

<b>ADDRESS:</b> Clapton Library Northwold Road London E5 8RA	
<b>WARD:</b> Cazenove	<b>REPORT AUTHOR:</b> Colin Leadbeatter
<b>APPLICATION NUMBER:</b> 2008/2525 and 2008/2527	<b>VALID DATE:</b> 06/10/2008
<b>DRAWING NUMBERS:</b> 08100 001 P, 002 P, 003 P, 004 P, 005 P, 006 P, 007 P, 008 P, 009 P, 022 P, 023 P, 024 P, 025 P, 030 P, 031 P, 032 P, 033 P, 034 P, 035 P, 036 P, 037 P, 038 P, 039 P, 040 P, 'Design & Access' and Planning Statement, Conservation Statement	
<b>APPLICANT</b> Katie Jones London Borough of Hackney 17 Reading Lane London E8 1HH	<b>AGENT:</b> Mr Nawed Khan Shepherd Epstein Hunter Phoenix Yard 65 Kings Cross Road London WC1X 9LW
<b>PROPOSALS:</b> (A) Full Planning Application (Ref: 2008/2525): Refurbishment of existing grade II listed building together with the erection of a two storey extension above the existing battery room and to the rear of the library with a glazed link to provide a meeting room, plant room and staff office, and the installation of new glazed automatic entrance doors, we rooflight and solar panels to the roof.  (B) Listed Building Consent Application (Ref: 2008/2527): Internal and external works comprising of the demolition of part of the rear single storey pitched roof and erection of a two storey extension above the existing battery room and rear of the library with a glazed link; the installation of new glazed automatic sliding entrance doors, entrance lobby with ramp, repair of existing rooflights to the rear, installation of a glazed screen in place of roller shutters and internal glazed door to lift area and the removal of a partition wall.  <b>POST-SUBMISSION AMENDMENTS:</b> None	
<b>RECOMMENDATION SUMMARY:</b> (A) Minded to Grant Conditional Planning Permission (Referral to GOL) (B) Minded to Grant Conditional Listed Building Consent	

**ANALYSIS INFORMATION**

**ZONING DESIGNATION:**

CPZ	No
Conservation Area	No

Listed Building (Statutory)	Yes
Listed Building (Local)	No

LAND USE DETAILS:	Use Class	Use Description	Floorspace
Existing	D2	Library	658 SQM
Proposed	D2	Library	838 SQM

## OFFICERS REPORT

### 1. SITE DESCRIPTION

- 1.1 The site comprises a two storey detached building with a single storey side extension, located north of Northwold Road and bounded by Charwood Street to the west, Rossendale Street to the east. The main use of the building is a Library which is Statutory Grade II Listed Building.
- 1.2 The main entrance into the building fronts Northwold Road, and has a recessed entrance with a large circular opening. The front façade is a symmetrical composition with seven large rectangular Georgian windows in timber, with facing red brick. The roof incorporates a mansard with front and side dormer windows.
- 1.3 To the north of the site there is a three storey building, to the south there is a mixture of two storey terrace houses, and a 3-4 storey residential building, to the east is a three storey residential block and to the west lies a two storey building. The character of the area is predominantly residential.

### 2. HISTORY

- 2.1 2007/0445 and 2007/0447 – Demolition of existing adjacent single-storey battery room and refurbishment of the existing Grade II Listed Library building together with the erection of a three-storey side extension to create a new entrance and reception area. Approved by the full planning sub-committee on the 17<sup>th</sup> October 2007.

### 3. CONSERVATION IMPLICATIONS

- 3.1 The site is not located within or adjacent to a Conservation Area, however the building is a Statutory Grade II Listed Building. This is discussed in the report below. Both full planning applications and listed building applications have been advertised according to the requirements for applications for listed building consent and those affecting the setting of a listed building.

#### 4. CONSULTATIONS

4.1 Date Statutory Consultation Period Started: 06/10/2008

4.2 Date Statutory Consultation Period Ended: 24/11/2008

4.3 Site Notice: Yes

4.4 Press Advert: Yes

#### 4.5 **Neighbours**

4.5.1 126 adjoining occupiers have been consulted. Three letters of support have been received.

