



## PLANNING COMMITTEE REPORT

<b>PLANNING SUB-COMMITTEE A</b>		
Date:	3rd March 2015	NON-EXEMPT

Application number	P2014/1474
Application type	Full Planning (Councils Own)
Ward	Holloway
Listed building	None
Conservation area	N/A (Within 50 metres of the Hillmarton Conservation Area)
Development Plan Context	Nags Head & Upper Holloway Road Key Core Strategy Area
Licensing Implications	N/A
Site Address	Biddestone Road Open Space, Biddestone Road, N7
Proposal	The installation of vertical bar steel boundary fencing to the Holloway Road, Biddestone Road and Pollard Close elevations, and including new gates to the Holloway Road and Biddestone Road elevations, together with tree planting and landscaping.

Case Officer	Ashley Niman
Applicant	Kate Lynch, Greenspace
Agent	As above

### 1. RECOMMENDATION

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

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





Image 2: View along Biddestone Road towards Pollard Close.



Image 3: View from Biddestone Road towards Holloway Road.

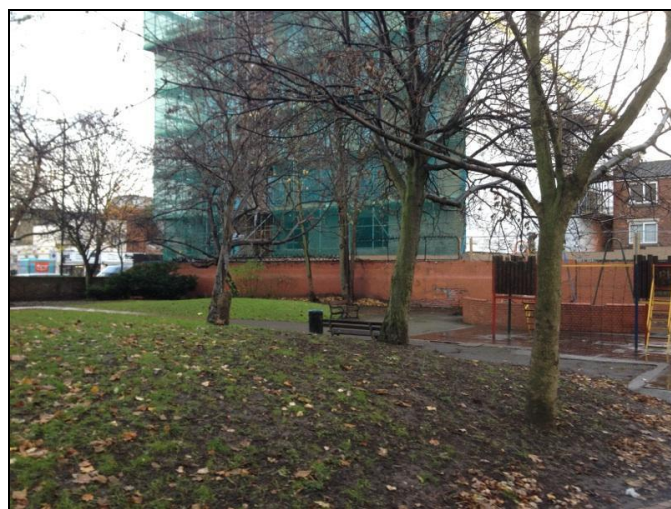


Image 4: View across the open space towards the new Development at 319-321 Holloway Road.





Image 5: View from Biddestone Road towards the Loraine Estate.

#### **4.0 SUMMARY**

- 4.1 The Biddestone Road Open Space is currently underused; a result of both the public perceptions of it as an unattractive and uninviting space and the lack of an obvious access.
- 4.2 The proposals will involve the removal of the existing boundary walls and poorly designed railings, and replacing them with a coherent railing and gate design to the Holloway Road, Biddestone Road and Pollard Close boundaries.
- 4.3 The park will be improved internally with upgraded pathways, seating, play equipment and hard surface ball park space. These proposals are to be undertaken as permitted development (P.D.) and therefore do not form part of this application.
- 4.4 An arboricultural programme to provide new trees will form part of the wider proposal for the open space improvement.
- 4.5 These proposals are all considered to be positive improvements and accordingly the application is recommended for approval subject to conditions.

#### **5.0 SITE AND SURROUNDING**

- 5.1 Biddestone Road Open Space was formerly known as Lorraine Park and linked directly to the Lorraine Estate which extends North West of the site along Holloway Road. The site forms a rectangle and covers 1825 sq metres. It is bounded by Holloway Road to the north east, Cranworth House and Chelmsford House (each part of the Lorraine Estate) to the north west, Biddestone Road to the south west and the current redevelopment of the former Scout Centre at 319-321 Holloway Road.
- 5.2 The space currently is a mix of open grassland interspersed with mature trees and shrubs, informal pathways, and a children's play area, and to the south west,

adjacent to Biddestone Road, a secured and tree lined ball court area with a hard surface and retaining walls to three sides.

- 5.3 The site is predominantly level with some minor changes between the play area and Loraine Estate.
- 5.4 The area around the site is residential in land use to the north west, south east and southeast, with only the Holloway Road providing a different context. There is a small electricity sub-station located just outside the site on Biddestone Road.

