

Location **North Western Reform Synagogue Alyth Gardens London NW11 7EN**

Reference: **17/0369/FUL** Received: 23rd January 2017
Accepted: 24th January 2017

Ward: Garden Suburb Expiry 21st March 2017

Applicant: North Western Reform Synagogue

Proposal: Two-storey side extension to the Leo Baeck Wing. Refurbishment of existing synagogue with associated car parking, cycle and refuse storage and new boundary treatment

Recommendation: Approve following legal agreement

- 1 The development hereby permitted shall be carried out in accordance with the following approved plans:

A09, A90, A100, A110, A120, A130, A200, A210 and A300.

Reason: For the avoidance of doubt and in the interests of proper planning and so as to ensure that the development is carried out fully in accordance with the plans as assessed in accordance with Policies CS NPPF and CS1 of the Local Plan Core Strategy DPD (adopted September 2012) and Policy DM01 of the Local Plan Development Management Policies DPD (adopted September 2012).

- 2 This development must be begun within three years from the date of this permission.

Reason: To comply with Section 51 of the Planning and Compulsory Purchase Act 2004.

- 3 a) No development other than demolition works shall take place until details of the materials to be used for the external surfaces of the building(s) and hard surfaced areas hereby approved have been submitted to and approved in writing by the Local Planning Authority.

b) The development shall thereafter be implemented in accordance with the materials as approved under this condition.

Reason: To safeguard the character and visual amenities of the site and wider area and to ensure that the building is constructed in accordance with Policies CS NPPF and CS1 of the Local Plan Core Strategy (adopted September 2012), Policy DM01 of the Development Management Policies DPD (adopted September 2012) and Policies 1.1, 7.4, 7.5 and 7.6 of the London Plan 2015.

4 a) No site works (including any temporary enabling works, site clearance and demolition) or development shall take place until details of temporary tree protection have been submitted to and approved in writing by the Local Planning Authority.

b) No site works (including any temporary enabling works, site clearance and demolition) or development shall take place until the scheme of temporary tree protection as approved under this condition has been erected around existing trees on site. This protection shall remain in position until after the development works are completed and no material or soil shall be stored within these fenced areas at any time.

Reason: To safeguard the health of existing tree(s) which represent an important amenity feature in accordance with Policy DM01 of the Development Management Policies DPD (adopted September 2012), Policies CS5 and CS7 of the Local Plan Core Strategy (adopted September 2012) and Policy 7.21 of the London Plan 2015.

5 a) A scheme of hard and soft landscaping, including details of existing trees to be retained and size, species, planting heights, densities and positions of any soft landscaping, shall be submitted to and agreed in writing by the Local Planning Authority before the development hereby permitted is commenced.

b) All work comprised in the approved scheme of landscaping shall be carried out before the end of the first planting and seeding season following occupation of any part of the buildings or completion of the development, whichever is sooner, or commencement of the use.

c) Any existing tree shown to be retained or trees or shrubs to be planted as part of the approved landscaping scheme which are removed, die, become severely damaged or diseased within five years of the completion of development shall be replaced with trees or shrubs of appropriate size and species in the next planting season.

Reason: To ensure a satisfactory appearance to the development in accordance with Policies CS5 and CS7 of the Local Plan Core Strategy DPD (adopted September 2012), Policy DM01 of the Development Management Policies DPD (adopted September 2012), the Sustainable Design and Construction SPD (adopted April 2013) and 7.21 of the London Plan 2015.

6 a) Prior to the commencement of construction works at the site, details of building sustainability measures shall have been submitted to and approved by the Local Planning Authority.

b) The development shall then be completed in accordance with the approved details prior to the first use of the extension, and following that shall be maintained as such.

Reason: To protect the amenities of future and neighbouring residential occupiers in accordance with Policies 5.2 and 5.3 of the London Plan (2016), Policies DM02 and DM04 of the Development Management Policies DPD and the Sustainable Design and Construction SPD (adopted October 2016).