#### 4.6 **Other Council Departments**

##### Urban Design and Conservation Group

4.6.1 Clapton Library is a red brick building of 1913-14 by Edwin Cooper. It has a 2 storey front area with a single storey area to the rear. The 2 storey front area has a mansard roof of Cumberland slates. The front elevation, in a restrained Classical style, is an almost symmetrical composition with 2 arched openings of rubbed red brick each with a stone scrolled cartouche above, and with 7 window openings between the arches. The building is listed grade II, it is not within a Conservation Area.

4.6.2 There is an existing listed building consent and planning consent (2007/0445) for a scheme which includes a more dominant side extension. The scheme which forms the subject of this application is considered to be an improvement on the previous scheme in terms of its impact on the listed building.

4.6.3 The proposed works are driven by the need to “..refurbish and improve the quality of the existing library building in terms of comfort and amenity and enable its architectural qualities to be better appreciated by users of the library, secondly to provide additional space for uses not currently provided but required by a modern library building, and thirdly to resolve operational difficulties relating to circulation routes and the arrangement of spaces.”

#### 4.6.4 External alterations

#### 4.6.5 **New extension**

The existing building has a single storey eastern extension designed as a battery room for the electricity generating station which was built behind the library at the same date as the library. This single storey extension is of a simpler, more industrial design than the main library building, and now has a large shuttered opening at both north and south ends.

It is to the rear half of this extension that the new ground plus 2 storey extension is proposed. The existing eastern end of the rear ground floor library building will be demolished to allow this new extension to be built. This area to be demolished is a small service area with toilets, a small office, storage and a staircase to the basement, and is very simply designed without the decorative features found in the main spaces of the library. There is a small original roof light which will be lost, but I think this is acceptable in the overall balance of the scheme as the major rooflights in the main children's' library and the first floor reference room are to be revealed and restored.

- 4.6.6 The new extension sits back from the 2 storey library building over the rear of the battery room extension and the eastern end of the rear area of the library. It is designed in a modern style with cladding of raised seam zinc with polyester powder coated composite windows with timber solar shading to the south elevation. These materials are very different to those of the original building but they are subdued, clearly in the modern idiom of the design, and will not challenge the original strong detailing and materials, leaving the original building clearly expressed and dominant. The extension is separated from the original building at first floor level by a glazed link.
- 4.6.7 The height of the new extension is to be the same as the existing building roof ridge and the roof line of the new extension is sloped away from the existing building to lessen its impact. PPG 15 guidance on modern extensions to listed buildings says "*Modern extensions should not dominate the existing building in either scale, material or situation*". I consider that the proposed extension meets this guidance. The London Borough of Hackney's UDP (adopted in 1995) policy on listed buildings under EQ17 says "*2(F) Where extensions are proposed, (they should) relate sensitively to the original building and not adversely affect the internal or external appearance of the building or its setting.*" I consider that the proposed extension meets this policy.
- 4.6.8 The existing shutters to the front and rear of the battery room will be removed and to the front elevation new glazed sliding doors will be installed and the rear opening will be fully glazed. There will be a modern rooflight in the roof of the battery room over the reception area. I consider that all of these external changes will meet policies EQ17 (Alterations to listed buildings) in the UDP.
- 4.6.9 **Internal Alterations**
- 4.6.10 The main work within the building is restoration. The existing suspended ceilings to the 2 ground floor library rooms will be removed and the surviving ornate cornices and surviving barrel vaulted glazed ceiling light to the children's library will be restored. At first floor level the glazed roof light over the staircase will be restored and the inserted partitions at the east end removed to restore the original

proportions of the reference library. The floor coverings will be removed and where condition allows, the original parquet flooring will be restored.

