



## PLANNING COMMITTEE REPORT



<b>PLANNING SUB COMMITTEE A</b>		<b>AGENDA ITEM NO:</b>	
<b>Date:</b>	12 <sup>th</sup> July 2021	<b>NON-EXEMPT</b>	

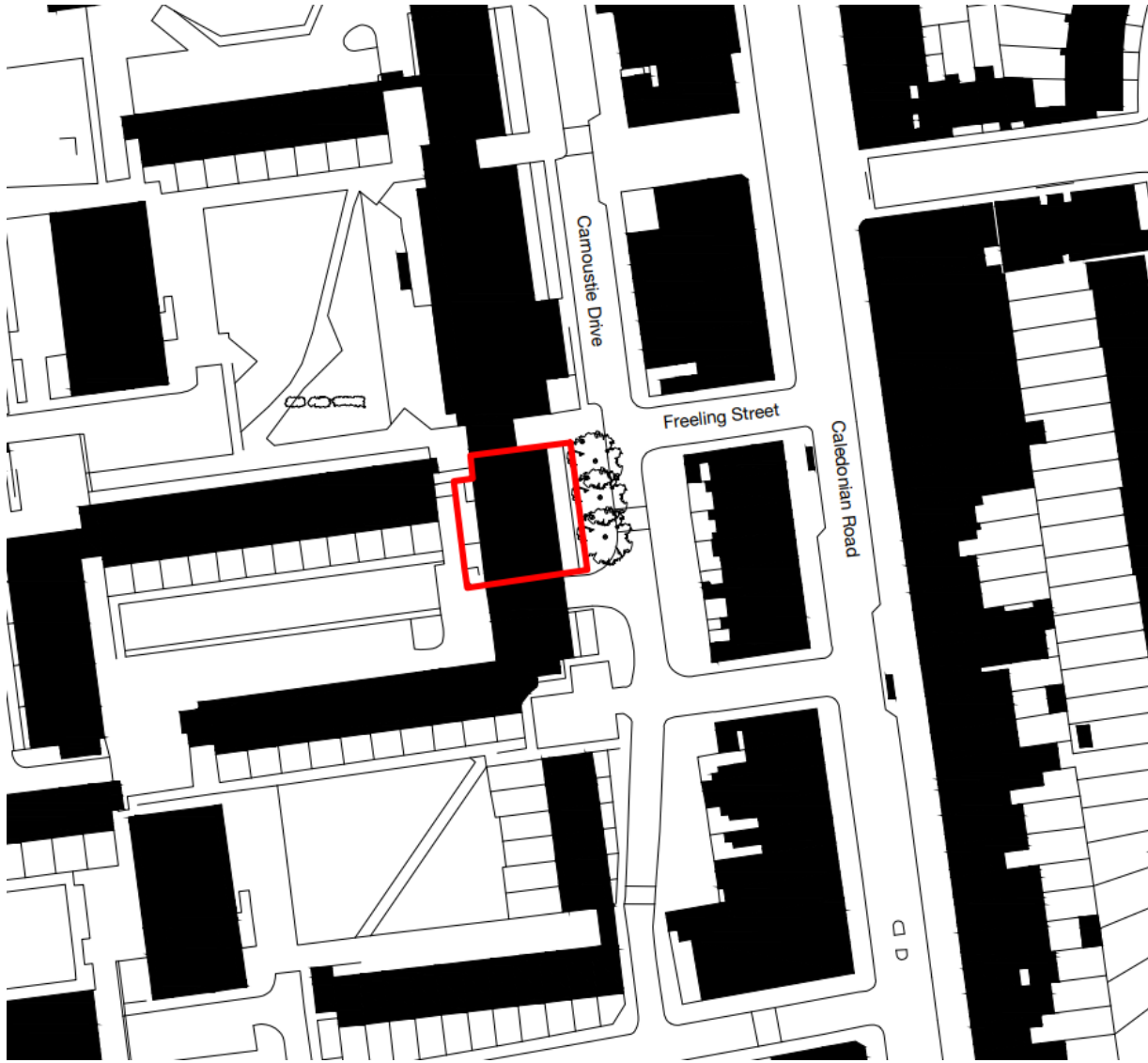
Application number	P2021/1456/FUL
Application type	Full Planning Application
Ward	Caledonian
Listed building	Unlisted
Conservation area	No
Development Plan Context	Kings Cross & Pentonville Road Core Strategy Key Area Within 50m of Barsnbury Conservation Area Within 100m of a SRN Road Article 4 Direction (A1-A2 – Town Centres) Local Views from Archway Road and Archway Bridge
Licensing Implications	None
Site Address	Jean Stokes Community Hall, Coatbridge House, Carnoustie Drive, London, N1 0DX.
Proposal	Change of use of basement from ancillary estate management use to an amalgamated use with the ground floor as a community centre (Use Class F2), together with the erection of single storey ground floor extension to the front with associated external ramp, access, landscaping and ancillary facilities including bike storage, toilets, shower and changing facilities and associated alterations.

