

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:	5 th February 2015	NON-EXEMPT

Application number	P2014/3524/FUL
Application type	Full Application
Ward	Junction
Listed Building	No
Conservation Area	No
Licensing Implications Proposal	None
Site Address	Archway Leisure Centre, Macdonald Road N19 5DD
Proposal	Erection of a single storey extension to leisure centre main entrance

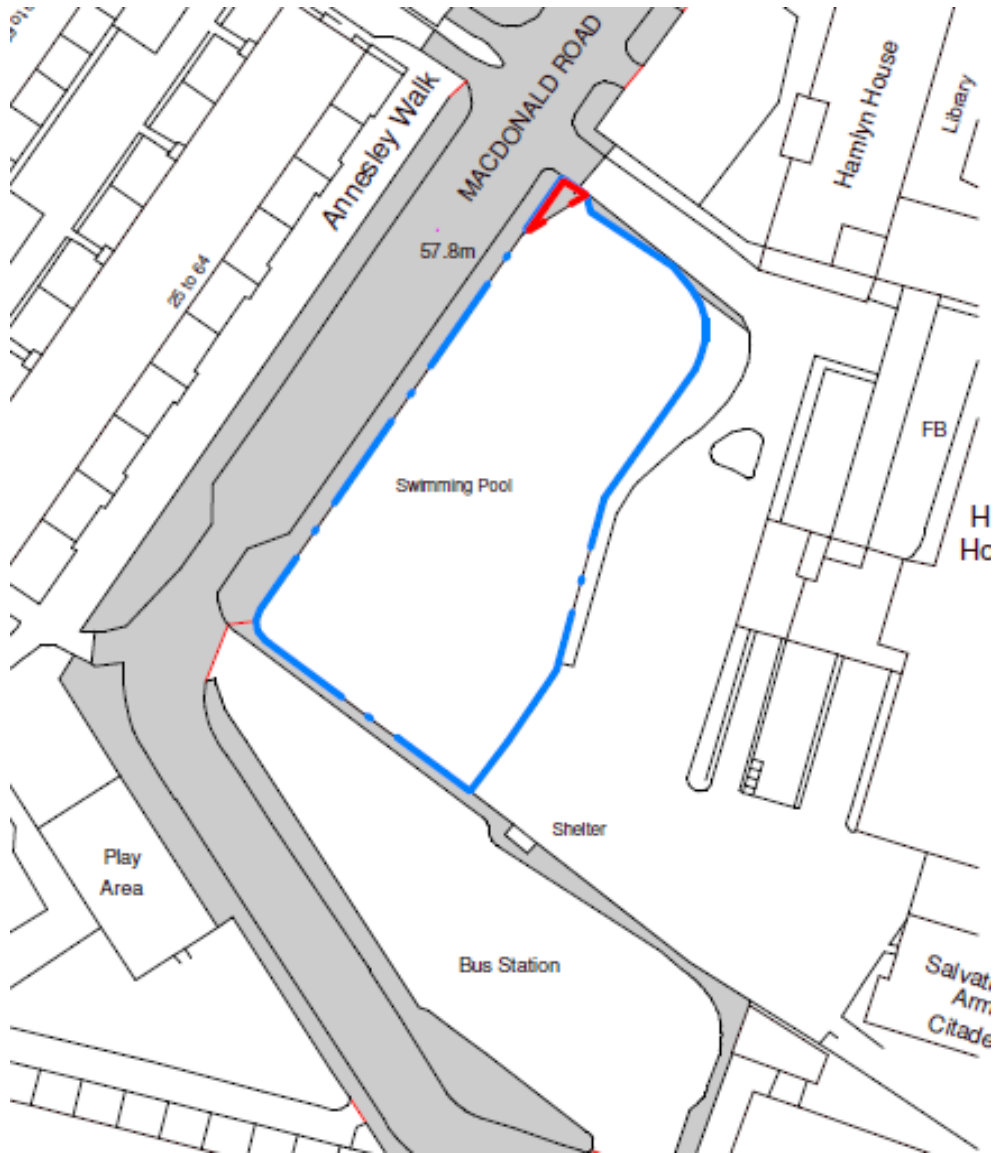
Case Officer	Eoin Concannon
Applicant	Islington Council
Agent	Mr. Gustavo Macedo

