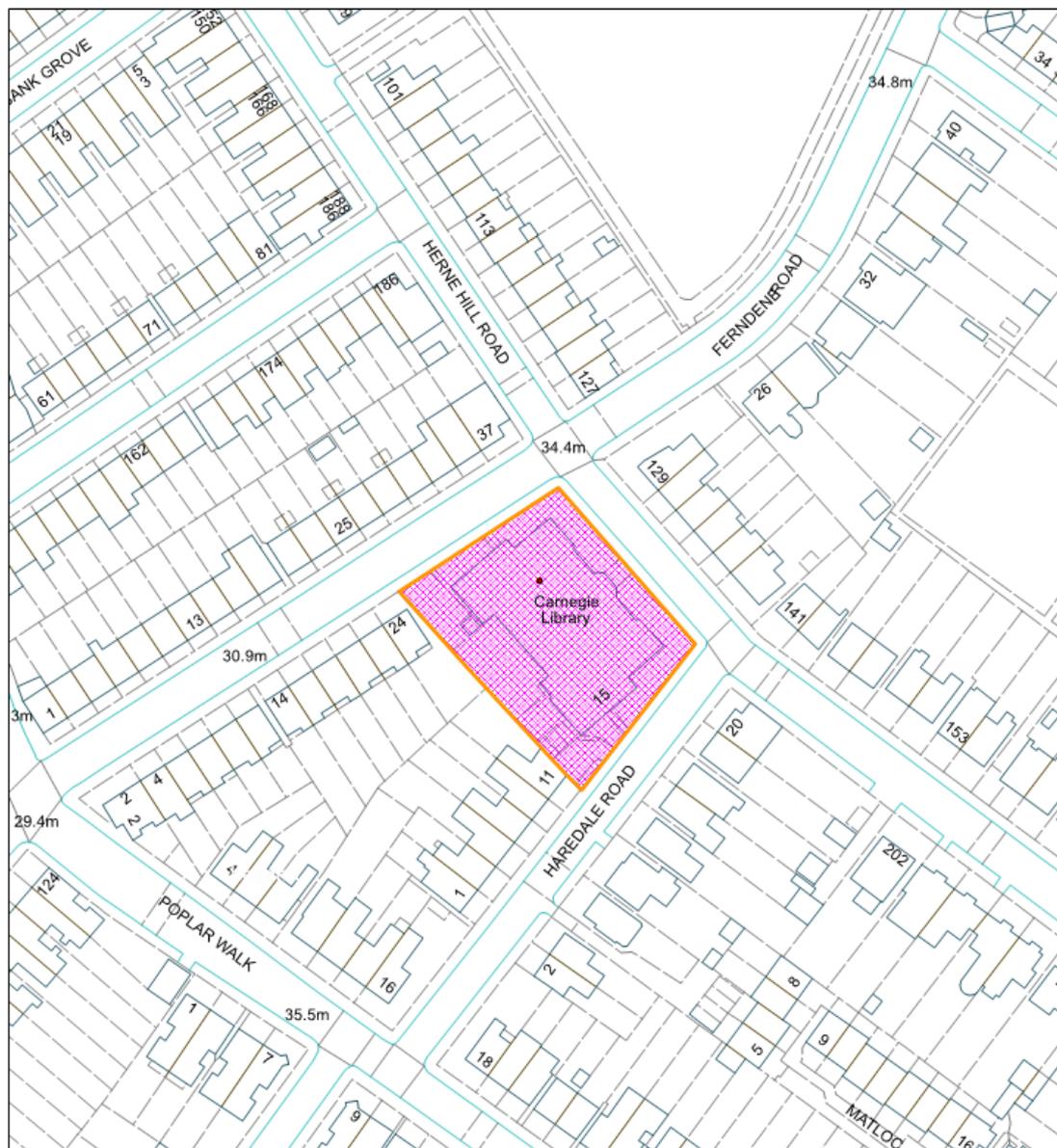


LAMBETH PLANNING APPLICATIONS COMMITTEE



Case Number:	16/06270/FUL and 16/06271/LB
Application Address:	Carnegie Library - Herne Hill Road - SE24 0AG



Scale: 0 12.5 25 50 Meters

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L.B. Lambeth LA 100019338

Carnegie Library, Herne Hill Road, London, SE24 0AG	
Application Number: 16/06270/FUL	Case Officer: Lauren Shallcross
Ward: Herne Hill	Date Received: 07.11.2016
Proposal: Retention of the existing library together with the erection of two single storey extensions to the south west elevation. Change of use and part excavation of the basement from a library (Use Class D1) to a gym and studio (Use Class D2) and the construction of an external plant compound provided at basement level.	
Drawing numbers: GLL_015-100, GLL_015-101 A, GLL_015-102 A, GLL_015-108 A, GLL_015-109 A, GLL_015-111 A, GLL_015-103 A, GLL_015-105 B, GLL_015-113, GLL_015-107 B, GLL_015-104 A, GLL_015-106 C, GLL_015-112, GLL_015-110 B, GLL_015-114, Tree Constraints Plan, Tree Protection Plan	
Documents: Design and Access Statement 26th October 2016 Rev A by Icon Building Consultancy Limited, Transport Statement October 2016 by TTP Consulting, Transport Note January 2017 (170124) by TTP Consulting, Transport Note January 2017 (170117) by TTP Consulting, Sustainability Statement 27 th October Rev A by Icon Building Consultancy Limited, Construction Method Statement 27 th October 2016 by Icon Building Consultancy Limited, Heritage and Planning Statement 27 th October Rev A by Icon Building Consultancy Limited, Noise and Vibration Assessment Report October 2016 by Philip Acoustics Ltd, Visual Impact Assessment, GLL_015_C_190117a.	
RECOMMENDATION:	
<p>1. Resolve to grant conditional planning permission subject to the completion of an agreement under Section 106 of the Town and Country Planning Act 1990 of the planning obligations listed in this report.</p> <p>2. Agree to delegate authority of the Director of Planning and Development to:</p> <ul style="list-style-type: none"> - Finalise the recommended conditions as set out in this report; and - Negotiate, agree and finalise the planning obligations as set out in this report pursuant to Section 106 of the Town and Country Planning Act 1990. <p>3. In the event that the committee resolves to refuse planning permission and there is a subsequent appeal, delegated authority is given to officers, having regard to the heads of terms set out in the report, to negotiate and complete a document containing obligations pursuant to Section 106 of the Town and Country Planning Act 1990 in order to meet the requirement of the Planning Inspector.</p>	
Associated Application: Listed Building Consent	
Application Number: 16/06271/LB	
Proposal: Retention of the existing library together with the erection of two single storey extensions to the south west elevation. Change of use and part excavation of the basement from a library (Use Class D1) to a gym and studio (Use Class D2) and the construction of an external plant compound provided at basement level.	
Listed Building Works: Existing columns supporting the ground floor will be underpinned and sections of the masonry walls removed and certain openings enlarged. Existing basement cloakroom fittings including sanitary ware, finishes and partitions will be stripped out to permit reconfiguration and expansion of these facilities with alterations at ground floor level comprising forming a new door to the existing stairwell, removal of existing and provision of new partitions.	
Drawing numbers: GLL_015-100, GLL_015-101 A, GLL_015-102 A, GLL_015-108 A, GLL_015-109 A, GLL_015-111 A, GLL_015-103 A, GLL_015-105 B, GLL_015-113, GLL_015-107 B, GLL_015-104 A, GLL_015-106 C, GLL_015-112, GLL_015-110 B, GLL_015-114	

Documents: Design and Access Statement 26th October 2016 Rev A by Icon Building Consultancy Limited, Heritage and Planning Statement 27th October Rev A by Icon Building Consultancy Limited, Visual Impact Assessment.

RECOMMENDATION: Grant Conditional Listed Building Consent

Applicant: GLL

Agent: Icon Building Consultancy Limited

SITE DESIGNATIONS

Relevant site designations:	
Listed Building	Listed Building Grade II
Conservation Area	N/a

LAND USE DETAILS

Site area	2.219 sq.m
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	Use Class	Use Description	Floorspace (Gross External Area)
Existing	D1	Library	1,860
Proposed	D1	Library	1,205.5
	D2	Gym	744.3

PARKING DETAILS

	Car Parking Spaces (general)	Car Parking Spaces (Disabled)	Bicycle Spaces	Motorbike Spaces
Existing	3	0	0	0
Proposed	1	1	12	0

EXECUTIVE SUMMARY

The report relates to an application for the retention of the existing library together with the erection of two single storey extensions to the south west elevation. Change of use and part excavation of the basement from a library (Use Class D1) to a gym and studio (Use Class D2) and the construction of an external plant compounds provided at basement level with associated internal alterations. Pursuant to Section 38(6) of the Planning and Compulsory Purchase Act 2004, the application has been assessed in accordance with the development plan and material considerations that include the response to the public notification and consultation of the application. The key aspects of the assessment are summarised below.

Development Principle

The conversion of existing library floorspace (Class D1) to a gym use (Class D2) is supported in planning policy terms. Officers consider that the provision of additional social infrastructure through the creation of additional useable floorspace is appropriate for this site.

Design and Conservation

The scheme has regard to its context including the statutory Grade II listed building. It is considered that the works would not cause harm to the character and special interest of the Grade II listed building and as such the proposals are satisfactory.