- 4.6.11 Between the Ground Floor Adult Lending Library and the new IT and Study area above, the infilled light opening is to be reopened. A glass floor with metal ventilation grilles will be installed within the opening. The original cornice survives around this opening hidden under the false ceiling. This cornice will be repaired and restored.
- 4.6.12 Within the existing entrance hall, the external doors will be retained but used only as a means of escape. There is also the loss of an original door where the existing store is altered.  
The alterations to the adult lending room are the infilling of one plain opening to the children's library and changes to the shelving and desk furniture (all shelving and furniture appears to be relatively modern).  
Within the children's library the furniture and shelving will be changed and a new door to match existing, inserted in the blocked opening in the east wall.  
At first floor level the space is to be used as an IT area and a study area. This entails the insertion of a raised floor to accommodate the servicing. An additional step will added to the top of the stairs to reach the level of this floor. The alteration that the suspended floor will cause to the proportions of the room and arched opening is not welcome, but it will allow the servicing to the IT equipment to be hidden, it does not result in the loss of any historic fabric and it is reversible. I consider that it is acceptable.
- 4.6.13 To the north east corner of this room, areas of the existing wall will be removed to form access to the new extension. The existing cornice will be retained with openings formed under cornice level. The new glazed atrium will form part of the enclosure of the room on the north side. Whilst this means the loss of some original plain wall fabric, it is important that the new and existing spaces link together well and the proportions of the original first floor room will still be clearly visible. I consider that this alteration is acceptable.
- 4.6.14 **Servicing**
- 4.6.15 The existing radiators are to be repaired and re-used or replaced with radiators to match if not capable of repair. The new service pipe runs will use existing pipe runs wherever possible. There is no proposal to install air conditioning. Smoke detectors will be located in inconspicuous locations.
- 4.6.1 Pollution Group: No comments received
- 4.6.2 Waste Management: Suitable refuse provision has been made.
- 4.7 **Statutory Consultees**

- 4.7.1 English Heritage: Do not want to comment on the listed building application, the application should be determined in accordance with national and local policy guidance, and on the basis of your specialist conservation advice.

4.8 **Other External Consultees**

- 4.8.1 The Learning Trust: No comments received

5. **POLICIES**

5.1 **Hackney Unitary Development Plan**

ST1	Strategic Policy-Appropriate Development
ST2	Strategic Policy-Local Character
ST4	Strategic Policy-Design
ST8	Strategic Policy- Conservation Areas and Listed Buildings
EQ1	Development Requirements
EQ6	Alterations and Extensions
EQ16	Protection of Listed Buildings
EQ17	Alterations to Listed Buildings
EQ18	Settings of Listed Buildings

5.2 **London Plan (2004)**

- 5.2.1 Policy 4B.1: Designing Principles for a compact City  
5.2.2 Policy 4B.3: Maximising the Potential of Sites

5.3 **National Planning Policies**

- 5.8.1 PPG15 Planning and the Historic Environment  
5.8.2 PPS 1 Delivering Sustainable Development

6. **COMMENT**

- 6.1 The applications have been brought to committee as they are Council's own applications comprising of a planning application and listed building application for, "The refurbishment of an existing Grade II Listed Library together with the erection of a three-storey side extension to create a new entrance and reception area. The application also proposes the demolition of an existing single-storey battery room.

- 6.1.1 The main issues pertaining to this application are the; design, scale and bulk, impact upon the appearance of the listed building.

6.2 **Land Use**

The building has a floor space of 493 m<sup>2</sup> and it is proposed to provide 278 sq m for an extension. The current use of the land is D2, and the building is currently occupied as a Library.

- 6.2.1 The proposal seeks to remodel the existing listed building and erect a two storey extension above the existing single storey structure present on the corner of Northwold Road and Rossendale Street.
- 6.2.2 It is proposed to remodel the existing fabric of the building by cleaning up the brick work; relocating the children's library from the first floor to the rear of the ground floor; restore the leaded barrel vault; restore the glazed panels in the openings between the adult and the children's library; remove the suspended ceiling and restore the dome and the staircase balustrade.
- 6.2.5 The existing main entrance of the library will be closed and used only for fire exit purposes. The proposed extension will provide a new level access to the whole library complex comprising of level access, an automatically sliding entrance door and a separate single-leaf entrance door. This would appear to conform to the Disability Discrimination Act (DDA) 1995 requirements for people with disabilities.