Case Officer	Richard Smith
Applicant	Mr Jerry Dillon
Agent	Public Works Group

### 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 RED)



### 3. PHOTOS OF SITE/STREET



**Image 1:** Aerial view facing west



**Image 2:** Photo showing existing building

### 4. SUMMARY

- 4.1 The application seeks planning permission for the change of use of the existing basement from an ancillary estate management use to an amalgamated use with the ground floor as a community centre (Use Class F2). As part of the development, it is proposed to erect a single storey ground floor extension to the front of the existing building with an associated external ramp, access, landscaping and ancillary facilities including bike storage, toilets, shower and changing facilities.
- 4.2 The proposal would result in the loss of an estate management use, ancillary to the wider residential estate, within the basement. However, the loss of this pre-existing use is considered acceptable on balance given the relocation of the pre-existing use elsewhere within the estate and wider borough, the five year vacancy of the the basement , the uplift and renovation of the existing community centre and the benefits of improved facilities for the community and the wider area, such as moving away from a 'hall-for-hire' model to a drop-in multi-purpose hub for community life. The benefits include support services for residents experiencing difficulties and/or prevent difficulties occurring; and providing chances for people to come together with a common purpose and taking part in community group activities, as part of the Council's 'We Are Cally' programme.

- 4.3 The design of the proposed development is considered in keeping with the visual appearance of the building which would be extended and the existing buildings within the application site. It is therefore compliant with Islington Core Strategy (2011) CS8 and CS9 policies, DM2.1, DM2.3, DM4.12 of the Development Management Policies (2013), the Urban Design Guide (2017).
- 4.4 The proposal is considered to not detrimentally impact the amenity of the occupiers of neighbouring properties, the wider public highway network and biodiversity.
- 4.5 The proposal is considered to be acceptable and it is recommended that the application be approved subject to conditions.

## **5. SITE AND SURROUNDINGS**

- 5.1 The application site is located in the west side of Carnoustie Drive between the public highways of Story Street and Freeling Street, which lead onto Caledonian Road to the east.
- 5.2 The existing Jean Stokes Community Centre is located on the ground floor level of Coatbridge House, which is a residential block of flats within the Bemerton Estate constructed towards the late 1960's and early 1970's. The building is five stories high plus basement constructed largely of red brick.
- 5.3 The site is not within a conservation area, nor is there any listed buildings within the site or within close proximity. However, it is adjacent to the Barnsbury Conservation Area to the east.
- 5.4 The site is within the Kings Cross & Pentonville Road Core Strategy Key Area. The site can be accessed from Carnoustie Drive by pedestrians and vehicles to the front and also from a side basement access from Earlsferry Way.

## **6. PROPOSAL (IN DETAIL)**

- 6.1 The application seeks planning permission for the change of use of the existing basement from an ancillary estate management use (comprising ancillary offices for estate management and community development staff and a base for estate caretakers) to an amalgamated use with the ground floor as a community centre (Use Class F2). As part of the development, it is proposed to erect a single storey ground floor extension to the front of the existing building with an associated external ramp, access, landscaping and ancillary facilities including bike storage, toilets, shower and changing facilities.

## **7. RELEVANT HISTORY:**

### *PLANNING APPLICATIONS*

**P030368** – Internal and external alterations (including relocation of main entrance onto Carnoustie Drive with associated steps and ramp) in connection with:

- i. refurbishment of existing nursery;
- ii. provision of offices and ancillary space for 'Sure Start' Centre and
- iii. provision of community centre

### **Approved with conditions 31.07.2003**

**P2014/0515/FUL** – Creation of secondary stair entrance to Jean Stokes Community Hall in place of existing window opening fronting Carnoustie Drive. Main entrance to remain as existing.  
**Approved 18.07.214**

**P2014/4100/COLP** – Replacing partition walls, relocating toilets, new kitchen, replace suspended ceiling, new floor covering. **Approved 08.12.2014**

## 8. CONSULTATION

### Public Consultation

- 8.1 Letters were sent to occupants of 751 no. adjoining and nearby properties at Carnoustie Drive, Kember Street, Tilloch Street, Freeling Street, Story Street, Caledonian Road, Earlsferry Way, Bingfield Street, Pembroke Street, Stranraer Way, Tayport Close, Airdrie Close, Thornhill Square, Thornhill Crescent and Bridgeman Road on 21<sup>st</sup> May 2021. A Site Notice and Press release was also displayed. The initial consultation period ended on 20<sup>th</sup> June 2021.
- 8.2 A further 14 day re-consultation was also carried out on 14<sup>th</sup> June 2021 and the consultation period ended on 25<sup>th</sup> June 2021.
- 8.3 At the time of the writing of this report one comment of support has been received from the public with regard to the application praising the inspiring initiative and thoughtful design.

### Internal Consultees

- 8.4 **Design and Conservation Officer:** At pre-application stage suggested changes with lighter weight design for external ramp and green roof. These are now proposed.
- 8.5 **Inclusive Design Officer:** Welcomed the significant accessibility improvements to the community building but suggested further changes to be more inclusive.
- 8.6 **Environmental Health Pollution Officer:** No objections, subject to a condition requiring the submission of an Operational Management Plan.
- 8.7 **Highways Officer:** No comment, but no objections received at pre-application advice stage.
- 8.8 **Tree Officer:** No objections following amendments to the Arboricultural Method Statement and Tree Protection Plan.

