

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:	3 rd September 2015	NON-EXEMPT

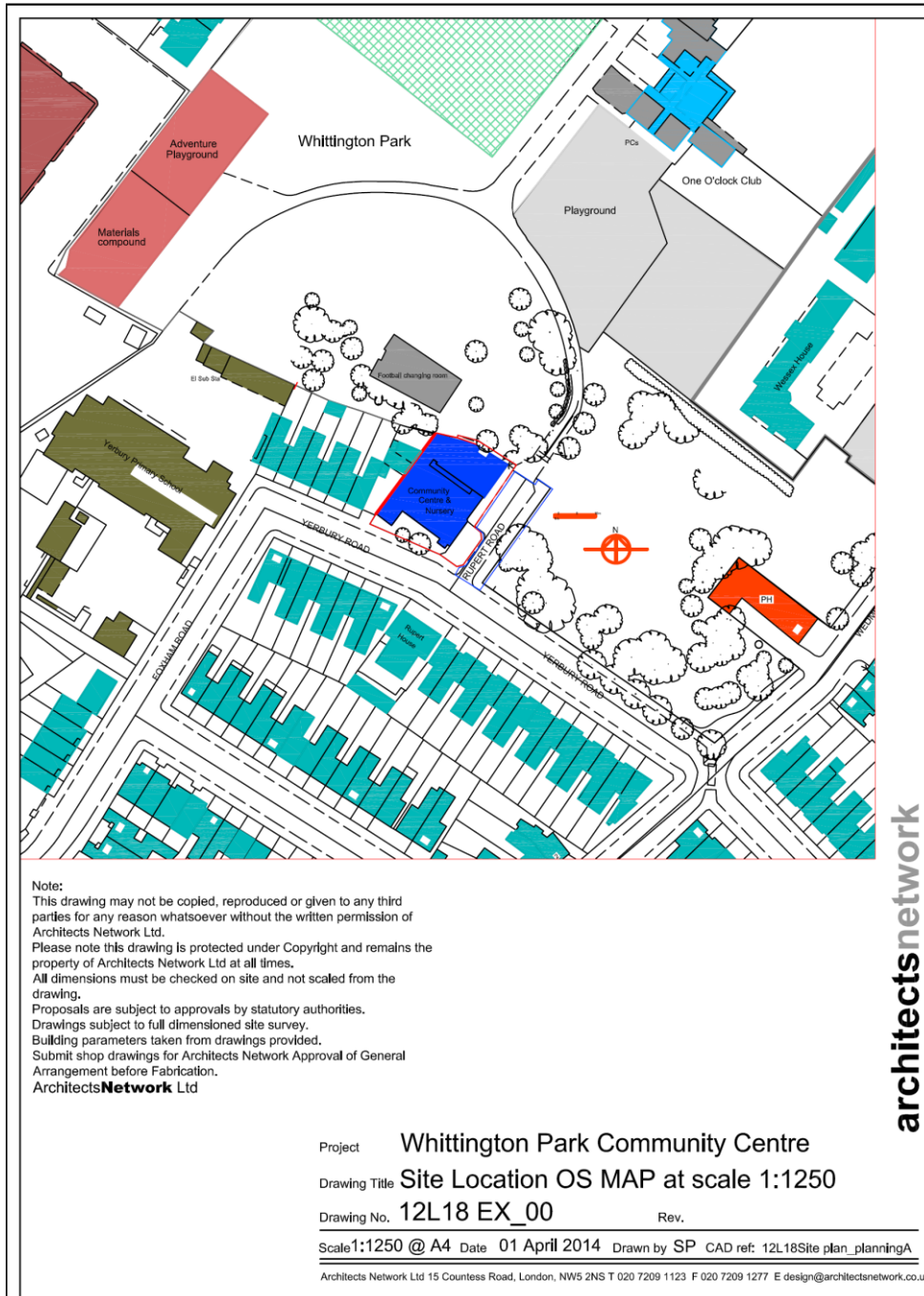
Application number	P2015/0360/FUL (Council own development)
Application type	Full Planning Application
Ward	Junction Ward
Listed building	Unlisted
Conservation area	Not located in a conservation area
Development Plan Context	<ul style="list-style-type: none">- Major Cycle Route- Whittington Park – Site of Importance for Nature Conservation
Licensing Implications	None
Site Address	Whittington Park Community Centre, 84 Yerbury Road, London, N19 4RS
Proposal	Creation of new separate entrances to the community centre and nursery and the erection of ground and first floor side extensions and external alterations to the existing property.

