a harmful impact on the character and appearance of the existing building and therefore does not disrupt the existing building form.

- 10.8 A small recessed extension is proposed at the second floor level to the former Mission Building (35 Britannia Row) measuring 11.4 metres in width and 5.2 metres in depth, with an overall height of 3 metres, including the small glazed link to the existing building. This glazed extension will be set back by 6 metres from the front building line and will be located behind the existing parapet wall in order to ensure that the extension will be minimally visible from the street scene. It should also be noted that the originally submitted plans proposed a third floor extension over this section of the building. However, Design and Conservation officers were concerned that this aspect of the scheme would appear to be too visually dominant and at odds with the existing building and was therefore removed from the plans, with this amendment the proposal is considered to complement the existing locally listed building.
- 10.9 It should also be noted that as the application site is located on a narrow street and given the size of the existing buildings as well as the recessed nature of the upper floor extensions, the proposed development will never be viewed as a continuous form. As such the proposal is not considered to have a detrimental impact on the character and appearance of the street scene. The images below demonstrate the views from the street level looking east and west across the site.



Image 1: Proposed Street view looking west



Image 2: Proposed Street view looking east

- 10.10 Give the above and as amended, it is considered that the proposed extensions would integrate with the application property. The proposed extensions are not considered to result in harm to the locally listed property and are in accordance with adopted guidance and policies CS9 of the Core Strategy and DM2.3 of the Development Management Policies.

Amenity for Future Occupiers

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

Unit	No. Bedrooms/ Expected Occupancy	Floor Space	Minimum Required Floor Space	Garden Space	Minimum Required Garden Space	Storage	Minimum Storage Required
1	2/4	94	70	21	7	2.5	2.5
2	2/4	120	70	27	7	2.5	2.5
3	3/6	126	95	27	30	5.9	3.5
4	3/6	137	95	27	30	4.3	3.5
5	2/4	101	70	11	7	3.5	2.5
6	2/4	82	70	14	7	2.7	2.5
7	3/6	119	95	27	30	5.5	3.5
8	2/4	92	70	29	7	3.4	2.5

- 10.12 The proposed residential units would exceed the minimum required floor space as set out in the London Plan and the Development Management Policies and are therefore acceptable in terms of size. It is acknowledged that these units will be generously

sized and exceed the minimum space standards as set out in the above table. 7 of the 8 units will also be single aspect which the council does not encourage for new residential units. However there are considered to be mitigating circumstances in this case which weigh in favour of allowing this proposed arrangement notably the generous sizes of the units, their proposed two floor levels, large expanses of glazing and good provision of outside amenity space for each of the units. Furthermore, four out of eight of the units will be south facing and would benefit from maximum sunlight.

- 10.13 The provision of smaller or a different number of units would compromise the quality of the proposed units in amenity terms and it is considered that in this case the proposed layout and mix of units addresses the constraints of the site adequately without undermining the main B1 use on the lower floors of the application site which is welcomed. It should also be noted that the proposal is for a mixed use scheme and it would not be appropriate to have residential units at the lower levels without compromising on the provision/quality of the B1 floorspace.
- 10.14 With regard to private amenity space, policy DM3.5 of Islington Development Management Policies details that all new residential development should provide good quality, private outdoor space in accordance with the minimum required figures. This policy requires a minimum of 5 square metres on upper floors and 15 square metres on ground floors for a 1-2 person dwelling and for each additional occupant, an extra 1 square metre, 3 bedroom family sized units should provide 30 square metres of amenity space. The larger family units have satisfactory amenity space bearing in mind their proposed top floor location and the overall units sizes are generous and well laid out which is considered to be acceptable.
- 10.15 The proposed units would exceed the minimum floor space requirements for the proposed 2 bedroom 4 person residential units providing generous outdoor amenity space in the form of balconies, although would fall short by 3 square metres for the 3 bedroom 6 person units. However, given the dense urban location and the size of the amenity space currently being provided the proposal is acceptable.