## 9. RELEVANT STATUTORY DUTIES & DEVELOPMENT PLAN CONSIDERATIONS AND POLICIES

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

### National Guidance

- 9.1 Islington Council (Planning Sub-Committee A), in determining the planning application has the main following statutory duties to perform:
- To have regard to the provisions of the development plan, so far as material to the application and to any other material considerations (Section 70 Town & Country Planning Act 1990)
  - To determine the application in accordance with the development plan unless other material considerations indicate otherwise (Section 38(6) of the Planning and Compulsory Purchase Act 2004) (Note: that the relevant Development Plan is the London Plan and Islington's Local Plan, including adopted Supplementary Planning Guidance).
- 9.2 National Planning Policy Framework 2019 (NPPF): Paragraph 10 states: "at the heart of the NPPF is a presumption in favour of sustainable development.
- 9.3 The National Planning Policy Framework 2019 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.

- 9.4 Since March 2014 Planning Practice Guidance for England has been published online.
- 9.5 In considering the planning application account has to be taken of the statutory and policy framework, the documentation accompanying the application, and views of both statutory and non-statutory consultees.
- 9.6 The Human Rights Act 1998 incorporates the key articles of the European Convention on Human Rights into domestic law. These include:
- Article 1 of the First Protocol: Protection of property. Every natural or legal person is entitled to the peaceful enjoyment of his possessions. No one shall be deprived of his possessions except in the public interest and subject to the conditions provided for by law and by the general principles of international law.
  - Article 14: Prohibition of discrimination. The enjoyment of the rights and freedoms set forth in this Convention shall be secured without discrimination on any ground such as sex, race, colour, language, religion, political or other opinion, national or social origin, association with a national minority, property, birth, or other status.
- 9.7 Members of the Planning Sub-Committee A must be aware of the rights contained in the Convention (particularly those set out above) when making any Planning decisions. However, most Convention rights are not absolute and set out circumstances when an interference with a person's rights is permitted. Any interference with any of the rights contained in the Convention must be sanctioned by law and be aimed at pursuing a legitimate aim and must go no further than is necessary and be proportionate.
- 9.8 The Equality Act 2010 provides protection from discrimination in respect of certain protected characteristics, namely: age, disability, gender reassignment, pregnancy and maternity, race, religion or beliefs and sex and sexual orientation. It places the Council under a legal duty to have due regard to the advancement of equality in the exercise of its powers including planning powers. The Committee must be mindful of this duty inter alia when determining all planning applications. In particular, the Committee must pay due regard to the need to: (1) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act; (2) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it; and (3) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

### **Development Plan**

- 9.9 The Development Plan is comprised of the London Plan 2021, Islington Core Strategy 2011 and the Islington Development Management Policies 2013. The policies of the Development Plan that are considered relevant to this application are listed at Appendix 2 to this report.

### **Designations**

- 9.10 The site has the following designations under the London Plan 2021, Islington Core Strategy 2011, Development Management Policies 2013, Finsbury Local Plan 2013 and Site Allocations 2013:
- Kings Cross & Pentonville Road Core Strategy Key Area
  - Within 50m of Barsnbury Conservation Area
  - Within 100m of a SRN Road
  - Article 4 Direction (A1-A2 – Town Centres)
  - Local Views from Archway Road and Archway Bridge

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

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

### **Emerging Policies**

#### **Draft Islington Local Plan 2019**

9.12 The Regulation 19 draft of the Local Plan was approved at Full Council on 27 June 2019 for consultation and subsequent submission to the Secretary of State for Independent Examination. From 5 September 2019 to 18 October 2019, the Council consulted on the Regulation 19 draft of the new Local Plan. Submission took place on 12 February 2020 with the examination process now in progress. As part of the examination, consultation on pre-hearing modifications is taking place from 19 March to 9 May 2021.

In line with the NPPF Local Planning Authorities may give weight to relevant policies in emerging plans according to:

- the stage of preparation of the emerging plan (the more advanced its preparation, the greater the weight that may be given);
- the extent to which there are unresolved objections to relevant policies (the less significant the unresolved objections, the greater the weight that may be given); and
- the degree of consistency of the relevant policies in the emerging plan to this Framework (the closer the policies in the emerging plan to the policies in the Framework, the greater the weight that may be given).

9.13 Emerging policies relevant to this application are set out below:

- Policy SP2: King's Cross and Pentonville Road
- Policy H1: Thriving communities
- Policy SC1: Social and community infrastructure
- Policy G4: Biodiversity, landscape design and trees
- Policy G5: Green roofs and vertical greening
- Policy DH1: Fostering innovation and conserving and enhancing the historic environment
- Policy DH2: Heritage asset

## **10. ASSESSMENT**

10.1 The main issues arising from this proposal relate to:

- Land Use
- Design
- Neighbouring Amenity
- Inclusive Design and Accessibility
- Standard of Accommodation
- Highways and Transport
- Refuse
- Landscaping, trees and biodiversity

### **Land Use**

10.2 The National Planning Policy Framework (NPPF) states that Local Planning Authorities should aim to achieve healthy, inclusive and safe places which:

- a) promote social interaction, including opportunities for meetings between people who might not otherwise come into contact with each other – for example through mixed-use developments, strong neighbourhood centres, street layouts that allow for easy pedestrian and cycle connections within and between neighbourhoods, and active street frontages;