Case Officer	Emily Benedek
Applicant	Ann Mason – Whittington Park Community Association
Agent	Graham Newsome – Architects Network Ltd

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: Aerial view of site from Yerbury Road



Image 2: Aerial view of the site from Whittington Park

4. SUMMARY

- 4.1 Planning permission is sought for the creation of new separate entrances to the community centre and nursery and the erection of a ground and first floor side extensions and external alterations to the existing property.
- 4.2 The proposal will provide a better use of the community centre, providing improved meeting rooms and nursery facilities. Following amendments to the proposed plans at the first floor level, the scheme is not considered to have a detrimental impact on neighbouring amenity.
- 4.3 The proposed development is considered to be acceptable with regards to the land use, design, neighbour amenity, transport and highways and accessibility. In summary, the application is considered to be acceptable and in accordance with relevant planning policy.

4.4 The application is being determined at Planning Sub-Committee as the building is owned by the Council.

5. SITE AND SURROUNDING

5.1 The application site relates to the Whittington Park Community Centre, a large part single, part two storey building located on the north side of Yerbury Road which is predominantly residential in character. The building is characterised by two large gable fronted buildings facing Whittington Park, with a single storey building to the rear. All the buildings on site are of varying heights and connected at the ground floor level only. The traditional brick built buildings are characterised by high level roof lights and photovoltaic panels feature prominently on the southern elevation.

5.2 The properties surrounding the site on Yerbury Road are predominantly residential in character and it is noted that the nearest adjoining property to the side of the site, No 86a Yerbury Road has been set back considerably from the front building line. Immediately to the north and east of the site is Whittington Park.

5.3 The application site is not listed and the property is not located in a conservation area.

6. PROPOSAL (IN DETAIL)

6.1 The proposal consists of the creation of new separate entrances to the community centre and nursery. Permission is also sought for the erection of a ground and first floor side extension and external alterations to the existing property.

6.2 At the ground floor level, it is proposed that the existing entrance on Yerbury Road currently used for the community centre and nursery will be used for the nursery only. The community centre entrance will front Rupert Road and will replace the existing fire exit. A new front extension with canopy measuring 1.7 metres in width and 1.7 metres in depth will project beyond the existing front building line. Minor alterations are also proposed to the fenestration fronting Rupert Road. Internally, it is proposed that an existing external area which divided the two main buildings will be linked with a new glass canopy above. The internal layouts of the buildings will be altered to improve links through the site and provide improved facilities for the community centre.



Image of proposed new canopy and new entrance along Rupert Road.

- 6.3 With regards to the first floor, a new mezzanine will be created over the existing nursery creating additional accommodation. It is proposed that the building be extended to the rear of the property adjacent to the flank elevation of 86A Yerbury Road. The proposed extension would measure 3.3 metres in depth and a maximum of 7.5 metres in width and accommodate additional meeting rooms and lift. A small infill extension is also proposed on the side elevation measuring a maximum of 2.3 metres in width and 3.15 metres in depth providing additional kitchen and storage facilities, infilling the area on the flank elevation adjacent to Whittington Park.

7. RELEVANT HISTORY:

Planning Applications:

- 7.1 **850311** - Erection of brick built store and bin screen. Approved (17/07/1985)

840066 - Stopping up of part of Rupert Road and change of use of this part of the highway to open play space associated to the Whittington Community Centre. Approved (17/04/1984)

ENFORCEMENT:

- 7.2 None

PRE-APPLICATION ADVICE:

- 7.3 None.