1. RECOMMENDATION

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

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

2 SITE PLAN (SITE OUTLINED IN BLACK)



3 PHOTOS OF SITE/STREET

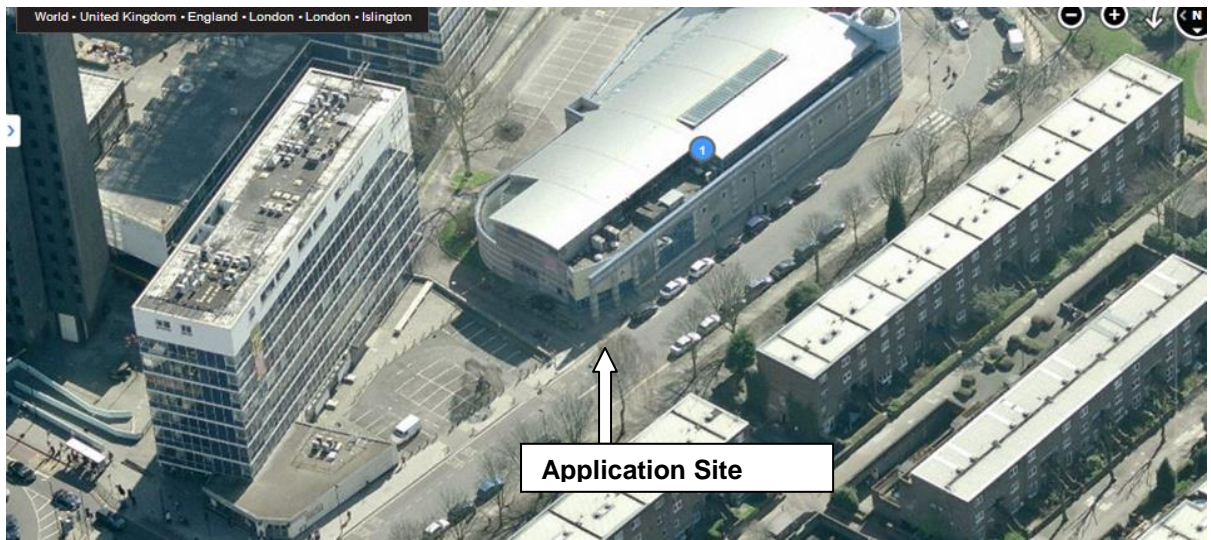


Photo 1: Aerial view of leisure centre along MacDonald Road



Photo 2: Existing entrance to leisure centre

4 SUMMARY

- 4.1 The application seeks planning permission for the erection of single storey ground floor extension to the Leisure Centre to provide an improved access arrangement. The main considerations relate to the impact on the existing building, surrounding area, access arrangements and neighbour amenity.
- 4.2 The infill extension would improve the front elevation with a design that emphasises its functional role as a public leisure centre. The Access Officer is content that the design would also meet the Islington Council's Inclusive Design Guidance. There would not be any concerns regarding impact on amenity of neighbouring properties given its frontage onto a public highway.
- 4.3 Representations have been received raising concerns regarding the internal alterations proposed. The internal increase in floor space to the gym floor would comply with the Local and National Policy guidance which seeks to improve the quality, accessibility and capacity of sports facilities. As such, the application is considered acceptable and recommended for approval.

5 SITE AND SURROUNDING

- 5.1 The building is situated on the south eastern side of Macdonald Road and comprises three storey brick building situated along a prominent junction with Vorley Road.
- 5.2 The site is set over an area of 0.208 hectares and comprises a Council owned Leisure Centre (D1 use class) with a pedestrian access from the existing car park to the south. The building which was originally built in 1991 is of a post modern design with a mixture of brick and glazing in its finish.
- 5.3 The area is a mixture of commercial, residential and other uses with Archway underground station and town centre situated to the north east of the site. The property is neither a listed building or within a Conservation Area.

6 Proposal (in Detail)

- 6.1 The proposed development seeks planning permission for a single storey infill extension at ground floor level to the main entrance of the leisure centre together with internal first floor mezzanine extension over the lobby area to create additional floor space for the gym.
- 6.2 The existing entrance lobby through glazed doors is set back from two concrete columns. The proposed extension would bring this area forward and align with the columns, infilling a section of approximately 10.5 square metres. The new entrance doors would have a glazed finish and automatic doors. This would provide additional floor space to the lobby with automatic entrance doors.
- 6.3 The submitted plans also show the existing mezzanine floor at first floor level over the entrance lobby to be infilled to create 21 square metres additional floor space to be used for the gym. Further internal alterations are included which would not be apart of the planning assessment.