- b) are safe and accessible, so that crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion – for example through the use of clear and legible pedestrian routes, and high quality public space, which encourage the active and continual use of public areas; and
  - c) enable and support healthy lifestyles, especially where this would address identified local health and well-being needs.
- 10.3 To provide the social, recreational and cultural facilities and services the community needs, planning policies and decisions should:
- a) plan positively for the provision and use of shared spaces, community facilities (such as local shops, meeting places, sports venues, open space, cultural buildings, public houses and places of worship) and other local services to enhance the sustainability of communities and residential environments;
  - b) take into account and support the delivery of local strategies to improve health, social and cultural well-being for all sections of the community;
  - c) guard against the unnecessary loss of valued facilities and services, particularly where this would reduce the community's ability to meet its day-to-day needs;
  - d) ensure that established shops, facilities and services are able to develop and modernise, and are retained for the benefit of the community; and
  - e) ensure an integrated approach to considering the location of housing, economic uses and community facilities and services.
- 10.4 Planning policies and decisions should consider the social, economic and environmental benefits of estate regeneration. Local planning authorities should use their planning powers to help deliver estate regeneration to a high standard.
- 10.5 The existing community centre (Use Class F2) occupies the ground floor of Coatbridge House, a five-storey (plus basement) residential housing block. The community centre has a gross internal area of 331 sqm, and a net internal area of 214 sqm. The centre currently consists of a large hall, a semi-professional kitchen, and two meeting rooms. There are toilet facilities inclusive of an accessible toilet. The centre has stepped access to the front of the building, and level access to the rear.
- 10.6 In 2015, the centre was refurbished, with the space reconfigured to provide two meeting rooms alongside the main hall. New toilets and a new kitchen were installed, and the centre was redecorated.
- 10.7 The basement space is below the existing community centre, extending beyond the footprint of the centre. It is currently unoccupied, having been used as ancillary offices for estate management and community development staff and a base for estate caretakers during the period that Bemerton Estate was managed by a tenant management organisation, Bemerton Villages Management Organisation. The basement and ground floor spaces have separate entrances at present, with no interconnection.
- 10.8 The basement has remained underutilised and vacant for five years and the proposal therefore seeks to bring this space back into use with a community function. It is therefore proposed to retain the community centre at ground floor level and extend the use into the basement by way of an internal staircase and lift.
- 10.9 The ground floor will continue to be used for the delivery of community activities, services and events. The basement will provide a combination of community facilities (access to and space to use equipment such as printers, sewing machines, tools and craft equipment), workspace for voluntary and community sector organisations who will run activities and services in the centre, and meeting space.



- 10.10 During the period Bemerton Estate was run by the tenant management organisation, there were office-based jobs previously located in the basement which were estate management roles (4 posts in total), plus caretakers' lockers and changing rooms. The estate management and caretaker posts have been relocated to other local authority premises. Estate management is now run from 222 Upper Street, and caretakers working on the Bemerton Estate now use facilities at Selkirk House and Perth House, other residential buildings on the estate. The basement also provided workspace for community and community development activities (1 post). The redesigned building will provide space for equivalent employment within the context of a community centre with F2 class use.
- 10.11 It is also proposed to relocate the entrance of the community centre to the front of the building and construct a single storey extension to provide a new visible reception and seating area with associated staircases and external ramp.
- 10.12 Islington's Development Management Policy DM4.12(C) states that new social infrastructure and cultural facilities, including extensions to existing infrastructure and facilities, must:
- i) be located in areas convenient for the communities they serve and accessible by a range of sustainable transport modes, including walking, cycling and public transport;
  - ii) provide buildings that are inclusive, accessible, flexible and which provide design and space standards which meet the needs of intended occupants;
  - iii) be sited to maximise shared use of the facility, particularly for recreational and community uses; and
  - iv) complement existing uses and the character of the area, and avoid adverse impacts on the amenity of surrounding uses.
- 10.13 Islington's social infrastructure (such as community and social spaces), strategic infrastructure and cultural facilities are vital to the identity and function of the borough, as well as its attractive and distinctive character. It is essential that this is maintained and enhanced so that the borough retains its diversity and vitality.
- 10.14 As stated above, the use of the basement ceased some five years ago when management of the estate was brought back into Council management. This use was ancillary to the wider estate and its loss is considered acceptable given that the use has been moved elsewhere within the estate/wider borough and given the length of time that the basement has been vacant for, demonstrating that there is no longer a genuine need for the provision of this ancillary space.
- 10.15 Reusing the space for a community use and expanding the Community Centre is considered to be a significant public benefit that would improve, expand on and complement the existing use, character and social infrastructure of the site. In addition, the refurbishment of the space and enhancement of the front elevation will also bring about benefits for the building, wider estate and community. This would be in accordance with the aims of the National Planning Policy Framework, London Plan and Islington Development Management Policies which support proposals which promote and enhance healthy and safe communities. As discussed further in this report, the proposed development will also avoid adverse impacts on the amenity of surrounding uses.
- 10.16 Therefore, in land use terms, it is considered that the expansion of the community centre into the basement at this location would offer a number of significant policy benefits specific to this proposal, subject to compliance with the requirements of Policy DM4.12C, including the design and amenity impact which will be assessed within the body of this report.