#### 6.4 Design, Scale and Bulk

- 6.4.1 The proposed design is to retain the existing single storey battery room element of the existing building, and construct a contemporary extension above this existing element to the side and rear elevations. The design will provide an interesting and contrasting focal point to the historic library building; while providing a safe and convenient access and circulation facilities for both library users and the general public, particularly people with disabilities and people with children.
- 6.4.2 The scale of the proposed extension sits above and to the rear of the existing Battery Room, on the corner of Northwold Road and Rossendale Street. On the corner of the site, the new entrance lobby maintains the single storey height of the original Battery Room. The new staircase and lift are positioned further into the building so that the single storey element of the new entrance lobby does not obstruct the eastside of the existing building. This arrangement will also preserve the massing of the existing library when viewed from Reighton Road. This would accord with policies EQ1 and EQ6 which require that developments respect the visual integrity and established scale, massing and rhythm of the building, group of buildings or street scene (including characteristic building lines and plot widths) of which they form a part; the scale, massing and the rhythm of the proposal is compatible with surrounding buildings.
- 6.4.3 The total height of the proposed extension is almost the same height as the ridge of the main roof on the existing building. It is considered that the proposed extension would align in scale within adjoining and surrounding buildings. The proposed extensions are of a height which accords with policy EQ1 and is compatible with neighboring buildings, and have regard to the special circumstances of the site.

They do not detract from important or potentially important views; the proposal would be compatible to neighboring buildings in terms of height and the proposed extensions have been designed in regard to the special circumstances of the Grade II Listed Building, and would not dominate or compete with the original building.

- 6.4.5 The zinc cladding of the proposed extension will compliment the existing red brick façade of the building by offering a distinguishable contrast between the contemporary element and the original fabric of the host building. In addition the proposal would help to improve upon an existing flank elevation which is considered not to be aesthetically pleasing in its current form.
- 6.4.6 The location of the proposed solar panels is considered to be acceptable as they will not be visible from the street, and would not be detrimental to any existing detail of the listed building. The proposed solar panels would be mounted towards the top of the proposed roof of the two storey rear extension element. This would accord with Policy EQ1 point J which seeks to maximise energy conservation through design, siting and orientation, where consistent with criteria (a) - (d). The proposed solar panel would maximise the suns energy due to its siting and orientation.

## 6.6 **Impact upon Listed Building**

- 6.6.1 The library's architectural features and historic interests will be preserved. This would be achieved by retaining and restoring the original internal and external features. This would include all existing ornamental features including, plasterwork, architraves and panelling. Doors and staircase balustrading shall remain undisturbed in their existing position and shall be fully protected during the course of works on site.
- 6.6.2 The proposal meets the criteria of Policy EQ17, the Council will, normally, require that any material alterations to a listed building or within its curtilage should: wherever possible, retain and repair existing features and fabric, or, if missing, replace them in a sympathetic manner; many internal features will be restored; not harm the structural integrity or stability of the building or that of adjoining buildings or structures; be carefully supervised and professionally executed, using specialist labour where appropriate; where possible, respect and preserve the integrity of the original plan form; where extensions are proposed, relate sensitively to the original building and not adversely affect the internal or external appearance of the building or its setting. (As discussed above)
- 6.6.3 Policy EQ18 will not normally permit any development which adversely affects the setting of a listed building. This is to ensure that unsympathetic developments may seriously detract from the appearance and or setting of a listed building. It is considered that the proposal would not affect the setting of this listed building. Given the advice from Conservation and Design section it is considered that the proposed extensions are acceptable and will not affect the internal or external appearance of the building or its setting.
- 6.6.4 National planning guidance PPG15 lays out government policies for the identification and protection of historic buildings, conservation areas, and other



elements of the historic environment. It explains the role of the planning system in their protection. In terms of the proposed demolition of the Battery Room:

*Paragraph 3.16 of PPG15 states that,*

*“While it is an objective of Government policy to secure the preservation of historic buildings, there will very occasionally be cases where demolition is unavoidable. Listed building controls ensure that proposals for demolition are fully scrutinized before any decision is reached.”*

The proposal has been scrutinized very carefully. Furthermore, paragraph 3.17 states that,

“The proposed development depends on the demolition of a small area of the rear of the existing library and given the advice in PPG15 which seeks to protect Grade I or Grade II\*, the building is neither of these listings. As stated below,

*“There are many outstanding buildings for which it is in practice almost inconceivable that consent for demolition would ever be granted. The demolition of any Grade I or Grade II\* building should be wholly exceptional and should require the strongest justification. Indeed, the Secretaries of State would not expect consent to be given for the total or substantial demolition of any listed building without clear and convincing evidence that all reasonable efforts have been made to sustain existing uses or find viable new uses, and these efforts have failed.”*

## **7 CONCLUSION**

7.1.1 The proposed modern extension will improve upon the existing library in terms of access and safety and will link successfully into the restored listed building. The proposed demolition of the Battery Room would not conflict with policies in the Hackney Unitary Development Plan and in terms of its contribution to the special character or historic interests.