8. CONSULTATION

Public Consultation

- 8.1 Letters were sent to occupants of 20 adjoining and nearby properties at Yerbury Road on 25 February 2015. The initial public consultation of the application therefore expired on 18 March 2015. Neighbours were re-consulted on amended plans on 28 July 2015 and this consultation expired on 11 August 2015 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** objections had been received.

External Consultees

- 8.3 The Highgate Society – no comments received
- 8.4 Friends of Tufnell Park Playing Fields – no comments received

Internal Consultees

- 8.5 Trees and Landscaping Officer – no objection
- 8.6 Access Officer – no objection following amendments

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:
- Major Cycle Route
 - Whittington Park – Site of Importance for Nature 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 and Appearance
- Neighbouring Amenity
- Sustainability
- Accessibility

Land-use

- 10.2 The application site is currently used as a nursery and community centre for local residents and therefore falls within the category of 'social infrastructure.'
- 10.3 Development Management policy DM4.12 part C is therefore of relevance. This policy states that new social infrastructure including extensions to existing facilities should be conveniently located to be accessible by a range of transport modes, provide buildings which are inclusive, accessible and flexible, are sited to maximise shared use of the facility and complement the existing uses and character of the area and avoid adverse impacts on the amenity of the surrounding area.

- 10.4 The proposal to extend the existing premises and provide separate entrances for the community centre and nursery will improve access to the building. In addition, the internal changes, including the creation of wider corridors, improved meeting rooms and the installation of a new lift will improve the flow through the building creating a more inclusive environment which will be accessible to a greater number of people. The use of the shared spaces between the nursery and the community centre will maximise the shared use of the facility and as the proposal will complement the existing uses, it is not considered to have an adverse impact on the amenity of surrounding areas. As such, the principle of development is considered to be acceptable.

Design and Appearance

- 10.5 Islington's Planning Policies and Guidance encourage high quality design which complements the character of an area. In particular, policy DM2.1 of Islington's adopted Development Management Policies requires all forms of development to be high quality, incorporating inclusive design principles while making a positive contribution to the local character and distinctiveness of an area based upon an understanding and evaluation of its defining characteristics.
- 10.6 The proposed extensions will be modest in size and scale and are considered to harmonise with the character and appearance of the existing building. The proposed infill extension on the flank elevation facing Whittington Park will be set at the same level as the existing extension on this elevation creating a more homogeneous appearance to the building when viewed from the park. It will not appear overbearing when viewed from the park.
- 10.7 The extension on the rear elevation adjacent to No 86A Yerbury Road has been sympathetically designed to be in keeping with the character and appearance of the main building. It will have a gable ended appearance when viewed from the park. The design of the extension is such that the angle of the roof slopes away from No.86a thus reducing the impact of the built form on the amenity of the property including garden area. This extension will be set at the same level as the existing first floor which projects along this elevation.
- 10.8 The proposed lift extension, located behind the main buildings on site and centrally located is a continuation of this rear extension, will have a pitched roof which follows the same pitch as the main roof of the building and will appear subservient when viewed from Rupert Road.
- 10.9 The most modern element to the building will be the new single storey glazed porch (providing entry to the community centre) with the glazed link behind. Whilst the style of the glazing and modern, flat roofed extension differentiate from the traditional gables of the main buildings, the porch provides a welcome contrast with the more established parts of the building and provides a clear entrance. It is considered that the design of the porch would not have a detrimental impact on the character and appearance of the building.
- 10.10 Given the above, the proposal is considered to be consistent with the aims of Council objectives on design and in accordance with policies 7.4 (Character) of the London Plan 2015, CS8 (Enhancing Islington's character) of the Core Strategy 2011 and Development Management Policy DM2.1.