Neighbour Amenity

The proposal will not result in any significant loss of outlook and openness or daylight and sunlight nor pose any privacy or overlooking impacts. With regard to noise, appropriately worded conditions have been attached to ensure that noise and disturbance is minimised to neighbouring properties. Any impact during construction including traffic, noise and dust will be mitigated through the requirement for a construction management plan.

Transport/Highways

The application has been assessed by the Council's Transport and Highways team who confirm that the scheme can be accommodated within the capacity of the public transport and highway network. A planning obligation is sought to secure contribution of £10,000 for an additional disabled parking bay for the library due to the displacement of 3 parking spaces and this will be secured as part of the s106 agreement. Various conditions of approval are recommended if the council is minded to approve the application to control the construction, operation and management of the development including construction management plan and design of cycle and refuse storage.

Refuse/Recycling

The location of the refuse storage and collection is considered acceptable. Concerns are raised over the adequate size and design of the refuse/recycling storage and further details will be secured by an appropriately worded condition.

Landscaping

A landscaping scheme including tree retention and replacement planting is proposed. No protected trees are being removed and no protected species or habitats will be lost or impacted upon as part of the development.

Sustainability

The majority of the building is existing with relatively small new extensions and there is a high level of interest in maintaining the character of the listed building internally and externally and as such it would not be viable to meet the BREEAM 'Excellent' standard. The building's listing has a limiting effect on the types of improvements that can be undertaken to the building, particularly restricting the inclusion of any sources of renewable energy. It is considered that the appropriate sustainability measures can be dealt with via condition and under building regulations.

Designing Out Crime

No information has been provided regarding community safety/designing out crime. However, this will be dealt with under building regulations approved document Q.

Flood Risk, Land Stability and Ground Conditions

The site is located within Flood Zone 1 (not a designated Flood Risk Zone) and it is considered to be at low risk of flooding. As the site is not within a designated FRZ and noting the limited extent of the excavation works proposed, it is not considered reasonable or necessary to require the submission of a flood risk assessment.

The existing building is detached and officers do not consider that the proposed excavation works would cause undue harm to local ground conditions, land stability or the structural stability of adjoining properties.

Officers are mindful that Policy Q20 requires that developments affecting listed building should not diminish its ability to remain viable in use in the long term. As such, it is considered appropriate to seek the submission of a basement construction method statement before works commence to the listed building.

Planning Obligations

A planning obligation for an additional disabled parking bay will be secured as part of the S106 planning agreement, if the council is minded to approve the application.

Overall, the scheme is considered appropriate and acceptable, and is recommended for approval subject to the recommendations made on the cover sheet to this report.

OFFICERS REPORT

Reason for referral to PAC: The applications are reported to the Planning Applications Committee in accordance with 3 of the Committee's terms of reference as they relate to applications which the Delivery Director – Business, Growth & Regeneration or Assistant Director of Planning and Development wishes to refer to the committee.

1 SITE AND SURROUNDINGS

- 1.1 The application site accommodates the Carnegie Library which is a Grade II listed building, and a section of the building to the rear which is used as residential accommodation. The building comprises of four storeys including the basement, ground and part first and second floors.
- 1.2 There are four existing residential flats on the first and second floors, but these do not form part of the application submission. The building is located on the western side of Herne Hill Road between the junctions with Ferndene Road and Haredale Road.
- 1.3 The main entrance to the building is from Herne Hill Road and there are side entrances from Ferndene Road and Haredale Road. The surrounding area is predominantly residential with the pattern of development being terrace and semi-detached housing bounding the site in all directions.
- 1.4 The property is not situated within a Conservation Area.
- 1.5 The ground floor and basement of the property was last use as Carnegie Library (Class D1) and is owned by the Council.
- 1.6 The library is currently vacant having closed in March 2016.
- 1.7 There are currently three on-site parking spaces accessed via Ferndene Road and there are three garages within the red line boundary accessed via Haredale Road.
- 1.8 The statutory list description states:

1905 by Wakeford and Son. Picturesque building combining classical framework with Tudor-like large mullioned and transomed windows. Red brick with terra-cotta dressings and lakeland slate roofs. One storey front range of 7 wide bays with 2 bell-cupolas on roof ridge. Centre and end bays project under gables. The front is framed in an Ionic Order with pilasters to windows and freestanding columns at angles of end bays. Open pediments over windows contain draped cartouches. Round-arched central entrance in rusticated terra-cotta panel has Ionic columns supporting open pediment with draped cartouche bearing escutcheous. Balcony above with side balustrades. Two-bay returns to 3-storey side wings of 5 and 4 bays with large windows and entablatures to floors, heavy modillion eaves cornice.

2 PROPOSAL

- 2.1 The proposed scheme seeks the change of use of a proportion of the ancillary D1 space (approximately 258sq.m) and excavation works at basement level to create an additional 398sq.m of useable floorspace. The resulting 656sq.m of floorspace would be used as a gym (Class D2 use). The gym would be operated by GLL Limited and operate separately, both physically and functionally, from the library/community floorspace (Class D1 use) floorspace to be retained at ground floor level.
- 2.2 The majority of the basement level currently has restricted head height and is unusable. The useable basement level floorspace consists of a plant room, space for mobile library storage and toilets covering 258sq.m. The toilets are proposed to be extended at basement level for gym users/staff along with the addition of new toilets at ground floor level for the retained library/community use. The mobile library storage has been relocated offsite to Minet Library.

- 2.3 The existing plant area will be reconfigured with the addition of a unisex toilet. In addition an external area to the rear accessed from Haredale Road previously used for staff car parking (3 vehicles) will be replaced by the entrance and reception area for the proposed gym. This will be accommodated within a new single storey structure.
- 2.4 Existing basement cloakroom fittings including sanitary ware, finishes and partitions will be stripped out to permit reconfiguration and expansion of these facilities with alterations at ground floor level comprising forming a new door to the existing stairwell, removal of existing and provision of new partitions. These works are subject to the listed building application.
- 2.5 There is an element of self-contained residential accommodation, in the form of 4 residential units located in a section of the building to the rear at first and second floor levels but which is unaffected by this proposal. The residential units have separate access arrangements.

3 RELEVANT PLANNING HISTORY

- 3.1 04/00243/FUL – Application permitted - The provision of new parking area to the rear, alterations to boundary treatment including partial demolition of wall and new railings and gate along with associated alterations granted on 18.11.2004.
- 3.2 04/00245/LB – Application permitted - Internal alterations to the dispatch and photocopying room together with the provision of new parking area to the rear, alterations to boundary treatment including partial demolition of wall and new railings and gate along with associated alterations granted on 01.03.2005.
- 3.3 10/00953/ADV – Application permitted - Restoration of hanging sign which will be illuminated above main entrance and an additional notice-board on forecourt to left of main entrance granted on 05.07.2010.
- 3.4 10/00954/LB – Application permitted - Restoration of existing illuminated hanging sign above main entrance and an additional notice-board on forecourt to left of main entrance. [Advertisement and Listed Building Consent] granted on 05.07.2010.
- 3.5 13/04286/RG3 -Application permitted - Temporary use of one room at first floor level for Class B1 (office) purposes for a period of two years granted on 19.11.2013.
- 3.6 13/05663/VOC – Application permitted - Variation of condition 3 (Operating Times) of planning permission 13/04286/RG3 (Temporary use of one room at first floor level for Class B1 (office) purposes for a period of two years) granted on 06.01.2014.

The variation would seek to allow the following minor material amendments to the approved scheme:

To allow Sunday operating between the hours of 09.00-17.00 and these same hours on Bank and National Holidays.

- 3.7 14/05363/RG3 – Application permitted - Temporary change of use of a ground floor and first floor room to B1 use, until 31 December 2016 granted on 24.11.2014.

4 CONSULTATIONS

4.1 Statutory Consultees

- 4.1.1 Conservation and Design: No objections subject to the imposition of conditions.
- 4.1.2 Transport: No objections subject to the imposition of conditions and planning obligation for an additional disabled parking bay.
- 4.1.3 Arboricultural Officer: No objection subject to the imposition of conditions.
- 4.1.4 Policy: No in principle objection.
- 4.1.5 Environmental Health: No objection subject to the imposition of conditions.

4.2 Other Consultees

- 4.2.1 Herne Hill Society: Objection on the grounds that the proposal does not comply with policy requirements. All objections have been included in the table below.
- 4.2.2 Camberwell Society: No representation received.
- 4.2.3 Ruskin On The Hill: No representation received.