## Class F restrictions

- 10.17 The Town and Country Planning (Use Classes) Regulations were updated on 1st September 2020, with former use classes D1 and D2(e) becoming Class F. This enables buildings to have a number of flexible uses and changes to a use within the same class do not require planning permission.
- 10.18 It is considered that some of the other uses that are encompassed by Class F may not be an appropriate use for the site or within the surrounding local context without the submission of further details and mitigation measures.
- 10.19 As such, a condition is recommended restricting other Class F uses of the Use Class Order 2020. Should any of these uses be proposed, this would require the submission of an application and appropriate supporting documentation.

## Design

- 10.20 Coatbridge House is a residential block of flats within the Bemerton Estate constructed towards the late 1960's and early 1970's. The building is five stories high plus basement constructed largely of red brick with a concrete structural frame, commensurate with the surrounding estate.
- 10.21 It is proposed to relocate the entrance of the community centre to the centre of the front elevation of the building and construct a single storey extension to provide a new visible reception and seating area, together with an associated access ramp, staircases and bike stands.
- 10.22 The extension will be approximately 3.8m to 4.2m in height owing to the existing land levels. The single storey extension will project approximately 4.8m from the front elevation of the existing building. The extension will mainly comprise a powder coated metal structure with glazing. The external stairs and access ramp will also be powder coated metal. The flat roof of the front extension will feature a green roof.
- 10.23 The extension will use existing materials and designs found within the estate, with particular regard to the single storey entrance to the Bemerton Children's Centre to the north and adjacent to the site.
- 10.24 Islington's Development Management Policy 2.1 (Design) has been used to assess the acceptability of this proposal. This policy sets out a number of requirements for acceptable design. The key requirements are as follows:
- 10.25 For a development proposal to be considered acceptable it is required to:
- i) be sustainable, durable and adaptable;
  - ii) be safe and inclusive;
  - iii) efficient use of the site and/or building;
  - iv) improve the quality, clarity and sense of space around or between buildings;
  - v) enhance legibility and have clear distinction between public and private spaces;
  - vi) improve movement through areas, and repair fragmented urban form;
  - vii) respect and respond positively to existing buildings, the streetscape and the wider context, including local architectural language and character and locally distinctive patterns of development and landscape;
  - viii) reinforce and complement local distinctiveness and create a positive sense of place;
  - ix) sustain and reinforce a variety and mix of uses.
- 10.26 It is considered that the development put forward meets this criteria and the principle of a single storey front extension is acceptable in this location.
- 10.27 The proposed extension is considered to create a balance with the existing extension at the Bemerton Children's Centre with the materials matching and/or complementing the existing building. The front extension and ramp is lightweight, well designed and open in appearance. The proposed design, scale and massing is considered acceptable.

- 10.28 Whilst the site is not within a conservation area or within close proximity to listed buildings, the site is adjacent to the Barnsbury Conservation Area. Policy DM2.3B states that new developments within Islington's conservation areas and their settings are required to be of high quality contextual design. Therefore, it is important that the proposal would be in keeping with the visual appearance of the host building to which the application relates, the setting of the Barnsbury Conservation Area and wider streetscene.
- 10.29 The application site fronts Carnoustie Drive and faces the rear elevations and boundaries of the commercial and residential properties along Caledonian Road (which are located within the Barnsbury Conservation Area). The rear of these properties largely comprise car parking for the units along Caledonian Road and a variety of brick and rendered rear boundary walls.
- 10.30 Given the existing buildings within the site, which are more modern additions, and the scale of the extension it would not detrimentally impact on the visual appearance or setting of the adjacent Barnsbury Conservation Area.
- 10.31 The Council's Design and Conservation Team did not object at the pre-application stage and very minor amendments have been made to the proposed design to improve the appearance, namely;
- External ramp has a more lightweight design; and,
  - Green roof added to the flat roof of the extension.
- 10.32 The proposal is considered to be in keeping with the visual appearance of the buildings within the application site and wider streetscene, and is considered compliant with policies CS8 and CS9 of the Islington Core Strategy (2011), DM2.1 and DM2.3 of Development Management Policies (2013) and D1, D3, D4 and HC1 of the London Plan (2021), and is acceptable in design terms.

### **Neighbouring Amenity**

- 10.33 The National Planning Policy Framework identifies as a core planning principle that planning should always seek a high quality of design and a good standard of amenity for all existing and future occupants of land and buildings.
- 10.34 The Development Plan contains policies that seek to appropriately safeguard the amenities of residential occupiers when considering new development. London Plan policy D14 identifies that buildings should not cause unacceptable harm to the amenity of in particular, residential buildings in respect of matters including privacy and overshadowing.
- 10.35 Policy D14 (part A) of the London Plan 2021 states that development proposals should seek to manage noise by mitigating and minimising the existing and potential adverse impacts of noise on, from, within, as a result of, or in the vicinity of new development; separating new noise sensitive development from major noise sources through the use of distance, screening or internal layout in preference to sole reliance on sound insulation; controlling and mitigating potential adverse effects through the application of good acoustic design principles; and promoting new technologies and improved practices to reduce noise at source and on the transmission path from source to receiver.
- 10.36 Development Management Policy DM2.1 (part Ax) confirms that, for a development proposal to be acceptable it is required to provide a good level of amenity including consideration of noise and the impact of disturbance, hours of operation, vibration, pollution, fumes between and within developments, overshadowing, overlooking, privacy, direct sunlight and daylight, over-dominance, sense of enclosure and outlook.