7.1.2 It is also considered that the proposal would not impact upon special architectural or historic interests of the building and that the library features shall be preserved.

7.1.3 The proposal accords with the policies of the Hackney Unitary Development Plan, and should be recommended for approval.

7.1.4 The proposals meet the policies within the Hackney UDP 1995 and PPG 15. The result will be a restoration of a fine listed building with the new extension providing the additional accommodation needed, without dominating the original building. This allows the large rooms of the original library to retain their proportions and the original decorative features to be retained. This scheme is a real balance of allowing the extension to be added to the listed building in order to achieve the restoration and repair of the original building.

**8 RECOMMENDATION:**

**8.1 The Members be minded to approve planning application ref 2008/2525 subject there being no adverse comments from the Government Office for London (GOL), and with the following planning conditions:**

1) SCB1N **Commencement within 3 years**

The development hereby permitted must be begun not later than the expiration of three years beginning with the date of this permission.

REASON: In order to comply with the provisions of the Town and Country Planning Act 1990 as amended.

2) SCB0 **Development only in accordance with submitted plans**

The Development hereby permitted shall only be carried out and completed strictly in accordance with the submitted plans hereby approved and any subsequent approval of details.

REASON: To ensure that the development hereby permitted is carried out in full accordance with the plans hereby approved.

3) SCM2 **Materials to be Approved**

Full details, with samples, of the materials to be used on the external surfaces of the building, including glazing, shall be submitted to and approved by the Local Planning Authority, in writing, before any work is commenced. The development shall not be carried out otherwise than in accordance with the details thus approved.

4) SCM7 **Details to be approved (General)**

Detailed drawings/full particulars of the proposed development showing the matters set out below must be submitted to and approved by the Local Planning Authority, in writing, before any work is commenced. The development shall not be carried out otherwise than in accordance with the details thus approved.

1. Detailed drawings of all joinery, including doors and windows and new partitions

2. Details of the treatment of the ceiling bulkhead in the lending library

3. Details of the restoration of the original ceilings in the entrance stair hall and the children's' library

4. Details of doors and windows

5. Details of the lettering above the entrance

6. Details of the proposed post book box

5)            NS01            **Non-Standard**

No cleaning of the exterior of the building other than by nebulous water spray.

REASON: To prevent damage to the historic fabric of the building through abrasive cleaning techniques.

6)            NS02            **Non-Standard**

No re-pointing of the exterior of the building.

REASON: To ensure the integrity and special interest of the listed building is maintained.

7)            L3                **Details to Match Existing**

- (i)        The new joinery work shall match exactly the materials, dimension and profiles of existing original work, except where other wise shown in the drawings hereby approved.
- (ii)       All new external rainwater and soil pipes shall be formed in metal and painted black
- (iii)      All new partitions shall be scribed around the existing ornamental plaster mouldings

Reason:

In order that the works approved are carried out in a satisfactory manner which safeguards the special historic and/or architectural interests of the building.

- (B) **The Council is minded to grant Listed Building Consent ref: 2008/2527 Subject to there being no adverse comments from the Government Office for London (GOL), and with the following conditions:**

1) SCB2 **Commencement within Three Years (LBC)**

The development hereby permitted must be begun not later than the expiration of three years beginning with the date of this

Reason:

In order to comply with the provisions of Section 18(a) of the Planning (Listed Buildings and Conservation Areas) Act 1990.

2) SCL5 **Details of Structural Protection**

Detailed drawings showing the method by which the existing structure is to be supported and protected during building works so as to ensure the structural ability and integrity of all the elements which are to be retained shall be submitted to and approved by the Local Planning Authority, in writing, before works commence on site.