4.3 Adjoining owners/occupiers

- 4.3.1 A site notice was displayed from 21.11.2016 to 12.12.2016 and the application was advertised in a local publication on 16.11.2016. The formal consultation period ended on 12.12.2016 although officers have continued to accept representations received after that date and these are included in the table below. At the time of writing a total of 318 letters of representation have been submitted.
- 4.3.2 313 letters of objections have been received. A summary of the concerns raised is set out below:

Summary of objections	Response
Land Use	These matters are addressed in section 6.1 of the report
A full working library will not be provided – the proposed plans shows the uses as a flexible community space and flexible library option.	
No need or demand for a gym in the locality	
Loss of a library - building should remain in use as a staffed library which the locality needs.	
Reduction of library facilities without adequate demonstration of lack of demand for former library.	
Library space, as it has existed to date, is not being "re-provided on site", neither is any replacement facility being provided "in the locality".	
Fails to provide an improved library service provision. Furthermore, it has not been demonstrated that provision of	

a gym (for which no business plan has been made public) and the transfer of the remainder of the property to a yet to be determined group will deliver any approved strategies for service improvements.	
The change of use effectively pushes out any chance of there being an effective library space in the building. These are totally at odds with Lambeth's objectives to be a co-operative council.	
It is unacceptable to suggest that the main, ground floor central space will be 'flexible community space'. Plans show the library per se will be squeezed into one or two small rooms of the building, which cannot possibly serve the needs of the community.	
The proposed café/kitchen areas are small and ill-positioned.	
There is a lack of toilet provision for the ground floor library/community areas.	
The future of the library space is not sufficiently safe guarded. The community has consistently highlighted the importance of protecting the library service as part of any future plans.	
Lambeth Council has not provided any credible evidence that it has properly considered or researched ways of maintaining or enhancing the building's original intended use or of changing its use to something more in keeping with its status as a community asset and which would be more likely to be supported by the library's former users and by residents in the area.	
No clear plans have yet been presented as to what space, if any, will be available for library and community use and how or if it will be staffed.	
Amenity	These matters are addressed in section 6.3 of the report
The proposed opening times are inappropriate to the wholly residential area.	
Generation of noise and vibration from the gym to the use of the other rooms/floors in the building.	
Lighting from the new build reception and car park area.	
Noise and air pollution from the boilers and air conditioning units which will be built in the garden area.	
Noise of comings and goings associated with up to 300 visits/day	
The long hours proposed for allowing 'noisy work' are unacceptable, and are likely to severely affect neighbours' quality of life for the months it will take to complete the structural work.	
Information on limits of timings of the noisiest building work but no information at all quantifying noise limits.	
The sound proofing of the building is inadequate and music played within the proposed gym and community space will clearly mean that the relative quiet of a library study space will be not be achievable.	

The air conditioning units will be directly below two bedroom windows, creating noise and disturbance to the residents, neighbours, and those who use the garden.	
Transport	
Increased pressure on the limited amount of parking spaces	These matters are addressed in section 6.4 of the report
Excavation work of the basement will be extremely noisy and cause traffic and parking disruption in Ferndene Road.	
Increased traffic	
No provision of car parking for gym users	
The inconvenience of the public transport will encourage people to drive to the building, increasing traffic and parking problems in the immediate locality.	
The waste disposal is proposed to be 'as existing' but with trip generation increased by a predicted 310 extra users for the gym, waste will disposal will increase causing extra noise in the neighbourhood on collection day.	
Design/Heritage	These matters are addressed in section 6.2 of the report
Unsympathetic Extension on a Grade II Listed Building	
The proposed excavation is not deep enough to accommodate gym users. 3m floor to ceiling height is a sub-standard offer according to Sport England Fitness and Exercise Spaces Design Guidance Notes.	
Internal works not justified and would harm the listed building	
Harm the "significance/special interest" of the listed building, which is strongly linked to Andrew Carnegie, was purpose-built as a library on condition that it be used for nothing else, and has functioned extremely well in its original usage.	
Additional information required on the design quality of the extensions.	
The work needed to be done to convert the library into a gym will destroy the fabric of the building.	
Landscaping	
Loss of garden/amenity space to facilitate development. Policy requires 70% of gardens to be retained.	These matters are addressed in section 6.6 of the report
Destroying mature trees	
Sustainability	
The area undergoing conversion and extension is over 500m2 and therefore a BREEAM assessment is required in accordance with Lambeth Policy EN4 (Sustainable design and construction).	This matter is dealt with in section 6.7 of the report
Other	
Applications only given minimal publicity	A full and thorough consultation process was conducted in accordance with statutory requirements.

Website down over Christmas so could not leave comments.	This is unfortunate but comments on this case have been accepted beyond the end of the consultation period and the scheme has been present on the website for in excess of the 21 days required.
Detailed information and greater opportunities to engage with the council about this matter should have been provided but local residents feel that there has been an overall lack of information about the proposed plans. The consultation with the community and the residents of the building has been consistently poor to non-existent.	The strength of public engagement prior to submission is not relevant to the planning considerations
Properly qualified and paid Librarians should be running the library, paid for by the council and not undemocratic voluntary trusts where there is no long term guarantee of service.	Not a material planning consideration
Ethnic inequalities are at their worst in Lambeth	This matter is dealt with in section 8 of the report
Not material planning considerations	
No business plan shown by GLL for the need of a gym. There is no evidence that the planned gym will be commercially viable.	This is not a material planning consideration. The viability of the potential operator does not impact on the planning merits of the case.

4.3.3 5 letters of support were received. A summary of the points raised are set out below:

Summary of support	Response
Land Use	See section 6.1
The gym in the basement is supported as long as the main part of the building is available for community use.	
This is the solution to get investment into the building and for it to be properly used again.	
The building will continue to serve the function to which it was originally intended – a Library. Space within the building will continue to be used for community purposes. Only a part of the building currently unused will be used to accommodate the gym.	

5 POLICIES

- 5.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires planning decisions to be made in accordance with the development plan unless material considerations indicate otherwise.
- 5.2 The development plan in Lambeth is the London Plan (2016) and the Lambeth Local Plan adopted on 23rd September 2015.
- 5.3 The National Planning Policy Framework was published in 2012. This document sets out the Government's planning policies for England including the presumption in favour of sustainable development and is a material consideration in the determination of all applications.
- 5.4 The current planning application has been considered against all relevant national, regional and local planning policies as well as any relevant guidance. Set out below are those policies most relevant to the application, however, consideration is made against the development plan as a whole.
- 5.5 **The London Plan (2016)**
Policy 3.1: Ensuring equal life chances for all
Policy 3.16: Protection and enhancement of social infrastructure
Policy 3.18: Sports facilities
Policy 4.6: Support for and enhancement of arts, culture, sport and entertainment
Policy 5.2: Minimising carbon dioxide emissions
Policy 5.3: Sustainable design and construction
Policy 5.4: Retrofitting
Policy 5.11: Green roofs and development site environs
Policy 5.12: Flood risk management
Policy 5.13: Sustainable Drainage
Policy 6.3 Assessing effects on development on transport capacity
Policy 6.9: Cycling
Policy 6.10: Walking
Policy 6.13: Parking
Policy 7.1: London's living spaces and places
Policy 7.2: An inclusive environment
Policy 7.3: Designing out crime
Policy 7.6: Architecture
Policy 7.8: Heritage assets and archaeology
Policy 7.13: Safety, security and resilience to emergency
Policy 7.15: Reducing and managing noise, improving and enhancing the acoustic environment and promoting appropriate soundscapes
Policy 7.19: Biodiversity and access to nature
Policy 7.21: Trees and woodlands
Policy 8.2: Planning Obligations
- 5.6 **Lambeth Local Plan (September 2015)**
D1: Delivery and monitoring
D2: Presumption in favour of sustainable development
D3: Infrastructure
D4: Planning Obligations
ED11: Visitor attractions, leisure, arts and cultural uses
S1: Safeguarding existing community premises
S2: New or improved community premises
T1: Sustainable Travel
T2: Walking

T3: Cycling
T4: Public Transport Infrastructure
T6: Assessing impacts of development on transport capacity
T7: Parking
T8: Servicing
EN1: Open Space and biodiversity
EN4: Sustainable design and construction
EN5: Flood risk
EN6: Sustainable drainage systems and water management
Q1: Inclusive Environments
Q2: Amenity
Q3: Community safety
Q5: Local distinctiveness
Q7: Urban design: new development
Q8: Design quality: construction detailing
Q9: Landscaping
Q10: Trees
Q11: Building alterations and extensions
Q12: Refuse/recycling storage
Q13: Cycle storage
Q15: Boundary treatments
Q20: Statutory listed buildings
Q22: Conservation Areas
PN9: Herne Hill

5.7 **Supplementary Planning Documents**

Building Alterations and Extensions (2015)
S106 Planning Obligations SPD

5.8 **Additional Guidance**

Refuse and Recycling Storage Design Guide (2013)

6 ASSESSMENT

6.1 Land Use

- 6.1.1 In terms of lawful planning use the site in question predominately falls within a Class D1 use (Non-residential institution), and was previously in use as a public library comprising 1,860sq.m of floorspace. This figure is inclusive of ancillary floorspace at basement level used for storage purposes and the provision of toilet facilities. This use ceased in March 2016.
- 6.1.2 There is an element of self-contained residential accommodation, in the form of 4 residential units located in a section of the building to the rear at first and second floor levels but which is unaffected by this proposal. The residential units have separate access arrangements.
- 6.1.3 The proposed scheme seeks the change of use of a proportion of the ancillary D1 space (approximately 258sq.m) and excavation works at basement level to create an additional 398sq.m of useable floorspace. The resulting 656sq.m of floorspace would be used as a gym (Class D2 use). The gym would be operated by GLL Limited and operate separately, both physically and functionally, from the library/community floorspace (Class D1 use) floorspace to be retained at ground floor level.
- 6.1.4 The majority of the basement level currently has restricted head height and is unusable. The useable basement level floorspace consists of a plant room, space for mobile library storage and toilets covering 258sq.m. The toilets are proposed to be extended at basement level for gym users/staff along with the addition of new toilets at ground floor level for the retained library/community use. The mobile library storage has been relocated offsite to Minet Library.
- 6.1.5 The existing plant area will be reconfigured with the addition of a unisex toilet. In addition an external area to the rear accessed from Haredale Road previously used for staff car parking (3 vehicles) will be replaced by the entrance and reception area for the proposed gym. This will be accommodated within a new single storey structure.
- 6.1.6 Additional space in the form of plant room and plant compound will be constructed to the rear of the building, covering a total of approx. 44 sq.m.
- 6.1.7 In terms of land use considerations, the key issue is the part loss of community floorspace and the acceptability of the introduction of a gym (Class D2 use) on the site. This would be facilitated by a change of use of existing Class D1 floorspace and the creation of additional floorspace as part of the proposed excavation and extension works.
- 6.1.8 Importantly, the proposed reconfiguration of the ground floor level library space for community use purposes, including a proposed community cafe, would not require planning consent as it would fall within the lawful Class D1 use. Physical changes to the building fabric require Listed Building Consent, which is dealt with separately later on in this report.
- 6.1.9 The National Planning Policy Framework notes that the planning system can play an important part in facilitating “social interaction and creating healthy, inclusive communities. Paragraph 70 states that “to deliver the social, recreational and cultural facilities and services the community needs, planning policies and decisions should:

- plan positively for the provision and use of shared space, community facilities and other local services to enhance the sustainability of communities and residential environments;
- 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;

6.1.10 Policy 3.16 of the London Plan notes that London needs enhanced social infrastructure provision to meet the needs of its growing and diverse population. Planning decisions which provide high quality infrastructure will be supported and such facilities should be accessible and wherever possible the multiple use of them encouraged.