7 The development shall be carried out only in accordance with the relevant details in the submitted Construction Management Plan (Blue Eye Management Ltd, January

2017). This shall include the restriction on hours of work at the site to between 8 a.m. and 5 p.m. Mondays to Fridays and 8 a.m. and 1 p.m. on Saturdays only.

Reason: In the interests of highway safety, neighbour amenity and good air quality in accordance with Policies DM04 and DM17 of the Development Management Policies DPD (adopted September 2012), the Sustainable Design and Construction SPD (adopted April 2013) and Policy 5.21 of the London Plan (2015).

- 8 Before the development hereby permitted is first occupied or the use first commences the parking spaces/garages shown on Drawing No. A90 shall be provided and shall not be used for any purpose other than the parking of vehicles in connection with the approved development.

Reason: To ensure that parking is provided in accordance with the council's standards in the interests of pedestrian and highway safety, the free flow of traffic and in order to protect the amenities of the area in accordance with Policy DM17 of the Development Management Policies DPD (adopted September 2012) and Policies 6.1, 6.2 and 6.3 of the London Plan 2015.

- 9 a) Prior to the first occupation of the approved extension, details of secure cycle storage shall have been submitted to and approved in writing by the Local Planning Authority.
b) The development shall then be completed in accordance with the approved details prior to the first use of the extension, and following that shall be maintained as such.

Reason: To ensure that secure cycle storage is provided in accordance with the council's standards in the interests of pedestrian and highway safety, the free flow of traffic and in order to protect the amenities of the area in accordance with Policy DM17 of the Development Management Policies DPD (adopted September 2012) and Policies 6.9 of the London Plan 2015.

- 10 Prior to the first occupation of the units, copies of a Pre-completion Sound Insulation Test Certificate shall be submitted to the Local Planning Authority, confirming compliance with Requirement E of the Building Regulations 2010 (or any subsequent amendment in force at the time of implementation of the permission). The development shall then be maintained in compliance with the Certificate.

Reason: To protect the amenities of future and neighbouring residential occupiers in accordance with Policies DM02 and DM04 of the Development Management Policies DPD (adopted October 2016) and the Sustainable Design and Construction SPD (adopted October 2016).

Informative(s):

- 1 In accordance with paragraphs 186 and 187 of the NPPF, the Local Planning Authority (LPA) takes a positive and proactive approach to development proposals,

focused on solutions. The LPA has produced planning policies and written guidance to assist applicants when submitting applications. These are all available on the Council's website. A pre-application advice service is also offered and the Applicant engaged with this prior to the submissions of this application. The LPA has negotiated with the applicant/agent where necessary during the application process to ensure that the proposed development is in accordance with the Development Plan.

Officer's Assessment

1. Site Description

The North Western Reform Synagogue building dates from the 1930s. The original building has been extended a number of times as noted in the site planning history below, and now extends across most of the width of the site as viewed from its main access at the end of Alyth Gardens. Key stages in the evolution of the Synagogue have included the original low building which dates from the mid-1930s, the Leo Baeck Hall which was added as a separate building on the southern part of the site in 1959, and subsequent extensions which have linked the two to make the single building as now existing. The larger part of the building footprint remains as a single storey, rising to two storeys at the rear of the building, while the Leo Baeck Hall is also large two storeys in height, rising to three storeys at the rear, where there is a caretaker flat.

To the front of the building there is an enclosed garden towards the south-western corner of the site, which occupies most the space between the Leo Baeck Hall and 23 Alyth Gardens. There is a small play area associated with an on-site kindergarten to the northern end of this front part of the site, adjacent to 24 Alyth Gardens, with the remainder of the area available for vehicle access and parking. An open railing fence and gate is located across the entrance to the site.

The Hoop Lane Cemetery lies directly to the east (rear) and south of the site, while the northern and front (western) boundaries are formed by a footpath that links the end of Alyth Gardens, running north to Temple Grove and south to the end of Dingwall Gardens and beyond. In addition to 23 and 24 Alyth Gardens the closest residential properties are 15 and 36 Temple Grove and 24 Dingwall Gardens.

Neither the Synagogue nor any of the neighbouring properties are listed, and the site is not within a Conservation Area.