Neighbour Amenity

- 10.16 All new developments are subject to an assessment of their impact on neighbouring amenity in terms of loss of daylight, sunlight, privacy, safety and an increased sense of enclosure. A development's likely impact in terms of light pollution, safety, security, noise and disturbance is also assessed. London Plan Policies 7.14 and 7.15 as well as Development Management Policies DM 2.1 and DM6.1 require all developments to be safe and inclusive and maintain a good level of amenity, mitigating impacts such as noise and air quality.
- 10.17 The proposal would introduce a third and fourth floor level on top of the existing building as well as a part two storey, part three storey side extension that would include a large number of windows on the front and rear elevations, as well as sections of obscurely glazed windows on either flank elevations of the proposed extension. The application was not submitted with a sunlight/daylight report, as given the scale of development and distances to adjoin properties, together with the orientation of the building, it was considered that a report was not required.
- 10.18 The proposed windows at the front will overlook Britannia Row and will face Strang House. It is noted that these block of flats are angled away from the application site and there is a separation distance of at least 15 metres between the nearest points of the two buildings. The proposal would therefore not result in direct overlooking between the residential units. Furthermore, the properties in Strang House are

located across the street from the application site and given the dense urban context of the site and the borough as a whole it is not untypical of a situation throughout the borough to justify refusal on the basis of overlooking.

- 10.19 The windows to the rear will overlook the single storey Popham and Cumming Community Centre building. The proposed windows on the roof extension of the main building will be located a minimum distance of 30 metres from the flank wall of the nearest neighbouring residential properties in Fairstead Walk. Given the vast separation distances to the rear of the site between the residential properties, it is not considered that the proposal would result in any overlooking or loss of privacy.
- 10.20 The building to the east of the site is Finnemore House, which is an “L” shaped block of flats. The proposed bulk of the building steps down at the east and western ends, which reduces the potential for an overbearing impact on the flats of Finnemore house. The application also proposes obscurely glazed sections on the side elevation, which it is recommended to secure this detail by condition. The proposed obscurely glazed side elevation, whilst this would provide some additional light into the internal amenity space, it would also restrict against overlooking to neighbouring occupiers and it is therefore considered that the proposal would result in detrimental impact in terms of overlooking or loss of privacy to Finnemore House. The separation distances and overall acceptable bulk of the proposed extensions adjacent to the side windows of Finnemore House are considered to be acceptable and will ensure that enclosure levels and any potential loss of daylight/sunlight to these windows will not lead to any material loss in this case.
- 10.21 To the east of the application site are two blocks of residential flats, Denham Lodge and Findon Lodge. The proposed bulk of the building steps down at the east and western ends on the main building, the application also proposes obscurely glazed sections on this side elevation, which is recommended to be secured by condition. The proposed terraces would be set back from the edge of the building and a sufficient distance away not to cause overlooking. While the application proposes a flat roofed extension behind the locally listed former mission hall, there would be no windows on the western elevation. In addition this extension would be the same height as ridge of the locally listed former mission hall. The bulk and massing of the proposal two storey roof extension to the main building is similar to what was previously approved. It is therefore considered that the height and scale of the proposal would not have a significant impact on the amenity of Denham Lodge and Findon Lodge in terms of overlooking, loss of privacy or loss of daylight/sunlight.
- 10.22 It is not considered that the creation of 8 good sized residential units in this very central and established residential area would give rise to any material increase in noise pollution from the increase in population and residents in this dense urban location.

Highways and Transportation

- 10.23 The site has a PTAL of 5, which is ‘Very Good’, and is located in close proximity to the public transport provisions on Essex Road. The application site currently has a servicing yard to the east of the building, which this application proposed a side extension. Following comments from Highways on the previous withdrawn application that servicing should be provided on site, this application proposes a basement. The basement would have vehicle access via a lift and provide two parking spaces for the servicing vehicles in addition one disabled parking space for the commercial element

of the development. The garages to the rear of the application building do not form part of this application red site plan and are let out separately.

- 10.24 A total of 24no. cycle storage spaces will be provided on site for the residential units (at least 1 cycle per bedroom) and 47no. cycle storage spaces will be provided for the commercial units in accordance with the requirements stated in Development Management policy DM8.4. These spaces will be located at the ground floor level. A condition is attached to ensure these are provided in accordance with the proposed plans.
- 10.25 All new dwellings are required to be car-free in accordance with Development Management policy DM8.5. A condition has been attached restricting the occupiers from applying for a parking permit in accordance with the Council's Car Free Housing policy, in addition the applicants have agreed to enter into a section 106 to prevent the proposed spaces in the basement being used as parking spaces for the residential or the offices. Therefore, it is not considered that the proposal will give rise to increase on-street parking congestion. It would therefore also be contrary to Council policy to use the service yard as additional parking for neighbouring residential properties.