6.1.11 Section 7 of the Local Plan (2015) sets out policies in respect to Social Infrastructure, a term encompassing a wide range of facilities such as health provision, nurseries, schools, colleges, community, cultural, play, recreation and sports facilities, places of worship, courts and libraries. The policies within the section set out the approach to safeguarding and improving community provision and support their shared use. Annex 2 of the Plan provides a list of agreed infrastructure strategies and programmes that will serve to facilitate improved or safeguarded community premises in relation to libraries as well as other community premises.

6.1.12 Policy S1 of the Local Plan "Safeguarding existing community premises" states that the council will support and encourage the most effective use of community premises to address different and changing priorities and needs in the borough. Part (c) of the policy advises that the change of use between Class D1 use and Class D2 use (assembly and leisure) will be supported in principle, in order to maintain a flexible stock of land and premises for social infrastructure. As such the conversion of the existing library floorspace (Class D1) to a gym use (Class D2) is supported in planning policy terms.

6.1.13 In terms of the additional floorspace, planning policy likewise does not differentiate between D1 and D2 uses, whether they be public or private all premises within these use classes would be regarded as social infrastructure. Policy S2 states that proposals for new or improved community facilities will be supported where:

- i) The site is appropriate for the intended use and accessible to the community; and
- ii) The location, nature and scale of the proposal, including hours of operation, do not unacceptably harm the amenities of the area through noise, disturbance, traffic congestion, local parking or negative impacts on road safety: and
- iii) buildings and facilities are designed to be flexible, adaptable and sited to maximise shared community use of premises where flexible.

6.1.14 The impact on neighbouring amenity will be dealt with elsewhere in the report.

6.1.15 Officers consider that the provision of additional social infrastructure through the creation of additional useable floorspace is appropriate for this site. The location is one that has an existing social infrastructure use, is accessible to the community, easily reached on foot, bike or by public transport and open to all sections of the community with level access provided to the library. In addition the expansion of the facility and conversion of part of it to gym use together with other internal changes as proposed will provide a greater range of community facilities and increase the shared use of this site in accordance with the NPPF, London Plan and the Lambeth Local Plan.

- 6.1.16 In addition to the above policy compliance, policy D3 notes that: *“In order to support growth in the borough, the council will safeguard and improve essential social, physical and green infrastructure and work in partnership with service providers to ensure the delivery of the additional infrastructure”*. The Local Plan highlights a number of projects which are critical to the successful implementation of the plan, including Co-operative Library and Community Hubs programmes. Annex 2 of the Plan lists the Carnegie Library/Hub as an infrastructure project to be led by LB Lambeth to facilitate the *“redevelopment of historically significant building to deliver improved library service provision, community access, enterprise and other uses”*. This scheme will accordingly facilitate an infrastructure project which is viewed as critical to the implementation of the Local Plan.
- 6.1.17 This proposal is also referenced as part of a wider strategy for libraries as set out in the Culture 2020 report produced in October 2015 which outlines the Council’s cultural plan for the borough. The plan sets out the significant financial challenges to fund facilities such as libraries in the light of budget cuts and how they could be delivered differently so that they are safeguarded for the future. One of the foundations for this plan is a sustainable library service built around 10 libraries, of which 5 including Carnegie Library would be ‘neighbourhood libraries’.
- 6.1.18 Residents accessing the service at these neighbourhood locations will experience a reduction in the physical space and the existing service will be decommissioned to be replaced with the revised neighbourhood library service. This service will consist of self-service facilities providing residents with libraries facilities to include book lending, access to computers and study spaces and free Wi-Fi. Book stock will be planned and managed by the Lambeth library service on a rotating basis, which will reflect local needs, culture and community languages. Where the building permits there will be space for community groups and small enterprises to hire.
- 6.1.19 In respect of the continued community use of the building, the site will be transformed into a healthy living centre providing a gym; neighbourhood library, community rental and small business and location of the library stock management system. In planning terms it is considered that the land use of the ground floor of the premises would not materially change from its lawful Class D1 use. The ground floor uses as proposed do not require planning permission and could be implemented at any time, subject to securing Listed Building Consent for the physical development works.
- 6.1.20 The scheme will assist in the facilitation of an infrastructure project which is viewed as critical to the implementation of the Local Plan. The introduction of the gym will contribute to the delivery of the project whilst at the same time providing the very form of community facility the Plan supports.
- 6.1.21 It is noted that the Carnegie Community Trust (CCT) have responded to the consultation process in objection to the proposal. The objection has been raised on the grounds that CCT is currently bidding to Lambeth for a Community Asset Transfer of Carnegie Library with a view to re-purposing the building as a community hub for Herne Hill under Lambeth’s 2012 report ‘Enabling Community Asset Ownership and Management’.

- 6.1.22 The accompanying text of Local Plan Policy S1 paragraph 7.10 states that '*where premises have been registered with the council as an asset of community value under the Localism Act 2011, this is likely to be a material consideration in the determination of applications for the site for change of use to non-community related use*'. Carnegie Library has been registered as an asset of community value. As noted above a gym is a community facility and there is an in principle planning policy position in support of its use. Ongoing discussions in respect of a trust seeking a Community Asset Transfer do not outweigh policy considerations as outlined.
- 6.1.23 As stated above, the lawful use of the library falls under Class D1 and as such the building has permitted development rights to change to another use within that use class without needing to obtain planning permission. For example, it is possible to use the current building as a place of worship (a church) without the requirement to seek planning consent, as both uses falls within the Class D1 use class.
- 6.1.24 A benefit of the current application submission is that it allows the Local Planning Authority to introduce planning controls to the lawful Class D1 use by restricting movement within this use class. Officers are mindful that some Class D1 uses may have a more harmful impact on residential amenity and local parking conditions than other uses. It is therefore considered appropriate to impose a condition to restrict the D1 use class to a library with ancillary community space and community café. A community management plan will also be secured to ensure the uses are appropriate.

6.2 Design and Conservation

- 6.2.1 The NPPF states that 'Good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people.' The NPPF is clear that Local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset).
- 6.2.2 Section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 ("PLBCAA") provides that in considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.
- 6.2.3 Policy Q11 of the Council's Local Plan states that the council will generally expect proposals to have a design which positively responds to the original architecture, roof form, detailing, fenestration of the host building and other locally distinct forms; such features should be respected, retained and where necessary on heritage assets authentically reproduced. Subordination is also a key consideration when considering proposals for extensions. Development which unacceptably dominates or overwhelms the host building will not be supported.
- 6.2.4 Policy Q20 of the Lambeth Local Plan states that development affecting listed buildings will be supported where it would (i) conserve and not harm the significance/special interest.

Proposal

The proposal seeks the excavation of basement to create a gym and a lower ground rear extension, external staircase and plant equipment.

Assessment

Ground Floor

- 6.2.5 The installation of a new door to the existing stairwell is acceptable, it demonstrates that minimal damage will be done to the existing glazed tiles to the stairwell.

Basement

- 6.2.6 The proposed excavation of the existing basement is acceptable in design and conservation terms. The existing pillars are being retained and will be under-pinned as part of the proposal. The installation of stud walls for the changing rooms and toilets are also acceptable as there are no architectural features at this level and the proposed excavation works would not harm the special interest of the listed building.
- 6.2.7 The applicant is proposing two extract grilles, one on the side elevation to service the female changing rooms and one to the rear to service the male changing rooms. The locations of these extract grilles are suitable as they are located at lower ground on the least sensitive elevations and will be screened/painted to blend in with the brickwork/ window frames.

Rear Extension

- 6.2.8 The proposed rear extension has a contrasting, glazed/contemporary appearance which sits well within its context. It is set back from the corner of the listed building and would remain subordinate. Its mono-pitched roof slopes towards a box gutter so the extension itself is not up against the historic fabric of the listed building. It would be expected that the non-glazed elements will be constructed from brick to match the existing. A sample of the proposed brick will be secured by condition if the council are minded to approve the application.

External Staircase

- 6.2.9 The proposed installation of a new fire escape staircase is acceptable in principle. The direction of the existing stairwell will be switched as compared to the present situation. As the existing staircase is original, the bricks of the host building that it is currently up against are going to be in need of repair/ or replaced. The bricks of the host rear wall would need to be made good or replaced to match the existing and this will be inspected on site. The existing bricks should also be re-used. A condition will be secured to this affect if the council are minded to approve the application.