## **6.0 PROPOSAL (in Detail)**

- 6.1 The proposal will provide new boundary railings, plinths, piers and gates around the perimeter of the park to improve security and sightlines, as well as offering a visual improvement.
- 6.2 New entrance and gates will be provided on the Holloway Road and Biddestone Road boundaries.
- 6.3 Improved seating will be provided around the park and path surfaces will be re-laid to a higher standard. The works will also provide improved play equipment and sports facilities. These aspects of the scheme do not require planning permission.
- 6.4 The development seeks to remove approx 17 existing trees of varying quality and age but proposes to replace these trees by ten new tree specimens overall.

## **7.0 RELEVANT HISTORY:**

### **Planning Applications**

- 7.1 P121054 - Demolition of existing part 1, part 2 storey Scout Centre buildings (D2 (e) use class) and erection of a part 5, part 6 and part 7 storey mixed use building comprised of 800sqm (GIA) of Scout Centre (D2 (e) use class) and community facilities (D1 use class) at ground and first floor levels and No. 34 residential units on the upper floors, plus associated bin and bicycle storage, landscaping and other associated works. This was approved on 15/05/2013.
- 7.2 The approval of the scheme to redevelop the Scout Centre (see reference above P121054) enabled a land swap to be made following the approval of the scheme at committee on 26/07/2012. The rear part of the Scout Centre buildings remain standing at present but will be demolished to extend the area of Biddestone Road Open Space up to the boundary with Pollard Close.

## **8.0 CONSULTATION**

### **Public Consultation**

- 8.1 Letters were sent to occupants of 97 adjoining and nearby properties at Pollard Close, Chelmsford House, Cranworth House, Biddestone Road and Holloway Road

on 23 April 2014. A site notice was displayed on May 2014. The public consultation of the application therefore expired on 22 May 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 one response 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).

- Easier access for people walking through the park and for anti social behaviour to occur (10.15 and 10.16).
- The park gates are rarely locked (10.10).

### **External Consultees**

8.3 No responses from external consultees.

### **Internal Consultees**

8.4 Access Officer: No objection to the proposal but identified a number a number of small queries, which are considered and addressed in the evaluation.

8.5 Tree Officer: No objections to the proposal subject to the submission of an arboricultural report.

8.6 Design and Conservation Officer: No objections to the new railings and gates.

8.7 Playspace: The Greenspace Play Strategy and Greenspace Play Checklist have provided design guidance.

## **9.0 RELEVANT POLICIES**

Details of all relevant policies and guidance notes are attached in Appendix 2. This report considers the proposal against the relevant policies and guidance notes of the 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 and the supporting NPPG are material considerations 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.

## **Designations**

- 9.3 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**

The site is a designated Open Space (OS23)

### **London Plan**

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

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

## **10.0 ASSESSMENT**

The main issues arising from this proposal relate to:

- Land Use
- Design Considerations
- Accessibility
- Landscaping and trees
- Crime and Anti Social Behaviour
- Neighbouring amenity

### **Land-use**

- 10.1 The area is a designated Open Space (OS23) and the intention of the proposal is to enhance its use and appearance.
- 10.2 The play equipment in the park is dated and although there is no significant history of anti social behaviour, the applicant has advised that the perception of the park is negative. The space is relatively isolated from local residents and disconnected from the wider community despite its central position. The applicant advises that the park is underused by the local community. This proposal does not lead to a change of use.

### **Design Considerations**

- 10.3 The existing railings around the site are in poor condition, form parts of a boundary along with brickwork walls, and in some places are absent altogether. The proposal is to provide a coherent boundary design of replacement railings and gates to the three boundaries of Holloway Road, Pollard Close and Biddestone Road, though no gate to the Pollard Close boundary.
- 10.4 The boundary to the Loraine Estate is marked out by hedges, shrubs and flower beds and no alterations are proposed there.