Reason:

To ensure the retention of those parts of the building which contribute to its special architectural and historic interests and to ensure they are not damaged during building works.

3) L3 **Details to Match Existing**

- (i) The new joinery work shall match exactly the materials, dimension and profiles of existing original work, except where other wise shown in the drawings hereby approved.
- (ii) All new external rainwater and soil pipes shall be formed in metal and painted black
- (iii) All new partitions shall be scribed around the existing ornamental plaster mouldings

Reason:

In order that the works approved are carried out in a satisfactory manner which safeguards the special historic and/or architectural interests of the building.

4) L6B **Original Features to be Retained (General)**

All existing ornamental features including chimney pieces, plasterwork, architraves, panelling, doors and staircase balustrading shall remain undisturbed in their existing position and shall be fully protected during the course of works on site, unless specifically authorised otherwise on the drawings hereby approved.

Reason:

To ensure that those features which contribute to the special architectural and historic interests of the building are retained.

5) NS01 **Non-Standard**

No cleaning of the exterior of the building other than by nebulous water spray.

REASON: To prevent damage to the historic fabric of the building through abrasive cleaning techniques.

6) NS02 **Non-Standard**

No re-pointing of the exterior of the building.

REASON: To ensure the integrity and special interest of the listed building is maintained.

7) SCM7 **Details to be approved (General)**

Detailed drawings/full particulars of the proposed development showing the matters set out below must be submitted to and approved by the Local Planning Authority, in writing, before any work is commenced. The development shall not be carried out otherwise than in accordance with the details thus approved.

1. Detailed drawings of all joinery, including doors and windows and new partitions
2. Details of the treatment of the ceiling bulkhead in the lending library
3. Details of the restoration of the original ceilings in the entrance stair hall and the children's' library

4. Larger scale detailed drawings of the glazed curtain wall and reduced roof edge trim and reduced profile section
5. Details of doors and windows
6. Details of the proposed post book box

## 9 INFORMATIVES:

- 1 Policies contained in the Hackney Unitary Development Plan:

ST1 (Strategic Policy-Appropriate Development]), ST2 Strategic Policy-Local Character), ST4 Strategic Policy- Design), EQ1 (Development Requirements),

- 2 Building Control

Your attention is drawn to the provisions of the Building Act 1984 and other Building Control legislation, which must be complied with to the satisfaction of The Planning and Transportation Service, Dorothy Hodgkin House, 12 Reading Lane, London, E8 1HJ. Telephone No: 020 8356 5000. Before any building work (including improvements to means of escape and changes of use) is commenced on site, detailed plans, together with the appropriate application form must be submitted for approval and early consultation is advised.

Your attention is drawn to the provisions of the Building Act 1984 and other Building Control legislation, which must be complied with to the satisfaction of The Planning and Transportation Service, Dorothy Hodgkin House, 12 Reading Lane, London, E8 1HJ. Telephone No: 020 8356 5000. Before any building work (including improvements to means of escape and changes of use) is commenced on site, detailed plans, together with the appropriate...ate application form must be submitted for approval and early consultation is advised.

- 3 Hours of Building works

Your attention is drawn to the provisions of Section 60 of the Control of Pollution Act 1974 which imposes requirements as to the way in which building works are implemented including the hours during which the work may be carried out. This Act is administered by the Councils Pollution Control Service, 205 Morning Lane, London, E9 6JX (Telephone: 020 7356 5000) and you are advised to consult that Division at an early stage.

**(B) Listed Building Consent (Ref:2008/2527):**

1. The Listed Building Consent is granted in conjunction with Planning Application ref: 2008/2525, and the same informatives apply.

Signed..... Date.....

**Fiona Fletcher -Smith**  
**CORPORATE DIRECTOR NEIGHBOURHOODS & REGENERATION**

NO.	BACKGROUND PAPERS	NAME/DESIGNATION AND TELEPHONE EXTENSION OF ORIGINAL COPY	LOCATION CONTACT OFFICER
1.	2008/2525	Colin Leadbeatter	263 Mare Street
2.	2008/2527	Planning Officer 020 8356 8053	





