Plant Room 2

- 6.2.10 The location of the proposed plant room is appropriate. It terminates beneath the existing string cornice, therefore minimising the harm caused to the listed building and is of a scale appropriate to the context. In order to ensure quality and minimise any impact on the setting, the final choice of materials will be important. The finished brick should match the existing. A planning condition in this regard is appropriate so that Officers are able to review detail before final construction.

Plant Compound/Lightwell

- 6.2.11 The location of the proposed plant compound is acceptable, it will essentially be hidden from view when in the garden area. The exposed concrete to the host wall should be rendered and tinted a colour to match the most bricks. It is recommended that this is secured by condition.
- 6.2.12 It is noted that the listed description for Carnegie Library was amended for the perimeter wall and gatepipers on 19th January 2017. The amended description is a means to clarify what the special interest is of Carnegie Library. The proposal has been assessed against the amended list description and it would not affect the assessment of the proposal as the perimeter wall and gatepipers remain unaltered as part of the proposals. The council's conservation and design officer was consulted on the application and had no objection to the proposal on the amended list description.
- 6.2.13 In light of the above assessment, it is considered that the works would not cause harm to the character and special interest of the Grade II listed building and as such the proposals are acceptable and in accordance with planning policies.

6.3 Amenity

- 6.3.1 Policy Q2 of the Lambeth Local Plan states that development will only be supported if visual amenity from adjoining sites and from the public realm is not unacceptably compromised, acceptable standards of privacy are provided, adequate outlook is provided, while undue sense of enclosure and overlooking is avoided and daylight and sunlight levels to both the host property and surrounding properties are not compromised.

Daylight and Sunlight

- 6.3.2 Any sunlight and daylight implication arising from the scheme would be from the proposed rear extension and external plant compounds. It is considered that due to the distances to the nearest residential units and the impact from the existing building there would not be a significant impact in this regard.

Outlook and privacy

- 6.3.3 With regard to outlook it is considered that the proposed extension and external plant compounds would not reduce outlook for any neighbouring residential occupiers by virtue of their location and the distances to nearby residential properties. With regard to privacy, whilst new windows are inserted to the front elevation of the proposed extension facing Ferndale Road, the relationship across a public road is comparable to the already existing situation on this street and no significant loss of privacy will occur.

Noise

- 6.3.4 Pursuant to Lambeth Local Plan 2015 Policy Q2, a noise assessment has been undertaken covering the following:

Construction Impacts

- 6.3.5 Although most of the works will take place within the existing structure, off site noise and vibration impacts are anticipated. The removal of excavated soils may give rise to dust emissions and appropriate mechanisms need to be in place to control this. A draft Construction Method Statement has been submitted and is considered to include an appropriate methodology for some elements of the construction and demolition works. However, further detail is required with respect to measures to fully protect the locality from the environmental impacts of the construction and demolition phase and a suitably worded condition is proposed to secure further information such as the description of the work programme, a named person for residents to contact and details regarding dust and noise mitigation measures to be deployed including identification of sensitive receptors. Officers are satisfied that all environmental impacts can be satisfactorily addressed through the imposition of this planning condition.

Noise arising from the proposed use

- 6.3.6 The principle concern with respect to noise is the introduction of an early morning and late night use on adjoining residential occupiers, including the arrival and departure of patrons and staff of the proposed gymnasium.
- 6.3.7 Background noise levels reported in the Noise and Vibration Assessment Report for Proposed New Mechanical Services Equipment prepared by Philip Acoustics Ltd indicate that noise levels in the locality are low, particularly in the early morning and late evening periods.
- 6.3.8 Gym usage information for weekdays quoted in the Transport Assessment predicts 60% occupancy of the gym between 06:00 and 09:00 hours and a 90% occupancy between 18:00 and 21:00 hours. The holding of classes may serve to concentrate patterns of arrival and departure.
- 6.3.9 To address amenity concerns the hours of operation will be restricted on weekdays from 07.00 hours to 22.00 hours and on weekends, bank holidays and public holidays from 08.00 hours to 20.00 hours via a planning condition.

Noise from Mechanical Plant and Equipment

- 6.3.10 The aforementioned noise report is primarily concerned with specification of appropriate measures to control noise from the proposed plant.
- 6.3.11 Generally, it is considered that the recommendations detailed in the Noise and Vibration Assessment Report are appropriate. That said, the actual performance of the proposed noise mitigation and ventilation scheme requires further assessment and testing to ensure that it meets the standards identified in the report. The applicant has stated that the Mechanical Services Engineer has sized the proposed air handling unit and a/c condensers to accommodate the heating, ventilation and air conditioning requirements of the fully fitted out gym. Full details, including all the internal ventilation ductwork and a/c units will be submitted with the Building Control application once the fit out design is complete. The environmental consultant has confirmed that this is acceptable and appropriately worded conditions will be attached to minimise the noise impact from the plant.

Contamination

- 6.3.12 No information has been provided regarding contamination risks arising from soils to be removed or asbestos containing materials or other hazardous materials present within the parts of the structure that are to be altered.
- 6.3.13 Although risks to end users from contamination are low, the presence of hazardous substances within the parts of the structure subject to alteration or the soils to be excavated require assessment and appropriate management through the construction phase. This is necessary to protect the wider environment from irreversible risks associated with the contaminants that may be present by ensuring that any contamination is properly assessed and managed during development. This can be secured by condition if the Council is minded to approve the application.

Soundproofing

- 6.3.14 The D2 gym use is below the existing D1 library use with no windows or other openings to the outside so noise disturbance to the on-site residential units and adjoining residential occupier's is unlikely to be an issue. Notwithstanding the environmental consultant has recommended a condition to control noise from amplified sound at the nearest residential premises which should address any issues satisfactorily between the dual uses on site.
- 6.3.15 Officers consider that the Class D1 and Class D2 uses are compatible land uses, and that the aforementioned noise control condition would ensure that these uses could operate without undue disturbance to future users.

6.4 Transport

- 6.4.1 The NPPF seeks to promote sustainable transport and in doing so it seeks to ensure that new development which generates significant movements are located where the need to travel would be minimized and the use of sustainable modes can be maximized. This is echoed by policies 6.1 and 6.3 of the London Plan which also seeks to ensure that the impacts of development in transport capacity and the transport network are fully assessed.

- 6.4.2 Policies T3, T6, T7 and T8 of the Local Plan seek to ensure that proposals for development have a limited impact on the performance and safety of the highway network and that sufficient and appropriate car parking and cycle storage is provided whilst meeting objectives to encourage sustainable transport and to reduce dependence on the private car. If development would have an unacceptable transport impact, it should be refused in the absence of mitigation measures to make the development acceptable.

Accessibility

- 6.4.3 The site is located in an area with moderate public transport accessibility with a PTAL of 3. There is a controlled parking zone (Herne Hill 'N') but this only operates 12.00-14.00 hours Monday-Friday. It is anticipated that the proposed gym will have 1250 members, largely from a catchment area of a 10 minute walking distance. There will be an average of 300 visits/day to the proposed gym. It is envisaged that most visitors will walk or use public transport and only approximately 15% travel by car.
- 6.4.4 A transport statement supporting the application includes surveys of on-street parking demands for weekday/weekend and results show existing parking stress levels of between 50% – 60%. The transport assessment has forecast the weekday peak hourly traffic demand generation for the gym of nine arrival / nine departure vehicular movements. This level of vehicular traffic would not have a significant impact of traffic conditions or on parking stress levels on adjacent roads, where sufficient shared permit/pay and display bays are available.

Cycle Parking

- 6.4.5 In order to comply with the London Plan cycle parking standards, the proposals include cycle parking provision for staff (4 spaces) and visitors (8 spaces) for the gym. This meets London plan standard requirement for 1 space / 8 employees and 1 space per 100sqm for visitors. The location of the cycle store for the staff and visitors provides the number needed and is considered acceptable. At the same time given the displacement of the 3 parking spaces previously used by the library, it is considered that additional cycle parking facilities should be provided for future staff and users of the retained library/community use. Details of additional cycle provision and its design will be secured by condition if planning permission is granted.

Car Parking

- 6.4.7 The three existing library car parking spaces will be removed and the proposal includes only one accessible car parking space that will be retained for the use of the gym. The displaced demand from existing car parking could potentially transfer on-street. The results of the parking surveys indicate that this demand can be satisfactorily accommodated on-street, subject to the CPZ restriction. It is recommended that a planning obligation be attached to secure contribution of £10,000 for an additional disabled parking bay on street that will be required for the library use in line with London Plan standards. The contribution is for costs of corresponding traffic orders, signage and on-going maintenance.

Method of Construction and Management

6.4.7 Policy T8 (d) of the Local Plan requires planning applications to be accompanied by a construction and logistic plan, demonstrating arrangements for construction traffic and how environmental, traffic and amenity impacts would be minimised. A draft Construction Method Statement has been submitted and is considered to include an appropriate methodology for some elements of the construction and demolition works. However, further detail is required with respect to measures to fully protect the locality from the environmental impacts of the construction and demolition phase and a suitably worded condition is proposed if the council are minded to approve the application. The statement should advise how neighbours will be notified of any works, and all reasonable measures to protect residential amenity.