- 10.5 The Holloway Road boundary will involve replacing the present brick wall with full height railings surmounted on a brick plinth and new access gates at the mid point along the boundary.
- 10.6 The Biddestone Road boundary is currently the most in need of attention with partial gaps in the railings and temporary metal fencing. The proposal here, as with the Holloway Road boundary, is to replace the railings with the new design atop a brick plinth. The electricity sub station will remain and the new railings and plinths will abut it to either side.
- 10.7 The Pollard Close boundary is partly framed by the new building of 319-321 Holloway Road, and also by the soon to be demolished two storey structure to the rear which will enable the open space to be partially enlarged as part of the approved development. The gap will be replaced by the new full height railings to match those on Holloway Road and Biddestone Road but no gate is proposed to this boundary.
- 10.8 The railings and gates will be made of galvanised mild steel and powder coated jet black.
- 10.9 The works will offer a visual improvement to and provide greater integrity for the Biddestone Open Space and enhance the wider streetscape. The works therefore accord with policies DM2.1 of the Development Management policies 2013, policy CS9 of the Core Strategy 2011 and Urban Design Guidelines 2006.

### **Accessibility**

- 10.10 The proposal has been reviewed by the Inclusive Design Officer. The proposal presents an opportunity to improve access both to the open space and access around the open space. All entrances to the park will have step free access into the park and there will be a new layout of pathways with improved tarmac surfacing. The change of layout to paths will mean some change in gradient but this will be gradual. The double leaf gates will be left open between dawn and dusk (the policy for all Islington parks) to enable easy access.
- 10.11 The proposal is considered to be in accordance with policy 7.2 of the London Plan 2011, policy DM2.2 of the Development Management policies 2013, policy CS12H of the Islington Core Strategy 2011 and the Inclusive Design SPD 2014.

### **Landscaping and Trees**

- 10.12 The Tree Officer has reviewed the proposals. The existing trees are predominately located around the site or close to retaining walls. They provide screening from traffic noise and help reduce pollution levels. The majority of trees are mature or semi mature, and include sycamores, Norway maples, cherries and Swedish whitebeams. The overall quality is good and the trees make a substantial contribution through scale, textural variety and visual impact. Where there is tree loss, loss is justified, and the majority of the trees indicated for removal are for arboricultural reasons. These include proximity of growth to the wall, internal trunk decay, leaning trees, suppression from adjacent mature trees and bark defects.



- 10.13 It is recommended that an arboricultural method statement is conditioned in order to ensure the retained trees are adequately protected during the re-development.
- 10.14 Subject to conditions it is considered that the proposal is compliant with policy 7.21 of the London Plan 2011, Plan 2002, policy DM6.5 of the Development Management policies 2013, and policy CS15A, B and F of the Islington Core Strategy 2011.

### **Crime and Anti Social Behaviour (ASB)**

- 10.15 The applicants have consulted with the local police in regard to any existing ASB issues and this has informed the design, in particular to the proximity of the park to the Emirates Stadium and ASB in the area related to match days. The applicants have also consulted with the Safer Neighbourhood Team and MAGPI in addition to the police. The repair of gaps in the boundary treatment and the formal introduction of a new entrance from Holloway Road is likely to make the use of the park more manageable and it is hoped with an increase in usage will reduce the likelihood of anti social behaviour.

### **Neighbouring Amenity**

- 10.16 The Council seeks to ensure that any new development does not harm the amenity of adjacent residents, either from loss of daylight, sunlight, privacy and overlooking, sense of enclosure or noise. The alterations to the design of the railings, the completion of railings where gaps remain, and the replacement of brick walls with railings will not materially affect residential neighbours, and in fact there will be an overall visual enhancement.
- 10.17 The enclosure of gaps within the present fencing will offer an improvement to security for residents.