7. RELEVANT HISTORY

Planning Applications:

- 7.1 **880720:** Erection of new swimming pool and associated car parking spaces. **(Approved 01/11/88)**

Enforcement:

- 7.2 None

Pre-application:

- 7.3 None

8 CONSULTATION

Public Consultation

- 8.1 Letters were sent to occupants of adjoining and nearby properties on the 21st October 2014. A site notice was also displayed. The public consultation of the application therefore expired on 11th 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, 2 objections had been received. The objections can be summarised as follows (with the relevant paragraph numbers that provide responses to those issues indicated in brackets):

- concerns raised regarding the internal layout changes and its impact on members (10.3 &10.13)
- infill section at first floor level which would reduce natural light (10.14)
- impact on seating arrangements to the café (10.13)
- implications of changes to the internal layout (10.9-10.14)
- poor consultation process by the Leisure Centre to the general public and its members. (10.12)

Internal consultees

- 8.3 **Design & Conservation Team:** The entrance proposed is contemporary and would enhance the overall design of the building. Acceptable
- 8.4 **Inclusive Design Officer:** No objections subject to full compliance with Part M of Building Regulations.

9 REVELANT POLICIES

Details of all relevant policies and guidance notes are attached in Appendix 2. This report considers the proposal against the following development plan documents.

National Guidance

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

Development Plan

- 9.3 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.

Supplementary Planning Guidance (SPG) / Document (SPD)

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

10 ASSESSMENT

- 10.1 The main issues arising from this proposal relate to:
 - Principle of the development
 - Impact of the development on the character and appearance of the existing building and surrounding area.
 - Impact of the development on the residential amenities of the neighbouring occupiers;
 - Accessibility
 - Other issues.

Principle of the development

- 10.2 Policy CS17 (Sports and recreation provision) of the Core Strategy and Policy DM6.4 (Sport and recreation) of the Development Management Policies supports the need to improve the quality, accessibility and capacity of sports facilities. These policies seek to retain and improve existing facilities in order to support the local population increase.

- 10.3 The proposal would not involve a change of use to the existing building. Internally, there would be an increase in floorspace to be used in conjunction with the first floor gym. This would provide a larger gym floor which would improve the overall leisure facilities and potentially creating more opportunity to local residents to utilise the facilities. As such, the principle of the internal infill extension is acceptable.
- 10.4 Other internal refurbishment and reconfiguration of the leisure centre layout would not be considered under this assessment as it would not require planning permission however the applicant would need to comply with other regulations outside the realms of the planning legislation (Building regulations, Equality Act)
- 10.5 The external extension would provide additional lobby space serving the leisure centre use and its principle is also therefore considered acceptable.

Impact of the development on the character and appearance of the existing building and surrounding area.

- 10.6 The host building is in a prominent location and given its functioning it would be imperative to have a well defined entrance. The works proposed involve improving the internal area within the ground floor of the building. It would not extend beyond the existing footprint of the building as it infills a triangular section between the existing entrance and the brick pillars.
- 10.7 The mixture of both full height glazing and dark grey painted fascias would enhance the entrance along prominent corner. It would soften the overall design of the building creating a contemporary design to the leisure centre without detracting from the appearance of the building. The proposal would also have the appearance of a formal entrance which currently is not as obvious. The Design & Conservation Team have been consulted and are content that the proposal would be neatly accommodated with a high quality contemporary design. This would be in compliance with the guidance set in the Islington Urban Design Guide.
- 10.8 As such, the proposal would improve the overall appearance of the building and the surrounding townscape or the adjacent conservation area. Therefore, the proposal is considered to accord with policies 7.4 (Local character), 7.6 (Architecture) of the London Plan 2011, policy CS8 (Enhancing Islington's character) of the Islington Core Strategy 2011, and policy DM2.1 (Design) of the Islington Development Management Policies 2013.

Impact of the development on the residential amenities of the neighbouring occupiers

- 10.9 Policy DM2.1 of the Development Management Policies Plan states that 'developments are required to provide a good level of amenity including consideration of overshadowing, overlooking, privacy, direct sunlight and daylight, over-dominance, sense of enclosure and outlook.' The proposal

would not cause a detrimental impact on the surrounding neighbour's amenity space. The extension faces onto the highway with no neighbouring properties in close vicinity. As such, the proposal would comply with Policy DM2.1 of the Development Management Policies Plan.

Accessibility

- 10.10 The alterations proposed would improve accessibility to the building. The door indicated would be automatic with additional lobby space improving manoeuvring ability for all. Also, there would be a level access approach from the street into the centre. The Design and Access Statement indicates it would be fully compliance with Part M of the Building Regulations. As such, the proposal would comply with Policy DM2.2 (Inclusive Design) as well as Supplementary Guidance (Inclusive Design).