Basements

- 10.26 The proposal will also include the provision of a partial basement under the footprint of the proposed side extension and a small section of the existing building. The basement would have vehicle access via a lift and provide two parking spaces for the servicing vehicles in addition one disabled parking space for the commercial element of the development. The basement would also house storage for refuse and recycling facilities and a plant room. Two lifts would be provided to gain access to the commercial and residential elements of the building. The Council's Basement SPD was adopted after the submission of this application therefore a Structural Method Statement (SMS) was not required prior to validation.
- 10.27 As the basement will only be used as a service basement no lightwells are required to provide external light sources. Furthermore, the basement would not extend to the whole footprint of the existing building, and would partly be under the proposed side extension and cover less than 50% of the site. It is recommended that a condition is imposed requiring a Structural Method Statement to be submitted prior to basement works commencing. As such, the proposal is considered to comply with the Council's Adopted Basement SPD.

Inclusive Design

- 10.28 Seven out of the eight units are in accordance with the Council's Inclusive Design SPD, would comply with Category 2 Housing, all units would have step-free access to entry level and would be suitable for wheelchair housing/future adaptability. However, it is noted that unit 8 has internal stairs which prevents it being step free internally. However, given that the majority of accommodation will be provided on one level, and the internal layout of Unit 8 may have to be adapted to comply with the Category 2 Housing condition, on balance it is considered acceptable.
- 10.29 With regards to the commercial space, the proposed accommodation is considered acceptable and would be fully accessible. It is proposed that 1no. disabled parking space would be provided at the basement level to be used in conjunction with the commercial units only and this is supported by the Council's Inclusive Design officer.

Refuse facilities

- 10.30 It is proposed that new refuse storage containers for the residential and commercial units will be located at the basement level with a refuse drop off and collection point at the ground floor level adjacent to the service lift. These arrangements are in accordance with Council policy. A condition has been proposed to ensure the refuse and recycling facilities (as well as the cycle storage spaces) are provided prior to the first occupation of the development and permanently maintained on site in accordance with the proposed plans.

Affordable Housing and Carbon Offsetting

- 10.31 The Council's Affordable Housing Small Sites Contributions Supplementary Planning Document (SPD) together with Core Strategy policy CS12 Part G states that development proposals below a threshold of 10 residential units (gross) will be required to provide a financial contribution towards affordable housing provision elsewhere in the borough.
- 10.32 The applicant has agreed to pay the full amount of £400,000 towards affordable housing in the borough and £8,000 towards carbon offsetting. These contributions have been secured in a Unilateral Undertaking which has been signed by the applicant.

Community Infrastructure Levy (CIL)

- 10.33 The Community Infrastructure Levy (CIL) Regulations 2010, part 11 introduced the requirement that planning obligations under section 106 must meet three statutory tests, i.e. that they (i) necessary to make the development acceptable in planning terms, (ii) directly related to the development, and (iii) fairly and reasonably related in scale and kind to the development. Under the terms of the Planning Act 2008 (as amended) and Community Infrastructure Levy Regulations 2010 (as amended), the Mayor of London's and Islington's Community Infrastructure Levy (CIL) will be chargeable on this application on grant of planning permission. This will be calculated in accordance with the Mayor's adopted Community Infrastructure Levy Charging Schedule 2012 and the Islington adopted Community Infrastructure Levy Charging Schedule 2014. The payments would be chargeable on implementation of the private housing.

11. SUMMARY AND CONCLUSION

Summary

- 11.1 The proposal seeks to improve the internal layout and floor space of the existing B1 office space and proposing a side extension providing a further 440m² of office space. The internal alterations and extension would provide an improved functional office space with the servicing and residential core being incorporated as part of the new service area within the basement. The improvements and additional floor space is considered acceptable.