6.5 Refuse and Recycling

6.5.1 Lambeth Local Plan Policy Q12 relates to refuse and recycling storage and requires arrangements for waste storage to be integrated into the design of a development from the outset to ensure that it is attractively designed and conveniently located for users and collection. In his case, the refuse bins will be located at the southern side of the building in the single storey rear extension with waste collection from Ferndene Road, as existing which is considered acceptable.

6.5.2 The refuse storage is located at the southern side of the building in the single storey extension and collection will be from Ferndene Road as existing. The proposed refuse/recycling storage does not seem adequate for the library and gym uses. Further clarification of this storage area would be secured by way of condition. The details should include how the refuse and recycling provision would comply with the Council's waste and recycling storage and collection requirements document (October 2013). Low level of deliveries are expected for the Gym / Library uses and the proposal that these will take place from on-street, is acceptable. However, further details on deliveries and servicing will be secured by condition. The refuse store has doors which are deemed unacceptable by the Council's Conservation Officer, this is a minor design detail which could be conditioned if the Council is minded to approve the application.

6.6 Landscaping, trees and biodiversity

6.6.1 The 'sustainable development' imperative within the National Planning Policy Framework includes enhancing the natural environment and improving biodiversity (para 7). London Plan 2015 policy 7.19 states that development proposals, where possible, should make a positive contribution to the protection, enhancement, creation and management of biodiversity.

6.6.2 Lambeth Local Plan Policy Q9 states that development will be supported where provision is made for landscaping for future growth and aftercare, existing features are retained and enhanced, including any habitat as well as creating new ones, maximises greening opportunity, uses local characteristic species, takes account of existing and potential routes, provides strong boundary treatments, avoids leftover spaces, are attractive and provides sustainable drainage and minimises runoff.

6.6.3 London Plan 2015 Policy 7.21 states that trees of value should be retained or if not, replaced and wherever appropriate, additional planting should be included. Lambeth Local Plan 2015 Policy Q10 states that development will not be permitted that would result in loss of trees of significant amenity, historic or ecological value. Trees of such value need to be retained and protected and positively integrated into the proposal as well as proposing additional tree planting as part of the development.

- 6.6.4 Three Ash trees and various overgrown shrubs are to be removed to accommodate the extensions and the new footpath provided to link the Ferndene Road access with the rear garden. The applicant has provided an amenity assessment of the trees within the development and three are to be removed as part of the development. These are category C trees with low amenity value and their removal is considered acceptable in order to achieve the development. Two mature category B trees and will be retained.
- 6.6.5 Five new trees are proposed alongside new shrub planting including evergreen shrubs and nectar-bearing flowering plants. Elements of evergreen planting will be provided to screen the proposed plant room extension and external compound. The landscaping proposal is considered to enhance the new building and contribute positively to the amenity of future users and the character and appearance of the area. The Arboricultural Officer was consulted on the application and had no objections subject to conditions of a tree protection and retention plan and professionally specified landscape scheme and maintenance plan. These matters and will be secured by an appropriately worded planning condition.
- 6.6.6 There have been a number of objections regarding the loss of amenity space to the garden space at the rear of the site, stating that this loss would not comply with policies Q14, Q6 and EN1 of the Local Plan (2015). The area is used as incidental space to the library where people will go out to read and also for some young children's groups in the summer. In addition, the four residential flats on the site have rights of access.
- 6.6.7 The area in question is approximately 356sqm of which 124sqm will be lost to facilitate development. Whilst recognising that the loss of some space is not ideal, the quantum that will remain at 232 sq.m. will continue to be a positive and useable asset for the library and the reduction in area would not jeopardise its function. There would still be sufficient space for library users to utilise this space for reading or for children's play space or other such uses. The existing residents' access rights will be retained.
- 6.6.8 As this external ancillary space to the library it would not trigger policies Q14 and EN1. The former policy Q14 is concerned with development in rear gardens of standalone structures not extensions to buildings as proposed in this instance (policy Q11 is relevant). Policy EN1 Seeks to preserve public or private open space in the borough. This area is not considered to be dedicated open space (unlike those listed in paragraph 9.1 of the Local Plan) but rather an ancillary external area/garden associated with the host building. In any case, this development offers the opportunity to improve biodiversity and enhance its usability for library users and community groups.

6.7 Sustainability

- 6.7.1 Policy EN4 (Sustainable design and construction) of the Local Plan requires all development to meet high standards of sustainable design and construction, having regard to the scale, nature and form of the development proposal. Proposals should demonstrate in a supporting statement that these standards are integral to the design, construction and operation of the development. Non-residential developments are required to show how the development would meet the British Research Establishment Environmental Assessment Methodology (BREEAM) target credit rating of at least "Excellent" through the implementation of the London Plan Energy Hierarchy of energy efficiency, decentralized energy and renewable energy technologies (London Plan Policy 5.2 refers).
- 6.7.2 A sustainability statement has been submitted with the application. The applicant has stated that the majority of the building is existing with relatively small new extensions and there is a high level of interest in maintaining the character of the listed building

internally and externally and as such it would not be viable. These factors have a limiting effect on the types of improvements that can be undertaken to the building, particularly restricting the inclusion of any sources of renewable energy. However, a condition is recommended on BREEAM in relation to the new build elements.

6.8 Community Safety/Designing Out Crime

6.8.1 Policy Q3 (Community safety) requires developments to be designed in a manner that does not engender opportunities for crime or anti-social behaviour or create a hostile environment that would produce fear of crime.

6.8.2 No information has been provided regarding community safety/designing out crime. However, this will be dealt with under building regulations approved document Q.

6.9 Flooding, Land Stability and Ground Conditions

6.9.1 Paragraph 121 of the NPPF (2012) states that the development site should be suitable for its new use taking account of ground conditions and land instability, including from natural hazards.

6.9.2 Policy EN5(f) of the Local Plan (2015) states that basement proposals shall incorporate appropriate mitigation measures to ensure the development is safe from all forms of flooding and does not increase flood risk elsewhere.

6.9.3 The site is located within Flood Zone 1 (not a designated Flood Risk Zone) and it is considered to be at low risk of flooding. The risks to future occupants are therefore considered to be low. It is also considered that the development would be unlikely to increase the risk of flooding elsewhere.

6.9.4 The depth of the basement would be increased in order to provide the necessary 3.0m floor to ceiling height for the gym use, although the floor area would broadly remain the same within the existing building footprint. As the site is not within a designated FRZ and noting the limited extent of the excavation works proposed, it is not considered reasonable or necessary to require the submission of a flood risk assessment.

6.9.5 The existing building is detached and officers do not consider that the proposed excavation works would cause undue harm to local ground conditions, land stability or the structural stability of adjoining properties.

6.9.6 However, Officers are mindful that Policy Q20 requires that developments affecting listed building should not diminish its ability to remain viable in use in the long term. As such, it is considered appropriate to seek the submission of a basement construction method statement before works commence to the listed building. This will ensure that the approved works are carried out in a manner that would not unacceptably impact upon the structural integrity of the Grade II building.

6.10 Planning Obligations and CIL

- 6.10.1 The Local Plan (Policy D4 and Annex 10) sets out the Council's policy in relation to seeking planning obligations and the charging approaches for various types of obligation. For contributions that are not covered by Annex 10, the Council's approach to calculating contributions is guided by its July 2013 revised draft S106 Planning Obligations Supplementary Planning Document (SPD) produced for consultation.
- 6.10.2 The following planning obligations are considered necessary to make the development acceptable in planning terms, are directly related to the development and are fairly and reasonably related in kind and in scale to the development. They are therefore compliant with the requirements of regulation 122 of the Community Infrastructure Levy Regulations 2010.

Transport and Highways:

- Contribution of £10,000 for an additional disabled parking bay on street. The contribution is for costs of corresponding traffic orders, signage and on-going maintenance.

Other:

- Monitoring cost capped at 5% of the total value of the above financial obligations or £500 if the total financial contribution is below £12,500.

7 CONCLUSION

- 7.1 Having regard to the above assessment it is considered that subject to the conditions and S106 clauses set out below the proposed development would comply with the relevant policies of the development plan, accordingly the applications are considered appropriate and acceptable for the reasons in this report and therefore are recommended for approval.

8 EQUALITY DUTY AND HUMAN RIGHTS

- 8.1 In line with the Public Sector Equality Duty the council must have due regard to the need to eliminate discrimination and advance equality of opportunity, as set out in section 149 of the Equality Act 2010. In making this recommendation, regard has been given to the Public Sector Equality Duty and the relevant protected characteristics (age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, and sexual orientation).
- 8.2 In line with the Human Rights Act 1998, it is unlawful for a public authority to act in a way which is incompatible with a Convention right, as per the European Convention on Human Rights. The human rights impact have been considered, with particular reference to Article 1 of the First Protocol (Protection of property), Article 8 (Right to respect for private and family life) and Article 14 (Prohibition of discrimination) of the Convention.
- 8.3 The Human Rights Act 1998 does not impair the right of the state to make decisions and enforce laws as deemed necessary in the public interest. The recommendation is considered appropriate in upholding the council's adopted and emerging policies and is not outweighed by any engaged rights.

9 RECOMMENDATION

9.1 Grant Conditional Permission Subject to S106

9.2 Grant Conditional Listed Building Consent

Conditions(s) and Reasons(s)

Planning Permission (Ref: 16/06270/FUL)

Standard conditions

Time period (standard three years)

1. The development to which this permission relates must be begun no later than three years from the date of this decision notice.

Reason: To comply with the provisions of Section 91 of the Town and Country Planning Act 1990.