Neighbouring Amenity

- 10.11 All new developments are subject to an assessment of their impact on neighbouring amenity in terms of loss of daylight, sunlight, privacy and an increased sense of enclosure. A development's likely impact in terms of light pollution, safety, security, noise and disturbance is also assessed. The proposal is subject to London Plan Policies 7.14 and 7.15 as well as Development Management Policies DM 2.1 and DM6.1 which requires for all developments to

be safe and inclusive and maintain a good level of amenity, mitigating impacts such as noise and air quality.

- 10.12 It is acknowledged that given the secluded location of the building, the proposal could only have an impact on 86a Yerbury Road. The proposed first floor rear extension has been recessed by 1.5 metres from the originally submitted plans in order to minimise the impacts on this neighbouring amenity. As such, the proposed first floor extension would only project 2 metres beyond the neighbouring boundary wall at the first floor level and given the design of the roof slope is therefore not considered to result in loss of outlook or an increased sense of enclosure to the occupiers of this neighbouring residential property.
- 10.13 A daylight/sunlight report has been submitted with the application in order to assess the impact on the proposal of the neighbouring property at 86a Yerbury Road, given the recessed nature of this property and its existing daylight/sunlight levels. The test assessed the Vertical Sky Component and Daylight Distribution levels and confirmed that all windows would pass the VSC test, whilst all windows within 90 degrees south pass the annual sunlight hours test and winter sunlight hours test. As such, it is considered that the proposal would have a low and acceptable overall impact on the light received to this neighbouring property and the proposed first floor rear extension is therefore considered to be acceptable.



CGI View of the proposed first floor side extension adjacent to 86 a Yerbury Road.

- 10.14 Given the above measures, the proposal is not considered to result in any significant impacts on residential amenity in terms of outlook, sense of enclosure or loss of daylight/sunlight. The proposed development would not harm the residential amenities enjoyed by the occupiers of neighbouring properties, in particular 86a Yerbury Road, and is in accordance with policy DM2.1 of the adopted Islington Development Management Policies 2013.

Sustainability

- 10.15 Although the proposal is for an extension to an existing building and would not have the same sustainability requirements as a new building, it is proposed that a new green roof will be installed over the existing single storey rear extension adjacent to 86a Yerbury Road. The

insertion of a green roof is welcomed by the Council and a condition has been attached to ensure the details of the green roof are submitted to the Council prior to its implementation.

Accessibility

- 10.16 All developments are required to demonstrate that they provide for ease of and versatility in use; deliver safe, legible and logical environments; produce places and spaces that are convenient and enjoyable to use for everyone, and bring together the design and management of a development from the outset and over time. Planning applications need to meet the above criteria in order to be consistent with Policy DM2.2 of Islington's Development Management Policies.
- 10.17 The proposal has been designed to improve access through the building and between the different levels to provide ease of use for people with mobility impairments. The entrances have been widened to exceed the minimum 1 metre, ensuring the building is fully accessible and therefore complies with Development Management policy DM2.2.

11. SUMMARY AND CONCLUSION

Summary

- 11.1 The extensions and alterations would provide improved facilities for the existing nursery and community centre. In addition, the proposal has been sympathetically designed and would not have a detrimental impact on the character and appearance of the property and wider locality.
- 11.2 The proposed development is considered to be acceptable with regards to the land use, detailed design, impacts on adjoining neighbours amenity levels, in particular No. 86a Yerbury Road, sustainability and accessibility.
- 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 and the National Planning Policy Framework and as such is recommended for an approval subject to appropriate conditions.

Conclusion

- 11.4 It is recommended that planning permission be granted subject to the 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:

1	Commencement
	<p>CONDITION: The development hereby permitted shall be begun not later than the expiration of three years from the date of this permission.</p> <p>REASON: To comply with the provisions of Section 91(1) (a) of the Town and Country Planning Act 1990 as amended by the Planning and Compulsory Purchase Act 2004 (Chapter 5).</p>
2	Approved plans list
	<p>CONDITION: The development hereby permitted shall be carried out in accordance with the following approved plans:</p> <p>12L18_EX00, 12L18_EX01, 12L18_EX02, 12L18_EX03 Rev. A, 12L18_EX04, 12L18_EX05, 12L18_EX08, 12L18_PL01, 12L18_PL02 Rev .A, 12L18_PL03 Rev .B, 12L18_PL04 Rev .A, 12L18_PL05, Computer Generated Images of Proposed Extension, Design and Access Statement, Daylight and Sunlight Study dated 29 May 2015.</p> <p>REASON: To comply with Section 70(1) (a) of the Town and Country Planning Act 1990 as amended and also for the avoidance of doubt and in the interest of proper planning.</p>
3	Materials to Match
	<p>CONDITION: The facing materials of the extension hereby approved shall match the existing building in terms of colour, texture, appearance and architectural detailing and shall be maintained as such thereafter.</p> <p>REASON: To ensure that the appearance of the building is acceptable.</p>
4	Green/Brown Biodiversity Roof (details)
	<p>CONDITION: Details of the biodiversity (green/brown) roof(s) shall be submitted to and approved in writing by the Local Planning Authority prior to any superstructure works commencing on site. The biodiversity (green/brown) roof(s) shall be:</p> <ul style="list-style-type: none">d) biodiversity based with extensive substrate base (depth 80-150mm);e) laid out in accordance with plan 12L18_PL03 Rev.B hereby approved; andf) planted/seeded with an agreed 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>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(s) shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.</p>

	REASON: To ensure the development provides the maximum possible provision towards creation of habitats and valuable areas for biodiversity.
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List of Informatives:

1	Positive Statement
	<p>To assist applicants in a positive manner, the Local Planning Authority has produced policies and written guidance, all of which is available on the Council's website.</p> <p>A pre-application advice service is also offered and encouraged.</p> <p>Whilst no pre-application discussions were entered into, the policy advice and guidance available on the website was followed by the applicant.</p> <p>The applicant therefore worked in a proactive manner taking into consideration the policies and guidance available to them, and therefore the LPA delivered a positive decision in a timely manner in accordance with the requirements of the NPPF.</p>

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 2.1 London in its global, European and United Kingdom context

Policy 2.9 Inner London

Policy 2.14 Areas for regeneration

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

Policy 3.6 Children and young people's play and informal recreation facilities

Policy 3.17 Health and social care

Policy 3.18 Education facilities

Policy 3.19 Sports facilities

4 London's economy

Policy 4.6 Support for and enhancement of arts, culture, sport and entertainment provision

Policy 4.12 Improving opportunities for all

5 London's response to climate change

Policy 5.3 Sustainable design and construction

Policy 5.10 Urban greening

Policy 5.12 Flood risk management

Policy 5.13 Sustainable drainage

6 London's transport

Policy 6.3 Assessing effects of development on transport capacity

Policy 6.7 Better streets and surface transport

Policy 6.10 Walking

7 London's living places and spaces

Policy 7.1 Building London's neighbourhoods and communities

Policy 7.2 An inclusive environment

Policy 7.4 Local character

Policy 7.5 Public realm

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 CS10 (Sustainable Design)

Infrastructure and Implementation

Policy CS18 (Delivery and Infrastructure)
Policy CS19 (Health Impact Assessments)

C) Development Management Policies June 2013

Design and Heritage

DM2.1 Design

DM2.2 Inclusive Design

Housing

DM3.6 Play space

DM3.7 Noise and vibration

Health and Open space

DM6.1 Healthy development

DM6.2 New and improved public open space

DM6.4 Sport and recreation

DM6.6 Flood prevention

Energy and Environmental Standards

DM7.4 Sustainable design standards

Transport

DM8.2 Managing transport impacts

DM8.3 Public transport

DM8.4 Walking and cycling

3. Designations

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

- Major Cycle Route
- Whittington Park – Site of Importance for Nature Conservation

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

The following SPGs and/or SPDs are relevant:

Islington Local Plan

- Environmental Design
- Inclusive Landscape Design
- Planning Obligations and S106
- Urban Design Guide

London Plan

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