There are two London plane and two horse chestnut trees on the site, which are however not subject to any Tree Protection Order.

Car parking at the site is limited. The site has a PTAL score of 2, and lies within a controlled parking zone.

2. Site History

Reference: C02361C

Decision: Approved subject to conditions

Decision Date: 18.05.1970

Description: Erection of extension of classrooms to existing synagogue

Reference: C02361E

Decision: Approved

Decision Date: 18.08.1970

Description: Revised elevation of classroom previously approved

Reference: C02361F

Decision: Approved subject to conditions

Decision Date: 23.09.1970

Description: Change of Use of room from Sunday School to Kindergarten.

Reference: C02361G

Decision: Approved subject to conditions

Decision Date: 16.12.1970

Description: Formation of youth room over ground floor and additional parking space

Reference: C02361J

Decision: Approved subject to conditions

Decision Date: 29.03.1989

Description: Re-siting of electricity sub-station, single storey side extension, two storey front extension, alterations to roof to include insertion of domed rooflights, alterations to elevations & erection of boundary walls

Reference: C02361L/01

Address: North Western Reform Synagogue, Alyth Gardens, London, NW11 7EN

Decision: Approved subject to conditions

Decision Date: 29 August 2001

Description: Demolition of scout hut and front wing of main building. Erection of single storey side and front extensions, raising height and re-cladding of sanctuary. Front canopy. Re-siting of electricity sub-station. Erection of front boundary walls, railings and gates. External alterations.

Reference: C02361M/03

Address: North Western Reform Synagogue, Alyth Gardens, London, NW11 7EN

Decision: Approved

Decision Date: 9 June 2003

Description: Submission of details of materials pursuant to Condition 2 of planning permission C02361L/01 granted 29.8.01.

3. Proposal

The application seeks permission for a two-storey extension within the area currently occupied by the enclosed garden at the front of the Leo Baeck Hall, with a three storey atrium entrance feature. External refurbishment of the exterior of the Leo Baeck Hall is also intended, in order to architecturally link the extension with the existing building and to improve the external appearance of the building as viewed across the Hoop Lane Cemetery.

A new prayer hall and multiuse space at first floor level would occupy most of the new space within the extension. Internal changes within the existing building are also proposed as part of the project, to improve overall circulation and facilities there. An enlarged reception area would also be provided, with a stair core adjacent to the existing entrance replaced by a new stair and lift within the extension.

The proposed extension would be clad largely in brick, with timber used in a new entrance feature directly in front of the existing entrance. This would be the same height as the existing second floor level flat toward the rear of the building, but would occupy a much small footprint - about 12 sq.m. as compared to approximately 140 sq.m. for the two-

storey element of the extension, as against approximately 1400 sq.m. for the building as existing (ground floor areas only).

The elevation facing 23 Alyth Gardens as shown on the submitted drawings is intended to be clad in anodised metal with vertical standing seams, wrapping around the south-western corner to give a curved feature on this part of the building while also inclining away from number 23 over most of the first floor level. This part of the extension would be largely screened in views along the street in Alyth Gardens by this neighbouring house, but would be visible from the rear amenity areas at this and directly neighbouring properties and from rear facing windows at Dingwall Gardens. While of a generally acceptable appearance as proposed, negotiations are continuing at the time of writing as to whether using the same brick as on the remaining elevations would provide a more appropriate finish.

Two trees would need to be removed adjacent to the western boundary of the site and one tree to the north of the site would also require radical pruning or pollarding. These trees are not protected and furthermore are not of outstandingly high quality, and there is no objection to this aspect of the proposals on grounds of loss of character.

The area available at the front of the building for car parking would remain unchanged. However the proposals including the marking out of six parking bays in this area, five of which are intended for general use and one of which would be wheelchair accessible. New cycle parking would also be provided for staff and visitor use. Servicing and delivery arrangements will remain as existing from Alyth Gardens.

4. Public Consultation

Consultation letters were sent to 229 neighbouring properties, including 106 initial neighbour letters with the balance sent following neighbour concerns having been raised about the extent of the notification.