- 11.2 In addition the application proposes a two storey roof extension for the eight new residential units (5 x 2 bed, 3 x 3 bed), which would be accessed via a new side extension. It is considered that the residential units would provide a good level of amenity for future occupiers, given the constraints of the site. The mixtures of units are also considered to be acceptable and the number of units is also considered to be appropriate given the constraints of the building and the site.
- 11.3 While the building is not located within a Conservation Area, the former Mission hall which forms part of 35 Britannia Row is Locally Listed and the building stands prominent in the street setting. This application proposes a contemporary design for both the side and roof extension, while following a similar form to the existing building and a similar scale to the previously approved application. Therefore the extensions are considered to be of a high standard of design and would not detract from the character and appearance of the host building or the street scene.
- 11.4 Given the orientation of the application site, as well as the positioning and separation distances of the adjoining residential buildings, it is considered that the development would not result in the loss of daylight, sunlight to the occupiers of the adjoining residential properties, undue increase in enclosure levels, loss of outlook or have a significant detrimental impact upon their amenity levels taken as a whole.
- 11.5 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 Policy Framework and as such is recommended for an approval subject to appropriate conditions and completion of a S106 agreement.

Conclusion

- 11.6 It is recommended that planning permission be granted subject to conditions and S106 agreement as set out in Appendix 1 - RECOMMENDATION.

APPENDIX 1 – RECOMMENDATIONS

RECOMMENDATION A

That planning permission be granted subject to the prior completion of a Deed of Planning Obligation made under section 106 of the Town and Country Planning Act 1990 between the Council and all persons with an interest in the land (including mortgagees) in order to secure the following planning obligations to the satisfaction of the Head of Law and Public Services and the Service Director Planning and Development/Head of Service – Development Management:

1. A contribution of £400,000 towards affordable housing within the Borough.
2. A contribution of £8,000 towards carbon offsetting

All payments are due on practical completion of the development and are to be index-linked from the date of committee. Index linking is calculated in accordance with the Retail Price Index. Further obligations necessary to address other issues may arise following consultation processes undertaken by the allocated S106 officer.

RECOMMENDATION B

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

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 permitted shall be carried out in accordance with the following approved plans:</p> <p>100 rev C, 001, 002, 003, 004, 005, 007, 008, 009, 009, 010, 011 & 012, 014, 015, 317/A100 rev C, 317/A101 rev G, 317/A102 rev E, 317/A103 rev G, 317/A104 rev G, 317/A105 rev G, 317/A106 rev G, 317/A107 rev G, 317/A108 rev G, 317/A109 rev G, 317/A110 rev G, 317/A111 rev F, 317/A112 rev F, 317/A114 rev F, 317/A115 rev F, Front Elevation Design Principles, 3rd Floor and Street Level Plans, 317/A117 rev D, 317/A118 rev C, 317/A119 rev D, 317/A120 rev D, 317/A121 rev D, 317/A122 rev A, 317/A123 rev A, Design and Access Statement Rev E, Sustainability Statement, Draft Workplace Travel Plan – August 2015, Transport Assessment A – August 2015</p> <p>REASON: To comply with Section 70(1)(a) of the Town and Country Planning Act 1990 as amended and also for the avoidance of doubt and in the interest of proper planning.</p>

3	Materials Details
	<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> <ul style="list-style-type: none"> a) solid brickwork (including brick panels and mortar courses) b) glazing details; c) window treatment (including sections and reveals); d) roof materials for the approved third and fourth floor levels, e) any other materials to be used. f) Terrace treatments and balustrade details <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	Cycle Parking Provision Compliance
	<p>CONDITION: Prior to the first occupation of any of the dwellings hereby permitted at least 24 secure bicycle storage spaces shall be provided within the site. These spaces shall be used solely for the benefit of the occupants of the development and their visitors and for no other purpose and shall be permanently retained as such thereafter.</p> <p>Reason: To ensure adequate cycle parking is available and easily accessible on site and promote sustainable modes of transport.</p>
5	Sustainable Design and Construction Statement
	<p>CONDITION: A Sustainable Design and Construction Statement shall be submitted to and approved in writing by the Local Planning Authority. The statement shall detail how the dwellings hereby permitted achieve best practice sustainability standards with regard to water, materials, energy, ecology and adaptation to climate change. The statement must demonstrate how the dwellings will achieve a 25% reduction in Regulated CO2 emissions when compared with a building compliant with Part L of the Building Regulations 2010, and not exceed water use targets of 95L/person/day.</p> <p>REASON: To ensure a sustainable standard of design interest of addressing climate change and to secure sustainable development.</p>
6	Noise
	<p>CONDITION: A scheme for sound insulation and noise control measures shall be implemented to achieve the following internal noise targets (in line with BS 8233:2014):</p> <p>Bedrooms (23.00-07.00 hrs) 30 dB $L_{Aeq, 8 \text{ hour}}$ and 45 dB $L_{max (fast)}$ Living Rooms (07.00-23.00 hrs) 35 dB $L_{Aeq, 16 \text{ hour}}$ Dining rooms (07.00 –23.00 hrs) 40 dB $L_{Aeq, 16 \text{ hour}}$</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, shall be maintained as such thereafter and no change there from shall take place without the prior written consent of the Local Planning Authority</p>

