

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- B COMMITTEE	AGENDA ITEM NO:
Date: 29 th June 2015	Non exempt

Application number	P2015/0102/FUL
Application type	FULL planning application
Ward	Highbury East
Listed building	Sited within Grade II listed Highbury Fields (open space)
Conservation area	Highbury Fields
Development Plan Context	Adjacent to Metropolitan Open Space, Adjacent to Grade II listed Space, Designated Public Open Space, adjoining Site of Importance for Nature Conservation.
Licensing Implications	none
Site Address	Highbury Fields Playground, Highbury Crescent, Islington N5 1RR
Proposal	Replace existing playground structure (and of its serviceable life) with upgraded equipment

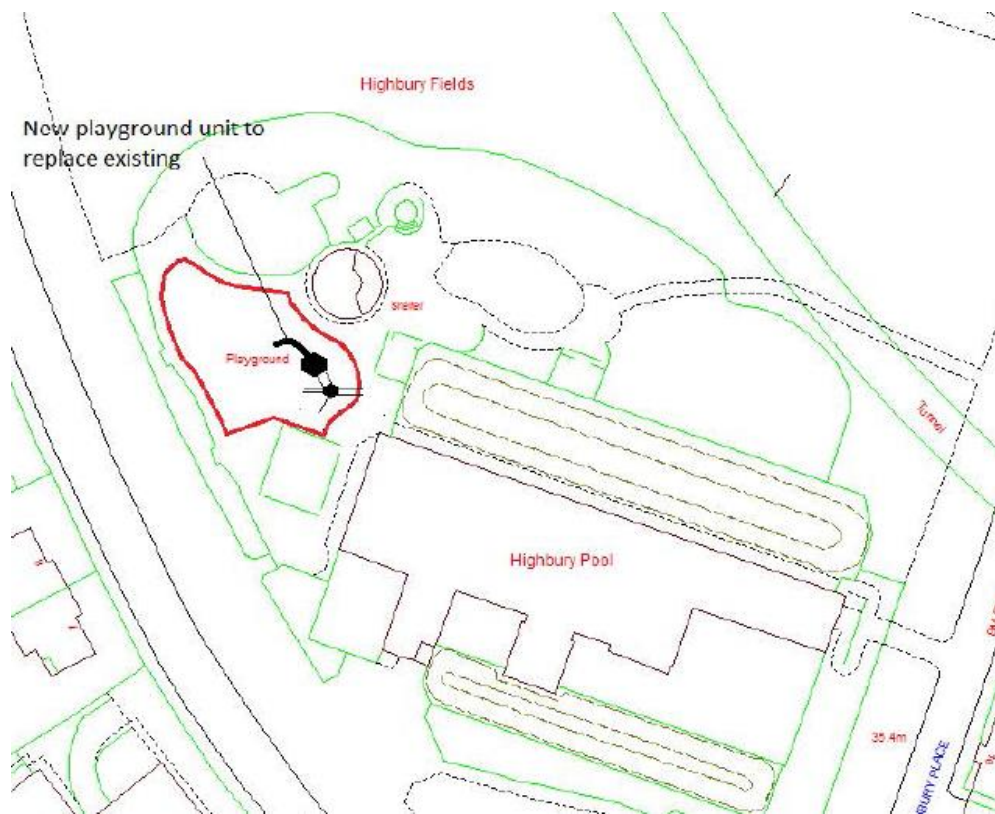
Case Officer	Ben Phillips
Applicant	Mr John Reynolds, Green Space LBI
Agent	none

1. RECOMMENDATION

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

subject to the conditions set out in Appendix 1;

2. SITE PLAN (site outlined in black)



3. PHOTOS OF SITE/STREET



Image 1. Photo from Highbury Crescent



IMAGE 2: PHOTO FROM HIGHBURY CRESCENT

4. SUMMARY

- 4.1 It is considered that the proposed replacement play structure is entirely appropriate to its location and will not harm the setting of the grade II listed Highbury Fields (and nearby listed properties on Highbury Crescent), open space, adjoining Metropolitan Open Land and adjoining Site for Importance for Nature Conservation, and preserves the character and appearance of the Conservation Area.

5. SITE AND SURROUNDING

- 5.1 The application relates to Highbury Fields Playground, located within the southern section of open space, Highbury Fields conservation area and set on the western side of Highbury Pool building close to the highway. The playground is adjacent to grade II listed Highbury Fields and a metropolitan open space. It is also adjoining a site of importance for nature conservation.
- 5.2 The playground is screened to the north by trees.

6. PROPOSAL (IN DETAIL)

- 6.1 The proposal is for a replacement play structure sited within the playground.
- 6.2 The existing structure, which is a large climbing frame type structure with slides and platforms, has reached the end of its useful life and the new

structure will be in the same position and the same approximate size. Other existing play equipment will remain in situ.

- 6.3 The proposed structure, like the existing, will be constructed of timber uprights with timber and steel cross pieces and linked with ropes in places. It will reach a total height of approx. 6.5m. The structure is described as the 'centrepiece' of the playground.

7. RELEVANT HISTORY:

- 7.1 **840608** Installation of play equipment. **Granted 22/06/1984**

8. CONSULTATION

Public Consultation

- 8.1 Letters were sent to occupants of 25 adjoining and nearby properties on the 20th of February. A site notice and press advert were displayed on 26th of February 2015. The public consultation of the application therefore expired on 16th of March, 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 no responses had been received from the public with regard to the application.