43 responses have been received, including 33 letters in support and 10 which raise objections.

The letters of support raise the following issues:

- The proposal has been designed to ensure that the Community has a building fit for current requirements.
- The intention is not to significantly alter the number of visits to the synagogue but rather is to enhance the space inside and the experience of those who use the facilities.
- Walking access is obstructed by growth from the tree trunks in Alyth Gardens and Temple Grove, which is potentially hazardous to pedestrians particularly at night. More attention needs to be given to ensuring that the pedestrian access is clear.
- The proposal will enhance the aesthetic quality of the exterior of the building.
- The wealth of educational programmes for both adults and children, including those with learning and physical difficulties, are an important community use.
- Consideration shown to the local residents has been of paramount importance in formulating the proposals.
- The proposals increase access for wheelchair users and those unable to stand for long periods.

- The new downstairs will improve the look and feel of the building and will help us to host local community groups in a welcoming space.
- The provision of new cycle bays will help us to ensure the wellbeing of our visitors by encouraging more people to cycle.

The letters of objection raise the following issues:

- The proposal is an overdevelopment of the site.
- Any increase in capacity within the synagogue that would result in more staff and visitors would be detrimental in terms of parking and traffic on the adjacent no-through roads. The car parking plans are not sufficient to prevent this.
 - Existing car parking demand is also exacerbated by the nearby Health Centre in Temple Fortune.
 - Car parking demand during the evenings in Alyth Road is heavy and it is difficult for residents to park here, with visitors to the application site taking up residents' spaces and sometimes parking on double yellow lines.
 - Difficult access for emergency vehicles
 - The traffic issues could be mitigated by increasing the current controlled parking times (which are currently from 9.30 a.m. to 6 p.m. on weekdays and 2 p.m. to 6 p.m. on Saturdays), to extend Monday to Saturday controls to 7.30 p.m. and to add a Sunday parking control between 9.30 a.m. and 7.30 p.m.
 - Concerns with impacts of construction vehicles on the road surface at Alyth Gardens.

These issues are considered in sections 5.3 and 5.4 of this report.

The proposed have been advertised by site and press notice dated 30.01.2017 and 31.01.2017 respectively.

5. Planning Considerations

5.1 Policy Context

National Planning Policy Framework and National Planning Practice Guidance

The determination of planning applications is made mindful of Central Government advice and the Local Plan for the area. It is recognised that Local Planning Authorities must determine applications in accordance with the statutory Development Plan, unless material considerations indicate otherwise, and that the planning system does not exist to protect the private interests of one person against another.

The National Planning Policy Framework (NPPF) was published in 2012. This is a key part of the Governments reforms to make the planning system less complex and more accessible, and to promote sustainable growth.

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 retains a presumption in favour of sustainable development. This applies unless any adverse impacts of a development would 'significantly and demonstrably' outweigh the benefits.

The Mayor's London Plan 2016

The London Development Plan is the overall strategic plan for London, and it sets out a fully integrated economic, environmental, transport and social framework for the development of the capital for the next 20 to 25 years. It forms part of the development plan for Greater London and is recognised in the NPPF as such.

The London Plan provides a unified framework for strategies that are designed to ensure that all Londoners benefit from sustainable improvements to their quality of life.

Policy 3.16 - Protection and enhancement of social infrastructure

Policy 5.2 - Minimising carbon dioxide emissions

Policy 5.3 - Sustainable design and construction

Policy 6.9 - Cycling

Policy 6.10 - Walking

Policy 6.13 - Parking

Policy 7.1 - Lifetime neighbourhoods

Policy 7.2 - An inclusive environment

Policy 7.3 - Designing Out Crime

Policy 7.4 - Local character

Policy 7.5 - Public Realm

Policy 7.6 - Architecture

Policy 7.18 - Protecting open space and addressing deficiency

Policy 7.19 - Biodiversity and access to nature

Policy 8.2 - Planning Obligations

Policy 8.3 - Community Infrastructure Levy

Barnet's Local Plan (2012)

Barnet's Local Plan is made up of a suite of documents including the Core Strategy and Development Management Policies Development Plan Documents. Both were adopted in September 2012.