### *Daylight/Sunlight and Outlook*

- 10.37 The nearest residential properties to the proposed extension are located at upper floor levels, above the proposed front extension. Given the restricted height of the proposal, which would be single storey at ground floor level, and as there are no residential windows at ground floor or basement level, it is not considered to result in any significant loss of daylight/sunlight or outlook to neighbouring residential properties.

### *Privacy*

- 10.38 The proposal is not considered to result in any significant privacy issues to neighbouring properties over and above the existing situation. The openings and windows are located to the north, east and south elevations of the proposed single storey extension which face on to the existing road to the front of the property.

### *Noise*

- 10.39 The proposal is not considered to result in any significant increase in noise to the surrounding area, given that the community hall at ground floor level is existing and as the proposed uses for the basement (equipment such as printers, sewing machines, tools and craft equipment) would not be high sound generating uses. Such equipment would be confined to the basement and therefore separated from residential units. It is also noted that there is currently a sound limiter at the site.
- 10.40 The applicant has confirmed that the use of the centre and facilities would be restricted to the hours of 8:00am – 22:00pm Monday to Sunday, including bank holidays in exceptional circumstances (for example electoral polling station). Ordinarily, the hours of operation will be between 9.00am – 21.00pm.
- 10.41 Following consultation with the Council's Environmental Health Team Pollution Officer it is recommended that a condition be recommended requiring the submission of an Operational Management Plan prior to the use commencing to control noise impacts.
- 10.42 In terms of the impact during the construction period, the scale of development would not ordinarily require the submission of Construction and Environmental Management Plan, which would be more appropriate for larger or more extensive forms of development. However, Islington Council has a code of practice for small-scale construction work and home improvements which developers need to abide by. The code of practice confirms that the hours of working that sites will be allowed to carry out noisy work between 8am and 6pm, Monday to Friday and 8am and 1pm, Saturdays. It recommends that noisy works must not take place outside of these hours including Sundays and public and bank holidays. In the event that the noisy works were to be carried out outside of the recommended hours the Council's website has details of how to inform the Council's Environmental Health Team to investigate the complaint. An informative has been recommended to remind the applicant of the Council's code of conduct.

### Conclusion

- 10.43 Given the above assessment, together with the comments from the Council's Environmental Health Pollution Officer who has raised no objections to the proposal (subject to condition) it is considered to have an acceptable impact on the amenity impact on neighbouring properties, and the proposal is considered to be compliant with Development Management Policies DM2.1.

### **Inclusive Design and Accessibility**

- 10.44 Policy DM2.2 seeks to ensure that all developments demonstrate that they provide for ease of and versatility in use. The Council's Inclusive Design Officer reviewed the proposal and welcomed the significant accessibility improvements to the community centre, which includes the addition of Sheffield cycle stands to the front, wheelchair/buggy storage and accessible shower facilities.

- 10.45 The Inclusive Design Officer recommended a safe drop off with dropped kerb to the highway to the front; a wider landing on the ramp to allow wheelchair users to pass each other; a landing of 1500x1500 clear of any door swing should be provided; the door needs to have an opening weight of less than 30N or be power operated; and an entry phone should be located within reach of wheelchair users and should communicate both audibly and visually.
- 10.46 The recommendations detailed above are noted, however, it is considered that the scheme has an acceptable level of accessibility and includes significant improvements to the layout of the building, such that it is considered acceptable in this case.
- 10.47 The external ramp has a gradient of 1:16; there is sufficient clearance on the landing for the door; and the internal stairs have winders, however, the internal restrictions do not allow for further changes.
- 10.48 Whilst the Inclusive Design Officer has recommended the provision of a safe drop-off point with a dropped kerb to the front, as the site is already an operating community centre, it is not justified to require further parking for the limited uplift in floor area.
- 10.49 In addition to the above, as the highway falls outside the application site, such provision cannot be secured as part of the scheme, but any future occupier will be able to apply for a designated parking bay in this location. Furthermore, private disabled bays cannot be placed on a public highway. An informative is recommended reminding the applicant of the need to apply separately for any alterations to the highway.

### **Standard of Accommodation**

- 10.50 With regards to the standard of accommodation for the users of the ground floor and basement, it is noted that the basement currently has limited access to natural light. However, as this is an existing situation, there is little scope to increase daylight to the basement and as the basement and ground floor are to be amalgamated into one centre, this is considered to be acceptable on balance.