	<p>Reason:</p> <p>To protect the amenities of future occupiers of the residential units.</p>
7	<p>Accessible Homes Standards (Compliance)</p>
	<p>CONDITION: Notwithstanding the Design and Access Statement and plans hereby approved, the dwelling shall be constructed to Category 2 of the National Standard for Housing Design as set out in the Approved Document M 2015 'Accessible and adaptable dwellings' M4 (2).</p> <p>Evidence, confirming that the appointed Building Control body has assessed and confirmed that these requirements will be achieved shall be submitted to and approved in writing by the LPA prior to any superstructure works beginning on site.</p> <p>The development shall be constructed strictly in accordance with the details so approved.</p> <p>REASON: To secure the provision of visitable and adaptable homes appropriate to meet diverse and changing needs, in accordance with LPP 3.8</p>
8	<p>Car Permits (Compliance)</p>
	<p>CONDITION: All future occupiers of the residential unit hereby approved shall not be eligible to obtain an on street residents' parking permit except:</p> <ul style="list-style-type: none"> i) In the case of disabled persons; ii) In the case of units designated in this planning permission as "non-car free"; or iii) In the case of the resident who is an existing holder of a residents' parking permit issued by the London Borough of Islington and has held the permit for a period of at least one year. <p>REASON: To ensure that the development remains car free in accordance with policies 6.3 and 6.13 of the London Plan 2011, policy CS18 of the Islington Core Strategy 2011 and policy DM8.5 of the Development Management Policies.</p>
9	<p>Construction Management Plan</p>
	<p>CONDITION: No development (including demolition works) shall take place on site unless and until a Construction Management Plan 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 vi. measures to control the emission of dust and dirt during construction vii. a scheme for recycling/disposing of waste resulting from demolition and construction works <p>The development shall be carried out strictly in accordance with the details so</p>

	<p>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>
10	<p>Windows Obscured and Fixed Shut</p> <p>CONDITION: Notwithstanding the details hereby approved (plan no's 317/A107 REV G, 317/A108 REV G, 317/A109 REV G, 317/A110 REV G) the details of the glazed elements of the two storey roof extension shall be agreed in writing prior to the first occupation of the development.</p> <p>These details shall include which the exact number, amount, location, extent and level of opaqueness for the hereby approved windows. 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>
11	<p>Structural Method Statement Details</p> <p>CONDITION: No development shall be commenced on site unless and until an updated structural engineers report and excavation strategy including methodology for excavation and its effect on all neighbouring boundaries and neighbouring listed buildings has been submitted to and agreed in writing by the Local Planning Authority.</p> <p>This strategy shall be fully implemented in accordance with the approved details.</p> <p>REASON: to ensure that the proposed development would have no undue impact on the structural integrity of the neighbouring listed buildings.</p>
12	<p>Construction Environmental Management Plan (Details)</p> <p>CONDITION: A Construction Environmental Management Plan assessing the environmental impacts (including (but not limited to) noise, air quality including dust, smoke and odour, vibration and TV reception) of the development shall be submitted to and approved in writing by the Local Planning Authority prior to any works commencing on site. The report shall assess impacts during the construction phase of the development on nearby residents and other occupiers together with means of mitigating any identified impacts. 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: In order to mitigate the impact of the development to nearby residents.</p>