- Relevant Core Strategy Policies: CS NPPF, CS1, CS5, CS7, CS9, CS10, CS11, CS15.

- Relevant Development Management Policies: DM01, DM02, DM04, DM13, DM17.

The Council's approach to development as set out in Policy DM01 is to minimise their impact on the local environment and to ensure that occupiers of new developments as well as neighbouring occupiers enjoy a high standard of amenity. Policy DM01 states that all development should represent high quality design and should be designed to allow for adequate daylight, sunlight, privacy and outlook for adjoining occupiers. Policy DM02 states that where appropriate, development will be expected to demonstrate compliance to minimum amenity standards and make a positive contribution to the Borough. The development standards set out in Policy DM02 are regarded as key for Barnet to deliver the highest standards of urban design. Policy DM13 generally supports improvements to community facilities providing that they have an acceptable impact on new community or educational uses should ensure that there is no significant impact on the free flow of traffic and road safety and that new community or educational uses will be expected to protect the amenity of residential properties.

Supplementary Planning Documents

Sustainable Design and Construction SPD (adopted October 2016)

- Provides detailed guidance that supplements policies in the adopted Local Plan, and sets out how sustainable development will be delivered in Barnet.

Planning Obligations SPD (adopted 2013)

- Includes detailed guidance on a range of matters that usually require applicants to enter into a section 106 agreement or unilateral obligation, including requirements for Travel Plans.

5.2 Main issues for consideration

The main issues for consideration in this case are:

- Whether harm would be caused to the character and appearance of the street scene and the wider locality;
- Whether harm would be caused to the living conditions of neighbouring residents;
- Whether the proposal is acceptable in terms of impacts on the highway network and sustainable transport; and
 - Building sustainability.

5.3 Assessment of proposals

Principle of Development

Policy DM13 states that New community or educational uses should ensure that there is no significant impact on the free flow of traffic and road safety. New community or educational uses will be expected to protect the amenity of residential properties.

Policy CS10 states that the council will work with our partners to ensure that community facilities including schools, libraries, leisure centres and pools, places of worship, arts and cultural facilities, community meeting places and facilities for younger and older people, are provided for Barnet's communities.

The proposals would enhance existing community facilities within the borough and this is supported by policy.

Character and appearance

The proposed extension would be located towards the front of the southern side of the building as existing. The proposal is a contemporary design that would utilise a similar brick to those used in the original building and in the Leo Baeck Hall. It would be visible mainly in views from the adjacent cemetery, from the site entrance at the end of Alyth Gardens and from rear amenity areas of several adjacent properties in Alyth Gardens and Dingwall Gardens. The taller entrance feature would be fully visible only from the site entrance and the front of the site as the buildings and extension would partially screen it in other views. In longer views, mainly from the adjacent Hoop Lane Cemetery, it would be viewed as a relatively low upper extension to the building, reminiscent of a spire but smaller in scale.

Minor alterations whole largely internal would also include the blocking up of two ground floor window openings on the north-east elevation. A first floor window opening directly above would be replaced by a louvered opening and is intended to serve a new boiler room to be located in what is currently an office.

The extension including the higher entrance are considered to be of an acceptable high quality contemporary design. Together with the proposals to partially reclad the side of the Leo Baeck Hall and rear elevation and to introduce window louvers along the side of this part of the building, the proposals would be complimentary to the existing Synagogue and would enhance both the existing building and its surroundings, resulting in improvements in its appearance as viewed from the Hoop Lane Cemetery and other nearby vantage points. Subject to further details of exterior materials being provided by way of an appropriate condition, the proposals would be acceptable.