### **Highways and Transport**

- 10.51 Policy DM8.2 seeks to ensure that development proposals are required to meet the transport needs of the development and address its transport impacts in a sustainable manner and in accordance with best practice. In this instance, basement will be used as an integral part of the existing Community Centre at ground floor level, which is to be renovated. It is therefore considered that the proposal would be used mainly for the local community and would not result in an increase in journeys to and/or from the site via personal transport. In addition, the site is in highly accessible location with very good public transport provision (PTAL – 5 (very good)). The Council's Highways Officer has not provided comment. However, no objections were received during the pre-application advice stage.
- 10.52 The provision of secure, sheltered and appropriately located cycle parking facilities (for staff, resident and visitors) will be expected in accordance with Transport for London's guidance 'Cycle Parking Standards – TFL Proposed Guidelines'. Policy DM8.4 of the DMP seeks cycle parking provision that is greater than TFL's requirements. The requirements are set out in Appendix 6 of that document. The minimum number of cycle parking spaces is 1 per 3 staff (for staff and visitors).
- 10.53 The submitted drawings show the provision of six cycle stands to the front of the site, equating to twelve cycle spaces in total (two to each stand). Given the constraints of the site and the limited uplift in floor area, this is considered acceptable on balance.

## **Refuse**

- 10.54 Waste storage facilities are required to be provided in order to fit current and future collection practices and targets. Facilities must be accessible to all in accordance with Islington's Core Strategy CS11. Development Management Policies DM8.6 seeks that details of refuse and recycling collection be submitted indicating locations for collection vehicles to wait and locations of refuse and recycling bin stores.
- 10.55 The proposed drawings show a refuse area to the rear of the building at basement level. This area is the existing service area for the building. However, a condition is recommended requiring details of the refuse area to be submitted to the Council prior to occupation of the site.

## **Landscaping, Trees and Biodiversity**

- 10.56 Policy DM6.5A seeks to ensure developments must protect, contribute to and enhance the landscape, biodiversity value and growing conditions of the development site and surrounding area, including protecting connectivity between habitats.
- 10.57 A sedum roof has been proposed to the flat roof of the front extension. Whilst this is welcome addition, the Council would require the sedum/green roof to be biodiversity based with an extensive substrate base planting/seeded with a mix of species with a focus on wildflower planting and contain no more than a maximum of 25% sedum. A condition is recommended to secure this.
- 10.58 There are three existing mature trees present to the front of the site. Whilst it is not proposed to remove these trees, they are within the footprint of the works proposed to the front of the building. Following consultation with the Council's Arboriculture Officer it is considered that the three trees are of a significant high value to the streetscape and are in good condition. Therefore, the trees will need to be maintained and any proposed works surrounding the trees should not detrimentally impact upon the trees and their roots. An Arboriculture Impact Assessment has been submitted as part of this application, which has been subsequently amended following consultation with the Council's Arboricultural Officer to amend the foundations within the root protection areas. Officers now find the proposed development to be acceptable and is considered compliant with the objectives of Policy DM6.5.

## **11. SUMMARY AND CONCLUSION**

### **Summary**

- 11.1 Overall, it is considered that the proposal would provide a public benefit to the local community and will bring a large disused space back into use with an expansion of social infrastructure at the site. The change of use of the basement to a community centre use would not result in the loss of ancillary estate management use as this pre-existing use has been relocated elsewhere. The proposal is therefore considered acceptable in land use terms.
- 11.2 The proposed external alterations and extension to the front are considered to be in keeping with the visual appearance of the host building and wider application site and streetscene, and is considered acceptable in design terms.
- 11.3 The proposal is considered not to result in any significant loss of amenity to occupiers of neighbouring properties, in terms of loss of daylight/sunlight including light pollution, outlook, or noise and disruption. In accordance with the above assessment, it is considered that the proposed development is consistent with the policies of the London Plan, the Islington Core Strategy, the Islington Development Management Policies and associated Supplementary Planning Documents and should be approved accordingly.

### **Conclusion**

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

## APPENDIX 1 – RECOMMENDATIONS

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

### List of Conditions:

<b>1</b>	<p><b>Commencement</b></p> <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>	<p><b>Approved Plans List</b></p> <p>DRAWING AND DOCUMENT NUMBERS: The development hereby approved shall be carried out in accordance with the following approved plans:</p> <p>400 Rev A (Proposed lift and Stair), 013 (Demolition Plan – Basement Floor), 015 Rev A (Proposed Ground Floor Plan), 016 Rev A (Proposed Basement Floor Plan), 017 (Proposed Roof Plan), 035 Rev A (Proposed Elevation), 253-JSCC-S01 (Proposed Sections)</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>
<b>3</b>	<p><b>Materials (Compliance)</b></p> <p>CONDITION: The development shall be constructed in accordance with the schedule of materials noted on the approved plans and within the application form. 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>
<b>4</b>	<p><b>Hours of use (Compliance)</b></p> <p>CONDITION: The hereby approved development shall only be used between the hours of 8:00am – 22:00pm Monday to Sunday, unless otherwise agreed in writing with the Local Planning Authority.</p> <p>REASON: In order to protect the amenity of neighbouring properties.</p>
<b>5</b>	<p><b>Details of bin enclosure (Details)</b></p> <p>CONDITION: Details of the site-wide waste strategy for the development shall be submitted to and approved in writing by the Local Planning Authority prior to any superstructure works commencing onsite. The details shall include:</p> <ol style="list-style-type: none"> <li>a) the layout, design and appearance (shown in context) of the dedicated refuse / recycling enclosure(s);</li> <li>b) a waste management plan</li> </ol> <p>The development shall be carried out and operated strictly in accordance with the details and waste management strategy so approved. The physical enclosures shall be provided/erected prior to the first occupation of the development 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>