13	Final refuse details and provision
	<p>CONDITION: Details of the dedicated refuse / recycling storage shall be submitted to and approved in writing by the local planning authority prior to the first occupation of the development hereby approved. The approved refuse / recycling stores shall be completed prior to the first occupation of the new flats and shall be maintained as such thereafter.</p> <p>REASON: To secure the necessary physical waste enclosures to support the development and to ensure that responsible waste management practices are adhered to.</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.</p> <p>A pre-application advice service is also offered and encouraged.</p> <p>Whilst no pre-application discussions were entered into, the policy advice and guidance available on the website was followed by the applicant.</p> <p>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>
2	Unilateral undertaking
	<p>You are advised that this permission has been granted subject to a legal agreement under Section 106 of the Town and Country Planning Act 1990.</p>
3	Community infrastructure Levy (CIL)
	<p>CIL Informative: Under the terms of the Planning Act 2008 (as amended) and Community Infrastructure Levy Regulations 2010 (as amended), this development is liable to pay the London Borough of Islington Community Infrastructure Levy (CIL) and the Mayor of London's Community Infrastructure Levy (CIL). These charges will be calculated in accordance with the London Borough of Islington CIL Charging Schedule 2014 and the Mayor of London's CIL Charging Schedule 2012. One of the development parties must now assume liability to pay CIL by submitting an Assumption of Liability Notice to the Council at cil@islington.gov.uk. The Council will then issue a Liability Notice setting out the amount of CIL payable on commencement of the development.</p> <p>Failure to submit a valid Assumption of Liability Notice and Commencement Notice prior to commencement of the development may result in surcharges being imposed and the development will not benefit from the 60 day payment window.</p> <p>Further information and all CIL forms are available on the Planning Portal at www.planningportal.gov.uk/planning/applications/howtoapply/whattosubmit/cil and the Islington Council website at www.islington.gov.uk/cilinfo. Guidance on the Community Infrastructure Levy can be found on the National Planning Practice Guidance website at http://planningguidance.planningportal.gov.uk/blog/guidance/community-infrastructure-levy/.</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 2015, 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 2015 - Spatial Development Strategy for Greater London

3 London's people:

- 3.3 Increasing housing supply
- 3.4 Optimising housing potential
- 3.5 Quality and design of housing developments
- 3.8 Housing choice

6 London's transport:

- 6.3 Assessing effects of development on transport capacity
- 6.9 Cycling
- 6.13 Parking

7 London's living places and spaces:

- 7.2 An inclusive environment
- 7.3 Designing out crime
- 7.4 Local character
- 7.6 Architecture
- 7.8 Heritage assets and archaeology
- 7.15 Reducing noise and enhancing soundscapes

8 Implementation, monitoring and review:

- 8.2 Planning obligations
- 8.3 Community infrastructure levy

B) Islington Core Strategy 2011

Spatial Strategy

CS8 (Enhancing Islington's Character)

Strategic Policies

CS9 (Protecting and Enhancing Islington's Built and Historic Environment)

CS12 (Meeting the Housing Challenge)

C) Development Management Policies June 2013

DM2.1 Design

DM2.2 Inclusive Design

DM2.3 Heritage

DM3.3 Residential Conversions and Extensions

DM3.4 Housing standards

DM3.5 Private Outdoor Space

DM3.7 Noise and Vibration

DM7.1 Sustainable Design and Construction

DM7.2 Energy Efficiency and Carbon Reduction in Minor Schemes

DM8.2 Managing Transport Impacts

DM8.4 Walking and Cycling

DM8.5 Vehicle Parking

DM9.2 Planning Obligations

Designations

The site has the following designations under the London Plan 2015, Islington Core Strategy 2011, Development Management Policies 2013, Finsbury Local Plan 2013 and Site Allocations 2013:

- Article 4 Direction – Office to Residential
- Islington Village and Manor House Archaeological Priority Area
- Angel & Upper Street Core Strategy Key Area
- 35 Britannia Row – Locally listed building
- Within 100m of Strategic Road Network
- Major Cycle Route
- Angel Town Centre
- Within 50m of Cross Street Conservation Area
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Supplementary Planning Guidance (SPG) / Document (SPD)

The following SPGs and/or SPDs are relevant:

Islington

- Accessible Housing in Islington
- Car Free Housing
- Planning Obligations and S106
- Urban Design Guide
- Affordable Housing Small Sites SPD
- Conservation Area Design Guidelines
- Inclusive Design
- Basements

London Plan

- Accessible London: Achieving and Inclusive Environment
- Housing
- Sustainable Design & Construction
- Planning for Equality and Diversity in London

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