Whether harm would be caused to the living conditions of neighbouring residents

The application includes a daylight and sunlight assessment of impacts on the residential amenity to the properties closest to the proposed extension, 23 Alyth Gardens and 24 Dingwall Gardens. The assessment identifies that 23 Alyth Gardens could potentially be affected by loss of daylight and sunlight. For that reason, an analysis was carried out in accordance with the Building Research Establishment's *Site layout planning for daylight and sunlight: a guide to good practice* and BS8206 *Lighting for buildings. Code of practice for daylighting*. The assessment shows that there would be a reduction in light to a single window at number 23. However, the room in question is served by several windows, and consequently there would be no material reduction in light levels to this or to any other room.

A condition is recommended to ensure that the rooms within the extension are provided with adequate noise insulation in order to ensure that there is will be disturbance for neighbouring occupiers from the closer proximity of meeting rooms to the adjacent residential properties.

A number of neighbouring residents have objected in regard to impacts of both existing and additional traffic. This is discussed in more detail below in relation to highways issues. Construction impacts would be mitigated by adherence to the Construction Management Plan (CMP) submitted with the application. While some of the details in the CMP relate to health and safety and other requirements on site that would not impact on neighbours, the CMP includes details of management of potential neighbour impacts, including a restriction on hours of work at the site between 8 a.m. and 5 p.m. Mondays to Fridays and 8 a.m. and 1 p.m. on Saturdays. While it is not possible to avoid all impacts of construction for neighbouring residents, it is accepted that these are temporary, and that the provision of a robust CMP strikes an acceptable balance in ensuring that they remain at an acceptable level. Condition 7 would ensure that it is adhered to.

Whether the proposal is acceptable in terms of impacts on the highway network and sustainable transport

Both Barnet's policy DM13 and London Plan policy 3.16 provide for community facilities to be accessible to be located within easy reach by walking, cycling and public transport. While the site has a relatively low PTAL rating of 2, the site is well served by buses on Finchley Road, the Northern line to Golders Green Station which is approximately 10

minutes' walk from the site. Ten cycles spaces are proposed (five Sheffield stands), and six car parking spaces would be marked out within the site.

While the use of the site is not intended to increase significantly as a result of these proposals, the existing numbers of staff at the site (12 full time and 21 part time) trigger the current threshold as set out in the Planning Obligations SPD for a Local Travel Plan to be provided. applicant has submitted a draft Green Travel Plan to ensure that future traffic impacts are properly managed, and offered to enter into a Section 106 agreement to secure a financial contribution of £5000 towards the monitoring of the Plan. If members support the application, it would be necessary for the applicant to agree to an extension of the timeframe for determining the application to allow the section 106 agreement to be completed before any permission is issued.

Subject to the planning obligation being completed and to conditions as recommended, it is considered that any highways impacts of this proposal will be satisfactorily addressed.

Building sustainability

A Sustainability Statement has been submitted as part of the application, which sets out general measures that would provide a greater level of environmental performance than required under current building regulations. In the event that permission is granted, condition 6 as set out in the recommendation would require further details of these measures to be provided, and would then secure the approved provisions. The Green Travel Plan noted above would also secure a sustainability improvement for the site.

Impacts on trees

The proposal would result in the loss of two trees. The Council Tree Officer has raised no objection, but requested replacement tree planting to be provided. It is noted that space at the site for meaningful planting is limited; nonetheless the recommended landscaping condition would provide for small scale planting which could include some smaller growing tree varieties.

Conclusion

It is considered that the proposal with the conditions recommended above and the completion of a section Green Travel Plan that the application will provide an attractive addition to the building and its surroundings that will not result in any unacceptable impacts on neighbouring occupiers.

5.4 Response to Public Consultation

The key issues referred to in neighbour letters are largely concerned with the traffic impacts of the proposals, and are addressed in the above discussion.

6. Equality and Diversity Issues

The proposal does not conflict with either Barnet Council's Equalities Policy or the commitments set in the Equality Scheme and supports the Council in meeting its statutory equality responsibilities.

7. Conclusion

Having taken all material considerations into account, it is considered that subject to compliance with the attached conditions, the proposed development would have an acceptable impact on the character and appearance of the application site and the locality. The development is not considered to have an adverse impact on the amenities of neighbouring occupiers. This application is therefore recommended for Approval, subject to conditions.