6	<p><b>Operational Management Plan (Details)</b></p> <p>CONDITION: An Operational Management Plan detailing how the Community Hall and associated spaces will operate shall be submitted to and approved in writing by the Local Planning Authority prior to the use commencing on site. The report shall assess potential impacts during the use on nearby residents and other occupiers together with means of mitigating any identified impacts. The hall and associated spaces shall be operated strictly in accordance with the details so approved and no change therefrom shall take place without the prior written consent of the Local Planning Authority.</p> <p>REASON: To protect the amenity of adjoining residential occupiers.</p>
7	<p><b>Restrict Class F Use (Compliance)</b></p> <p>CONDITION: The use of the building hereby approved, shall only be operated as Use Class F2(b) (Halls or meeting places for the principle use of the local community) of the Town and Country Planning (Use Classes) Order 1987 (as amended)).</p> <p>None of the other uses that would otherwise be permitted by the Town and Country Planning (Use Classes) Order 1987 (as amended) or the Town and Country Planning (General Permitted Development) (England) Order 2015 (as amended) or any order revoking and re-enacting that order, shall be carried out without planning permission having first been obtained from the Local Planning Authority.</p> <p>REASON: To protect the amenity of adjoining residential occupiers.</p>
8	<p><b>Green/Brown Biodiversity Roof (Compliance)</b></p> <p>CONDITION: The biodiversity (green/brown) roof shall be:</p> <p>a) biodiversity based with extensive substrate base (depth 80-150mm);  b) laid out in accordance with plan no. 017 (Proposed Roof Plan) hereby approved; and  c) planted/seeded with a mix of species within the first planting season following the practical completion of the building works (the seed mix shall be focused on wildflower planting, and shall contain no more than a maximum of 25% sedum).</p> <p>The biodiversity (green/brown) roof shall not be used as an amenity or sitting out space of any kind whatsoever and shall only be used in the case of essential maintenance or repair, or escape in case of emergency.</p> <p>The biodiversity roof shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.</p> <p>REASON: To ensure the development provides the maximum possible provision towards creation of habitats and valuable areas for biodiversity</p>
9	<p><b>Tree Protection (Compliance)</b></p> <p>CONDITION: The development, tree retention and protection shall be carried out strictly in accordance with the approved Arboricultural Impact Assessment Report (June 2021), installed/carried out prior to works commencing on site, and shall be maintained for the duration of the works.</p> <p>REASON: To protect the health and stability of trees to be retained on the site and to ensure that a satisfactory standard of visual amenity is provided and maintained.</p>



**List of Informatives:**

<b>1</b>	<b>Public Protection code of practice</b>
	<p>The applicant would be expected to comply with Islington's Public Protection Noise Service Code of Practice. Within the guidance, the Council allows building works that generate noise to be carried out between the hours:</p> <ul style="list-style-type: none"><li>• 8am – 6pm (Monday to Friday)</li><li>• 8am – 1pm (Saturday)</li><li>• No audible building works on Sunday or Public Holidays</li></ul>

## **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 2019 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.

- National Planning Policy Framework 2019

### **2. Development Plan**

The new London Plan was adopted on the 2nd March 2021. The adopted London plan has now full weight and is it is considered a material consideration. The adopted London Plan policies have been fully taken into account.

Therefore the Development Plan is comprised of the London Plan 2021, 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 2021 - Spatial Development Strategy for Greater London**

- Policy D1 London's form, character and capacity for growth
- Policy D3 Optimising site capacity through the design-led approach
- Policy D4 Delivering good design
- Policy D5 Inclusive design
- Policy D8 Public realm
- Policy D14 Noise
- Policy S1 Developing London's social infrastructure
- Policy E1 Offices
- Policy E2 Providing suitable business space
- Policy E3 Affordable workspace
- Policy HC1 Heritage conservation and growth
- Policy G7 Trees and woodlands
- Policy T5 Cycling
- Policy T6 Car parking
- Policy T7 Deliveries, servicing and construction

#### **B) Islington Core Strategy 2011**

- Policy CS8 Enhancing Islington's Character
- Policy CS9 Protecting and Enhancing Islington's Built and Historic Environment
- Policy CS10 Sustainable Design
- Policy CS11 Waste
- Policy CS13 Employment Spaces
- Policy CS14 Retail and Services

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

- Policy DM2.1 Design
- Policy DM2.2 Inclusive Design
- Policy DM2.3 Heritage
- Policy DM4.12 Social and Strategic Infrastructure and Cultural Facilities
- Policy DM5.2 Loss of Existing Business Floorspace
- Policy DM6.5 Landscaping, Trees and Biodiversity
- Policy DM7.1 Sustainable Design and Construction

- Policy DM7.2 Energy Efficiency and Carbon Reduction in Minor Schemes
- Policy DM7.4 Sustainable Design Standards
- Policy DM8.4 Walking and Cycling
- Policy DM8.5 Vehicle Parking
- Policy DM8.6 Delivery and Servicing for New Developments
- Appendix 6 Cycling

### **3. Designations**

- Kings Cross & Pentonville Road Core Strategy Key Area
- Within 50m of Barsnbury Conservation Area
- Within 100m of a SRN Road
- Article 4 Direction (A1-A2 – Town Centres)
- Local Views from Archway Road and Archway Bridge