In accordance with approved plans

2. The development hereby permitted shall be carried out in complete accordance with the approved plans and drawings listed in this decision notice, other than where those details are altered pursuant to the conditions of this planning permission.

Reason: For the avoidance of doubt and in the interests of proper planning.

Pre-commencement

Demolition and construction management

3. No works shall commence, including works of demolition, excavation, and construction, until a Construction Management Plan (CMP) has been submitted to and approved in writing by the local planning authority. The CMP shall have regard to guidance in BS5228:2009 and include details of the following:
 - i. An introduction consisting of demolition, excavation, and construction phase environmental management plan – definitions, abbreviations, and project description;
 - ii. A description of management responsibilities;
 - iii. A description of the work programme which identifies activities likely to cause high levels of noise, vibration, or dust;
 - iv. A named person for residents to contact;
 - v. Detailed site logistics arrangements;
 - vi. Details regarding parking, deliveries, and storage;
 - vii. Details regarding dust and noise mitigation measures to be deployed including identification of sensitive receptors;
 - viii. An assessment and remediation strategy detailing how any unsuspected contamination found during the course of works will be dealt with;
 - ix. Other measures to mitigate the impact of works on the amenity of the area and safety of the highway network; and
 - x. Communication procedures with the council and local community regarding key works – newsletters, fliers etc.

The works, including demolition, excavation, or construction, shall thereafter be carried out in accordance with the details and measures approved in the CMP for the related phase, unless the written consent of the Local Planning Authority is received for any variation.

Reason: Development must not commence before this condition is discharged to avoid hazard and obstruction being caused to users of the public highway and to safeguard residential amenity from the start of the construction process (policies 7.14 of the London Plan (2015); and policies EN4, T6 and T8 of the Lambeth Local Plan (2015)).

Tree protection

4. No works shall commence, including excavation and demolition, until a Tree Protection Method Statement (including a Tree Protection Plan in accordance with BS5837:2012) has been submitted to and approved in writing by the local planning authority, and until the measures of tree protection identified in the approved Tree Protection Method Statement have been fully implemented. The Tree Protection Method Statement shall thereafter be followed for the duration of works on site, unless any variation has been agreed in writing by the Local Planning Authority.

Reason: Development must not commence before this condition is discharged to ensure the retention of, and avoid irrevocable damage to, the retained trees on and around the site that represent an important visual amenity to the locality and the wider surrounding area (policies Q2, Q9 and Q10 of the London Borough of Lambeth Local Plan (2015)).

Details to be submitted

Details of materials – new works to southwest elevation

5. Prior to the construction of the extension and alterations hereby permitted on the southwest elevation, samples and a schedule of the materials to be used shall be submitted to and approved in writing by the local planning authority. The development hereby permitted shall be thereafter built in accordance with the approved details.

Reason: To ensure the external appearance of the building is satisfactory and it protects the character and appearance of the listed building (policies Q2 and Q11 and Q20 of the London Borough of Lambeth Local Plan (2015)).

Landscaping scheme

6. Prior to the occupation of the development hereby permitted, a landscaping scheme shall be submitted to and approved in writing by the local planning authority. The scheme of soft landscaping shall include details of the quantity, size, species, position and the proposed time of planting of all trees, shrubs and hedges to be planted, together with an indication of how they integrate with the proposal in the long term with regard to their mature size and anticipated routine maintenance and protection. The landscaping scheme shall be thereafter carried out in accordance with the approved details within 6 months of the date of occupation. All tree, shrub and hedge planting included within the above specification shall accord with BS3936:1992, BS4043:1989 and BS8545:2015 (or subsequent superseding equivalent) and current Arboricultural best practice.

Reason: In order to ensure high quality soft landscaping in and around the site in the interests of the ecological value of the site and in the interests of visual amenity (policy Q2, Q9 and Q10 of the London Borough of Lambeth Local Plan (2015))

Cycle storage

7. Notwithstanding the approved plans, prior to the relevant works commencing, details of design and materials used in the provision of cycle parking shall be submitted to and approved in writing by the local planning authority. The cycle parking shall thereafter be implemented in full in accordance with the approved details before the gymnasium (D1) use or D2 use commences, and shall thereafter be retained solely for its designated use.

Reason: To ensure adequate cycle parking is available on site and to promote sustainable modes of transport (policies T1, T3 and Q13 of the London Borough of Lambeth Local Plan (2015)).

Waste storage

8. Notwithstanding the approved plans, prior to the relevant works commencing details of waste and recycling storage for the development shall be submitted to and approved in writing by the local planning authority. The waste and recycling storage shall thereafter be implemented in full in accordance with the approved details before the gymnasium (D1) use or D2 use commences, and shall thereafter be retained solely for its designated use. The waste and recycling storage areas/facilities should comply with the Lambeth's Refuse & Recycling Storage Design Guide (2013), unless it is demonstrated in the submissions that such provision is inappropriate for this specific development.

Reason: To ensure suitable provision for the occupiers of the overall development, to encourage the sustainable management of waste, and to safeguard the visual amenities of the area (policies Q2 and Q12 of the London Borough of Lambeth Local Plan (2015)).

Details of plant

9. Prior to the commencement of above ground works for the relevant part of the development, full details of internal and external plant equipment and trunking, including building services plant, ventilation and filtration equipment and commercial kitchen exhaust ducting / ventilation, shall be submitted to and approved in writing by the Local Planning Authority. The uses served by the equipment shall not commence until the approved details are fully implemented. The approved flues, ducting and other equipment shall thereafter be retained and maintained in working order, in accordance with the manufacturer's instructions, for the duration of the use in accordance with the approved details.

Reason: To ensure appropriate appearance and that no nuisance or disturbance is caused to the detriment of the amenities of adjoining occupiers or to the area generally (policy Q2, Q7 and ED7 of the London Borough of Lambeth Local Plan (2015)).

Community use plan

10. The use of the gymnasium (D1) use or D2 premises hereby permitted shall not commence until a community use plan has been submitted and approved in writing by the local planning authority. The uses shall thereafter be operated in accordance with the approved details. The submitted details must include the following:

- a) details of the D1 uses operating on the site, including any ancillary uses such as the community cafe;
- b) details of the floorspaces occupied by the both the D1 and D2 uses;
- c) details of the hours of staff attendance in both the D1 and D2 uses;
- d) details of any shared or flexible community use of premises.

Reason: To ensure the combination and balance of uses on the site provide a flexible stock of premises serving the needs of the borough, as well as safeguarding the amenity of the surrounding area (policies ED7, S1, S2, and Q2 of the London Borough of Lambeth Local Plan (2015)).

Servicing Management Plan

11. The use of the gymnasium (D1) use or D2 premises hereby permitted shall not commence until a servicing management plan has been submitted and approved in writing by the local planning authority. The use hereby permitted shall thereafter be operated in accordance with the approved details. The submitted details must include the following:

- a) frequency and hours of deliveries to the site;
- b) frequency of other servicing vehicles such as refuse collections;
- c) dimensions of delivery and servicing vehicles;
- d) proposed loading and delivery locations; and
- e) a strategy to manage vehicles servicing the site.

Reason: To avoid obstruction of the surrounding streets and limit the effects of the increase in travel movements within the locality as well as safeguarding public safety and the amenity of the surrounding area (policies EN4, T1, T6 and T8 of the London Borough of Lambeth Local Plan (2015)).

Design and conservation

Match existing materials

12. All new external work and finishes, and work of making good, shall match the existing adjacent original work in respect of the, materials, colour, size, texture, profile, and finished appearance, except where indicated otherwise on the drawings hereby approved, or unless otherwise required by condition.

Reason: To ensure the external appearance of the building is satisfactory and it protects the character and appearance of the listed building (policies Q2 and Q11 and Q20 of the London Borough of Lambeth Local Plan (2015)).

Uses

Protect against harmful uses

13. Notwithstanding the provisions of the Town and Country Planning (Use Classes) Order 1987 or the Town and Country Planning (General Permitted Development) Order 2015 (or any orders revoking and re-enacting those orders with or without modification), the D1 use on the ground floor and part of the first floor shall only be used as a library and for no other purposes. The flexible community uses and community café within the unit shall only operate ancillary to the library use.

Amenity reason: To ensure no other uses are introduced into the space which may cause nuisance or disturbance to the detriment of the amenities of adjoining occupiers or users of the area generally (policy Q2 of the London Borough of Lambeth Local Plan (2015)).

Customer opening times

14. The use of the premises hereby permitted shall not be open to members of the public or customers other than within the following times:

07:00 Hours to 22:00 Hours – Monday to Friday

08:00 Hours to 20:00 Hours – Saturdays, Sundays, Bank Holidays and Public Holidays.

Reason: To ensure that no nuisance or disturbance is caused to the detriment of the amenities of adjoining occupiers or users of the area generally (policies Q2, T6 and ED7 of the London Borough of Lambeth Local Plan (2015)).

Disabled parking and access

15. The accessible car parking space shown on the approved plans shall be provided prior to the commencement of the D1 use on the ground floor and part of the first floor. The parking space shall be retained for the duration of the use and will not be used for any other purposes. The level street access for the D1 use, including the lift and access door on Ferndene Road, shall be retained and remain accessible during opening hours for the duration of the use.

Reason: To ensure the community use retains accessibility to all, including disabled people (policy Q1 of the London Borough of Lambeth Local Plan (2015)).

Amenity

Noise from plant

16. Noise and vibration from any mechanical equipment or building services plant shall not exceed the background noise level when measured outside the window of the nearest noise sensitive or residential premises, when measured as a L90 dB(A) 1 hour.