Internal Consultees

- 8.3 Design and Conservation Officer: no objection
- 8.4 Tree Officer: No comments
- 8.5 Parks/Green Space: No comments

External Consultees

- 8.6 Sport England – No comments

9. RELEVANT POLICIES

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

National Guidance

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

9.2 Since March 2014 Planning Practice Guidance for England has been published online.

Development Plan

9.3 The Development Plan is comprised of the London Plan 2015 (Consolidated with Alterations since 2011), Islington Core Strategy 2011, Development Management Policies 2013, Finsbury Local Plan 2013 and Site Allocations 2013. The policies of the Development Plan that are considered relevant to this application are listed at Appendix 2 to this report.

Designations

9.4 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:

- Highbury Fields Conservation Area
- Adjoining Metropolitan Open Space
- Public Open Space
- Adjoining Grade II listed space
- Adjoining Site of Importance for Conservation

Supplementary Planning Guidance (SPG) / Document (SPD)

9.5 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, Conservation and Heritage considerations
- Impact upon Green Space

Land use

10.2 Notwithstanding the designation outline in section 8.4, the land use – replacing an existing play equipment within an exiting playground is acceptable in principle.

Design, Conservation and Heritage considerations

10.3 The Highbury Fields Conservation Area appraisal states that the area derives its special character and appearance from the consistently high architectural and historic quality of its buildings, combined with a spacious scale of development. Planning permission will not be granted to change, expand or intensify uses which would harm the character of the conservation area.

- 10.4. In addition, Policy DM2.3 of Islington's Development Management Policies state that new development within Islington's conservation areas and their setting are required to be of a high quality contextual design so they conserve or enhance a conservation areas significance. New developments within the setting of a listed building are required to be of a good quality contextual design.
- 10.5 The proposed replacement play structure is similar in scale and form to the existing structure and is sited within the playground space away from the boundaries. The climbing frame structure proposed is similar to the existing play structure, is sited in the same position, and the materials proposed, timber, timber uprights with timber and steel cross pieces and linked with ropes in places, is the same as the existing structure. There is only one such structure in the playground, and it is sited relatively centrally.
- 10.6 Given the scale of the equipment it is not considered to have a detrimental impact upon the openness of the open space, or setting of the adjoining metropolitan open land and local site of importance for nature conservation.
- 10.7 It is considered that the structure is appropriate to this siting and will not have an impact upon the character and appearance of the wider conservation area and grade II Listed Open Space.
- 10.8 Policy DM6.3 states that *development proposals within the immediate vicinity of public open space must not impact upon the amenity, ecological value and functionality of the space.*
- 10.9 The structure is modest in scale, sited within the existing playground and will not affect any trees (or their root protection areas). The trees along the northern side of the playground screen it from the open space to the north. It is not therefore considered that the development will harm the amenity of ecological value of the space.

Other Matters

- 10.10 Given the nature of the replacement structure and its siting within the established playground, it is not considered that the development will lead to any additional noise impact upon neighbouring residential properties.

11. SUMMARY AND CONCLUSION

Summary

- 11.1 It is considered that the proposed replacement structure is appropriate development in the playground location and will preserve the setting of the Highbury Fields Conservation Area and Grade II listed Highbury Fields open space, and the adjoining Metropolitan Open Space and site of importance for nature conservation, in accordance with Policy DM2.3 and DM6.3.

- 11.2 The proposal is also considered to have no detrimental impact upon the amenities of any neighbours, or upon the amenity and ecological value of the public open space.

Conclusion

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

APPENDIX 1 – RECOMMENDATIONS

RECOMMENDATION

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

List of Conditions:

1	Commencement
	<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>
2	Drawing Numbers
	<p>The development hereby approved shall be carried out in accordance with the following approved plans:</p> <p>Highbury Play Structure (Centrepiece design proposal) , Site Location Plan</p> <p>REASON: To comply with Section 70(1)(a) of the Town and Country Act 1990 as amended and the Reason for Grant and also for the avoidance of doubt and in the interest of proper planning.</p>

List of Informatives:

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.</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 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.

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.

Since March 2014 Planning Practice Guidance for England has been published online.

2. 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, Consolidated with Alterations since 2011

1 Context and strategy

Policy 1.1 Delivering the strategic vision and objectives for London

2 London's places

Policy 2.18 Green infrastructure: the network of open and green spaces

3 London's people

Policy 3.1 Ensuring equal life chances for all

Policy 3.2 Improving health and addressing health inequalities

7 London's living places and spaces

Policy 7.4 Local character

Policy 7.5 Public realm

Policy 7.8 Heritage assets and archaeology

Policy 7.17 Metropolitan Open Land

Policy 7.18 Protecting local open space and addressing local deficiency

Policy 7.19 Biodiversity and access to nature

Policy 7.20 Geological conservation

Policy 7.21 Trees and woodlands

8 Implementation, monitoring and review

Policy 8.1 Implementation

Policy 8.2 Planning obligations

Policy 8.3 Community infrastructure levy

Policy 8.4 Monitoring and review for London

B) Islington Core Strategy 2011

Strategic Policies

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

Policy CS15 (Open Space and Green Infrastructure)

Policy CS16 (Play Space)

C) Development Management Policies June 2013

Design and Heritage

DM2.1 Design

DM2.2 Inclusive Design

DM2.3 Heritage

Health and open space

DM6.2 New and improved public open space

DM6.3 Protecting open space

DM6.4 Sport and recreation

DM6.5 Landscaping, trees and biodiversity

Designations

The site has the following designations under the London Plan 2015, Islington Core Strategy 2011, Development Management Policies 2013,

Metropolitan Open Space, Grade II listed Space, Designated Public Open Space, adjoining Site of Importance for Nature Conservation

Supplementary Planning Guidance (SPG) / Document (SPD)

The following SPGs and/or SPDs are relevant:

Islington Local Plan

- Conservation Area Design Guidelines

London Plan

- Providing for Children and Young Peoples Play and Informal Recreation