## **11.0 SUMMARY AND CONCLUSION**

### **Summary**

- 11.1 The installation of new railings and gates to the elevations of the open space will improve its access and usability and offer a visual enhancement when viewed from adjacent streets.
- 11.2 The internal improvements to pathways, seating, play space and the hard surface ballpark area will provide better facilities and open the space up to all residents and other users.
- 11.3 As such, the proposed development is considered to accord with the policies in the London Plan, Islington Core Strategy, Islington Development Management Policies, the National Planning Policy Framework and Planning Policy Guidelines and is recommended for approval subject to appropriate conditions.

### **Conclusion**

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

## APPENDIX 1 – RECOMMENDATIONS

### RECOMMENDATION A

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

#### List of Conditions:

<b>1</b>	<b>Commencement</b>
	<p>CONDITION: The development hereby permitted shall be begun not later than the expiration of three years from the date of this permission.</p> <p>REASON: To comply with the provisions of Section 91(1) (a) of the Town and Country Planning Act 1990 as amended by the Planning and Compulsory Purchase Act 2004 (Chapter 5).</p>
<b>2</b>	<b>Approved plans list</b>
	<p>CONDITION: The development hereby approved shall be carried out in accordance with the following approved plans:</p> <p>781_P_001, 781_P_010, 781_P_020, 781_P_021, 781_P_022, 781_P_023, 781_P_024, Planning Statement (Winter 2014), Islington Tree Survey (Graham Tindal 24/04/2013).</p> <p>REASON: To comply with Section 70(1) (a) of the Town and Country Act 1990 as and also for the avoidance of doubt and in the interest of proper planning.</p>
<b>3</b>	<b>Trees</b>
	<p>CONDITION: No site clearance, preparatory work or development shall take place until a scheme for the protection of the retained trees (the tree protection plan, TPP) and the appropriate working methods (the arboriculture method statement, AMS) in accordance with British Standard BS 5837 2012 –Trees in Relation to Demolition, Design and Construction has been submitted to and approved in writing by the local planning authority.</p> <p>Development shall be carried out in accordance with the approved details.</p> <p>REASON: In the interest of biodiversity, sustainability, and to ensure that a satisfactory standard of visual amenity is provided and maintained</p>
<b>4</b>	<b>Tree Planting</b>
	<p>CONDITION: The replacement trees shall be indentified in terms of species and location in agreement with the Councils Tree Officer, and the tree planting shall be delivered and completed within the first full planting season after the removal of existing trees.</p> <p>REASON: In the interest of biodiversity, sustainability, and to ensure that a satisfactory standard of visual amenity is provided and maintained</p>

<b>5</b>	<b>Materials (Details)</b>
	<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 samples and details shall include:</p> <p>a) Railing and finial detail and sample.</p> <p>b) Brick plinth sample</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:**

<b>1</b>	<b>Positive Statement</b>
	<p>To assist applicants in a positive manner, the Local Planning Authority has produced policies and written guidance, all of which is available on the Council's website.</p> <p>A pre-application advice service is also offered and encouraged.</p> <p>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>

## **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	7 London's living places and spaces Policy 7.2 An inclusive environment Policy 7.3 Designing out crime Policy 7.4 Local character Policy 7.18 Protecting local open space and addressing local deficiency Policy 7.21 Trees and woodland
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#### **B) Islington Core Strategy 2011**

Spatial Strategy Policy CS8 (Enhancing Islington's Character)	Policy CS16 (Play Space) Policy CS17 (Sports and Recreation Provision)
Strategic Policies Policy CS15 (Open Space and Green Infrastructure)	

#### **C) Development Management Policies June 2013**

Design and Heritage DM2.1 Design DM2.2 Inclusive Design	Health and open space DM6.3 Protecting open space DM6.4 Sport and recreation DM6.5 Landscaping, Trees and Bio diversity
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## 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:

<b>Islington Local Plan</b>	<b>London Plan</b>
Biddestone Road Open Space (OS23)	None

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

The following SPGs and/or SPDs are relevant:

<b>Islington Local Plan</b>	<b>London Plan</b>
Environmental Design	Accessible London: Achieving and Inclusive Environment Providing for Children and Young Peoples Play and Informal Recreation