Reason: To protect the amenities of future residential occupiers and the surrounding area (Policy Q2 (Amenity) of the Lambeth Local Plan 2015).

Noise from uses

17. Noise from the gymnasium (D1 use) or D2 premises hereby approved shall not exceed the background noise level L90dB(A) 15 minutes, when measured from outside the building.

Reason: To ensure that no nuisance or disturbance is caused to the detriment of the amenities of future residential occupiers or of the area generally (Policy Q2 (Amenity) – Lambeth Local Plan 2015).

Details of Obscure glazing

18. The new toilets and changing rooms hereby approved shall not be used until details of internal screening or obscure glazing have been submitted to and approved in writing by the local planning authority. The details should include internal screening/blinds or obscure glass, to a minimum level of obscurity equivalent to Pilkington Texture Glass Level 3. The screening or obscure glass shall thereafter be retained for the duration of the development.

Reason: To protect the amenities of adjoining occupiers and to protect the appearance of the listed building (policies Q2 and Q20 of the London Borough of Lambeth Local Plan (2015)).

Trees and landscaping

Tree retention

19. No trees other than those identified to be removed in the Approved Arboricultural Report, prepared by David Brown Landscape Design dated October 2016 (trees T2, T3 & T4) shall be felled, pruned, uprooted, damaged or otherwise disturbed without the prior written agreement of the Local Planning Authority.

Reason: To ensure the retention of, and avoid damage to, the retained trees on the site which represent an important visual amenity to the locality (policies Q2, Q9 and Q10 of the London Borough of Lambeth Local Plan (2015)).

Planting seasons and replacement

20. All planting, seeding or turfing comprised in the approved details of landscaping shall be carried out in the first planting and seeding season following the occupation of the development hereby permitted or the substantial completion of the development, whichever is the sooner. Any trees, hedgerows or shrubs forming part of the approved landscaping scheme which within a period of five years from the occupation or substantial completion of the development die, are removed, or become seriously damaged or diseased, shall be replaced in the next planting season with others of similar size and species, unless the Local Planning Authority gives written consent to any variation.

Reason: In order to ensure correct implementation and long-term retention of landscaping in and around the site in the interests of ecological value and visual amenity (policies Q6, Q9 and Q10 of the London Borough of Lambeth Local Plan (2015)).

Informatives(s)

1. This decision letter does not convey an approval or consent which may be required under any enactment, by-law, order or regulation, other than Section 57 of the Town and Country Planning Act 1990.
2. Your attention is drawn to the provisions of the Building Regulations, and related legislation which must be complied with to the satisfaction of the Council's Building Control Officer.
3. Your attention is drawn to the need to comply with the requirements of the Control of Pollution Act 1974 concerning construction site noise and in this respect you are advised to contact the Council's Environmental Health Division.
4. You are advised of the necessity to consult the Council's Streetcare team within the Public Protection Division with regard to the provision of refuse storage and collection facilities. The London Borough of Lambeth's Waste and Recycling Storage and Collection Requirements: Guidance for Architects and Developers' (May 2006) and the Refuse & Recycling Storage Design Guide (July 2013) are available on the planning pages of the Council's website: www.lambeth.gov.uk/planning.
5. You are advised of the necessity to consult the Principal Highways Engineer of the Highways team on drw@lambeth.gov.uk in order to obtain necessary prior approval for undertaking any works within the Public Highway including Scaffold, Temporary/Permanent Crossovers, Oversailing/Undersailing of the Highway, Drainage/Sewer Connections and Repairs on the Highways, Hoarding, Excavations,

Temporary Full/Part Road Closures, Craneage Licenses etc. You are advised to contact the Highways team at the earliest possible opportunity.

6. The Refuse & Recycling Storage Design Guide (2013) can be viewed on the planning policy pages of the council's website.
7. You should have regard to Part M of the Building Regulations and ensure existing accessibility is retained or improved, and that the new parts are compliance with current standards. Please contact the Building Control team for further advice on 020 7926 1180.
8. You are advised that all conditions which require further details to be submitted to and approved by the Local Planning Authority need to be accompanied by an application form and a fee. The application form and fee schedule can be found at www.lambeth.gov.uk/planning.

Listed Building Consent Conditions (Ref: 16/06271/LB)

Standard conditions

Time

1. The development to which this permission relates must be begun not later than the expiration of three years beginning from the date of this decision notice.

Reason: To comply with the provisions of Section 91(1) (a) of the Town and Country Planning Act 1990 and Section 51 of the Town and Country Planning Compulsory Purchase Act 2004.

Approved plans

2. The development hereby permitted shall be carried out in accordance with the approved plans listed in this notice.

Reason: For the avoidance of doubt and in the interests of proper planning.

Pre-commencement

Excavation Method Statement

3. No works of demolition, partial demolition, or excavation shall commence until full details of the proposed methodology, in the form of an Excavation Method Statement, have been submitted to and approved in writing by the local planning authority. The Excavation Method Statement shall include structural engineer's drawings and indicate the proposed method of ensuring the safety and stability of the building fabric to be retained throughout any period of demolition, excavation, underpinning, and reconstruction. The relevant work shall be thereafter carried out in accordance with the approved Excavation Method Statement.

Reason: No works should commence before satisfying this condition in order to safeguard the special interest of the listed building and prevent irreparable harm or damage to its special character (policies Q20 of the London Borough of Lambeth Local Plan (2015)).

Design and Conservation Conditions

Details of materials – the listed building

4. No internal or external works to the fabric of the listed building shall commence until samples and a schedule of the materials to be used has been submitted to and approved in writing by the local planning authority. The development hereby permitted shall be thereafter built in accordance with the approved details.

Reason: No works to the listed building should commence before satisfying this condition in order to safeguard the special interest of the listed building (policies Q20 of the London Borough of Lambeth Local Plan (2015)).

Details of materials – new works to southwest elevation

5. No works above ground level relating to the extension and alterations hereby permitted on the southwest elevation shall commence until samples and a schedule of the materials to be used has been submitted to and approved in writing by the local planning authority. The development hereby permitted shall be thereafter built in accordance with the approved details.

Reason: To ensure the external appearance of the works are satisfactory and they protect the character and appearance of the listed building (policies Q2 and Q11 and Q20 of the London Borough of Lambeth Local Plan (2015)).

Match existing materials

6. All new external and internal work and finishes, and work of making good, shall match the existing adjacent original work in respect of the, materials, colour, size, texture, profile, and finished appearance, except where indicated otherwise on the drawings hereby approved, or unless otherwise required by condition.

Reason: To ensure the external appearance of the building is satisfactory and it protects the character and appearance of the listed building (policies Q2 and Q11 and Q20 of the London Borough of Lambeth Local Plan (2015)).

Louvred vents materials

7. All new louvred extract grilles shown on the approved plans shall be of the materials, finish and colour indicated on the plans, and will be retained as such.

Reason: To ensure the external appearance of the building is satisfactory and it protects the character and appearance of the listed building (policies Q2 and Q11 and Q20 of the London Borough of Lambeth Local Plan (2015)).

No new pipes etc.

8. No new plumbing, pipes, soilstacks, flues, vents or ductwork shall be fixed on the external faces of the building unless shown on the drawings hereby approved.

Reason: To safeguard the special interest of the listed building (policies Q20 of the London Borough of Lambeth Local Plan (2015)).

Informatives(s)

1. This decision letter does not convey an approval or consent which may be required under any enactment, by-law, order or regulation, other than Section 57 of the Town and Country Planning Act 1990.
2. Your attention is drawn to the provisions of the Building Regulations, and related legislation which must be complied with to the satisfaction of the Council's Building Control Officer.
3. Your attention is drawn to the need to comply with the requirements of the Control of Pollution Act 1974 concerning construction site noise and in this respect you are advised to contact the Council's Environmental Health Division.
4. You are advised of the necessity to consult the Council's Streetcare team within the Public Protection Division with regard to the provision of refuse storage and collection facilities. The London Borough of Lambeth's Waste and Recycling Storage and Collection Requirements: Guidance for Architects and Developers' (May 2006) and the Refuse & Recycling Storage Design Guide (July 2013) are available on the planning pages of the Council's website: www.lambeth.gov.uk/planning.
5. You are advised of the necessity to consult the Principal Highways Engineer of the Highways team on drw@lambeth.gov.uk in order to obtain necessary prior approval for undertaking any works within the Public Highway including Scaffold, Temporary/Permanent Crossovers, Oversailing/Undersailing of the Highway, Drainage/Sewer Connections and Repairs on the Highways, Hoarding, Excavations, Temporary Full/Part Road Closures, Craneage Licenses etc. You are advised to contact the Highways team at the earliest possible opportunity.
6. The works hereby approved are only those specifically indicated on the drawing(s) and/or other documentation referred to above.
7. Listed Building Consent may be required for cleaning operations to listed buildings. No cleaning of masonry, other than a gentle surface clean using a nebulous water spray, is authorised by this consent without prior approval of details.
8. You are advised that all conditions which require further details to be submitted to and approved by the Local Planning Authority need to be accompanied by an application form and a fee. The application form and fee schedule can be found at www.lambeth.gov.uk/planning.

Background documents – Case file (this can be accessed via the planning Advice Desk, Telephone 020 7 926 1180).

For advice on how to make further written submissions or to register to speak on this item, please contact Democratic Services, 020 796 2170 or email.