Other issues

- 10.11 The objections received raised other concerns related to the general internal layout changes and the lack of consultation by the leisure centre.
- 10.12 With regard the consultation, the Planning Department has carried out neighbourhood consultation for a period of 21 days of adjoining property owner/occupier and erected a site notice outside of the site. Any further consultation between the applicant and the residents regarding the use/remodification of the internal layout is not a planning matter to be assessed within this application
- 10.13 The internal layout changes would involve improving the gym layout and increasing floorspace which would comply with Islington's local policies which seeks to improve the recreational and sporting facilities within the borough. Infilling the mezzanine would increase gym floor space which may contribute increased membership from local population and thereby indirectly increasing local population health and wellbeing.
- 10.14 Although internal light would be lost to this infill extension, it would still be served by sufficient windows on the front elevations. Other issues include the toilets and seating arrangement to the café which would not be planning issues. The internal access as noted provides access for all as well as disabled toilets. As such, the proposal would not merit a refusal on the internal modification and layout.

11. SUMMARY AND CONCLUSION

Summary

- 11.1 The proposed development is considered to comply with adopted policies and therefore is acceptable. The proposed development would not lead to an adverse impact on neighbours' amenity and would be accessible to all. The internal alteration would improve the size and quality of the leisure facilities.

Conclusion

- 11.2 It is recommended that planning permission be granted subject to conditions as set out in Appendix 1 – RECOMMENDATION A.

APPENDIX 1 – RECOMMENDATIONS

RECOMMENDATION A

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

List of Conditions:

	Commencement (Compliance)
1	<p>3 YEAR CONSENT PERIOD: 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>
	Approved Plans List: (Compliance)
2	<p>DRAWING AND DOCUMENT NUMBERS: The development hereby approved shall be carried out in accordance with the following approved plans:</p> <p>[P010, P011, P100, P101, P102 Rev A, Design and Access Statement Archway Leisure Centre]</p> <p>REASON: To comply with Section 70(1)(a) of the Town and Country Act 1990 as amended and also for the avoidance of doubt and in the interest of proper planning.</p>
	Materials
3	<p>MATERIALS (COMPLIANCE): The development shall be constructed in accordance with the schedule of materials noted on the plans and within the Design and Access Statement. 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>

List of Informatives:

	Positive statement
1.	<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. Whilst this wasn't taken up by the applicant, and although the scheme did not comply with guidance on receipt, the LPA acted in a proactive manner offering suggested improvements to the scheme (during application processing) to secure compliance with policies and written guidance. These were incorporated into the scheme by the applicant.</p> <p>This resulted in a scheme that accords with policy and guidance as a result of positive, proactive and collaborative working between the applicant, and the LPA during the application stages, with the decision issued in a timely manner in</p>

	accordance with the NPPF.
	Other legislation
2.	You are reminded of the need to comply with other regulations/legislation outside the realms of the planning system - Building Regulations & Equalities Act
	Part M Compliance
3.	<p>You are advised that the scheme is required to comply with -</p> <ul style="list-style-type: none"> • The Building Regulations 2000 Approved Document Part M 'Access to and use of buildings', <p>For this proposal, this may include</p> <ul style="list-style-type: none"> - colour contrast nosing to the external steps; - improvements to the handrail profile - glass marking manifestations <p>For more information, you may wish to contact Islington Council's Building Control (0207 527 5999).</p>
	Construction hours
4.	<p>You are reminded of the need to comply with other regulations/legislation outside the realms of the planning system - Building Regulations as well as Environment Health Regulations.</p> <p>Any construction works should take place within normal working day. The Pollution Control department lists the normal operating times below.</p> <div style="border: 1px solid black; padding: 5px;"> <p>Delivery and operating times - the usual arrangements for noisy works are</p> <ul style="list-style-type: none"> ○ 8am –6pm Monday to Friday, ○ 8am – 1pm Saturdays; ○ no noisy work on Sundays or Public Holidays (unless by prior agreement in special circumstances) </div>

APPENDIX 2: RELEVANT POLICIES

This appendix lists all relevant development plan policies and guidance notes pertinent to the determination of this planning application.

1 National Guidance

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

2. Development Plan

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

1 Context and strategy

Policy 1.1 (Delivering the strategic vision and objectives for London)

Policy 7.4 (Local character)

Policy 7.6 (Architecture)

Policy 7.8 (Heritage Assets and archaeology)

B) Islington Core Strategy 2011

Spatial Strategy

Policy CS8 (Enhancing Islington's Character)

Strategic Policies

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

Policy CS17 (Sports and recreation provision)

C) Development Management Policies June 2013

Design and Heritage

Health and open space

Policy DM2.1 (Design)
Policy DM2.3 (Heritage)

Policy DM6.4 (Sport and recreation)

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

The following SPGs and/or SPDs are relevant:

- Urban Design Guide
- Inclusive Design in Islington