

PLANNING COMMITTEE REPORT

Development Management Service
Planning and Development Division
Environment and Regeneration Department



PLANNING SUB COMMITTEE A		AGENDA ITEM: B6
Date:	27 th March 2018	NON-EXEMPT

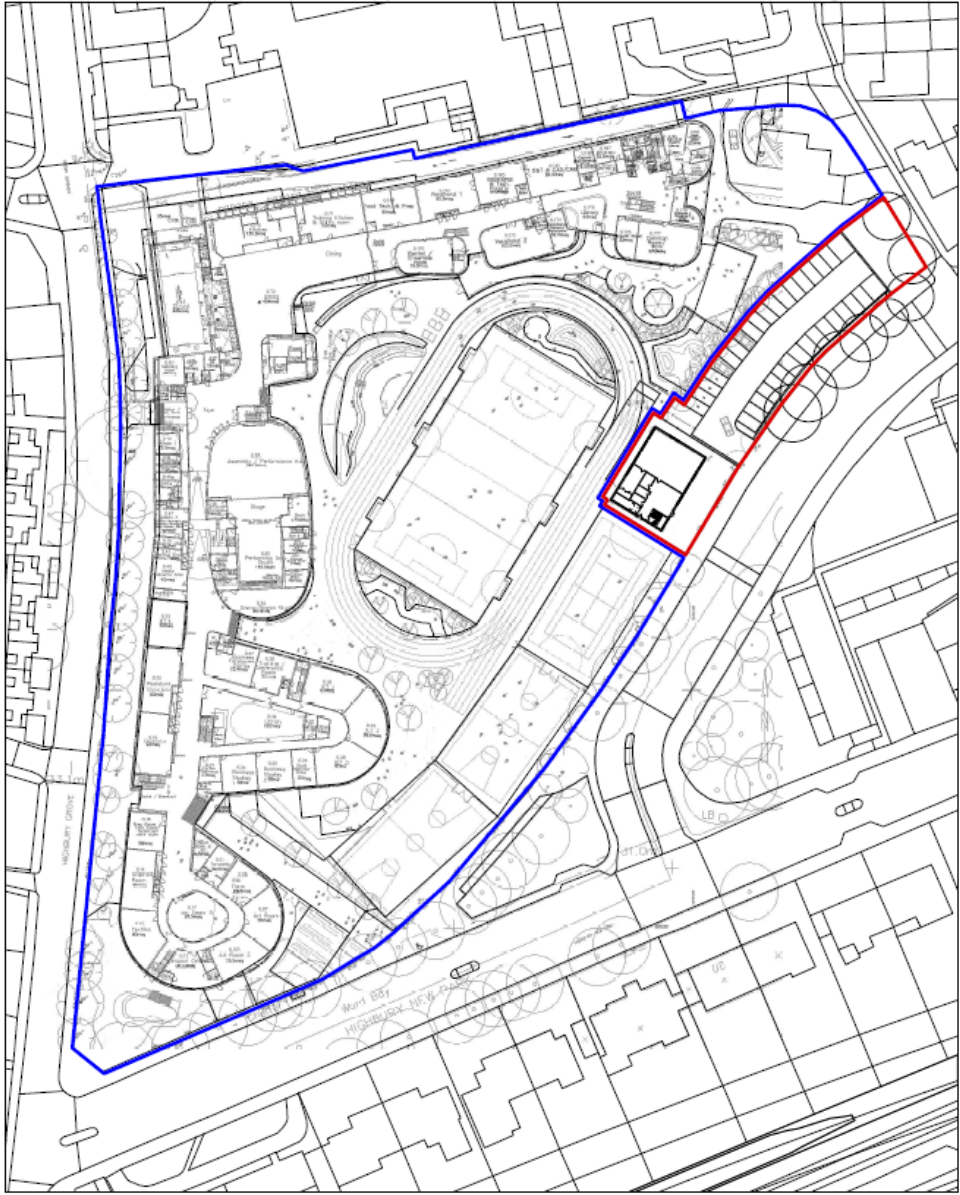
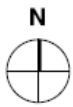
Application number	P2017/1725/FUL
Application type	Full Planning Permission
Ward	Highbury East
Listed building	No
Conservation area	Adjacent to Highbury New Park Conservation Area Adjacent to Highbury Fields Conservation Area
Development Plan Context	Adjacent to Highbury New Park Conservation Area Adjacent to Highbury Fields Conservation Area Local Cycle Routes
Licensing Implications	None
Site Address	Highbury Grove School, 8 Highbury Grove, London N5 2EQ
Proposal	Erection of a two storey extension to existing two storey detached building, to the south east corner of the site fronting Highbury New Park to create additional educational floorspace (213 sqm). The proposal includes alterations to the existing two storey building, including the internal reconfiguration, the windows and external changes including cladding at first floor. The proposal is to provide a new dedicated sixth form centre for Highbury Grove and Samuel Rhodes Secondary Schools, landscaping and other associated works.

Case Officer	Daniel Jeffries
Applicant	Mr Richard Henshaw - Amber Infrastructure Ltd
Agent	David Gibson Architects

1. RECOMMENDATION

The Committee is asked to resolve to **GRANT** planning permission subject to the conditions set out in Appendix 1

2. SITE PLAN (site outlined in black)



3. PHOTOS OF SITE/STREET



Image 1: Aerial view of the site arrow pointing at location of built extension



Image 2: View of existing car park where proposal would be located and existing two storey building



Image 3: View of existing access to Samuel Rhodes School adjacent to site location and adjacent property no. 21A Highbury New Park



Image 4: View facing east within existing car park



Image 5: View from elevated position (above 3rd floor roof) facing east of existing site towards proposal area.

4. SUMMARY

- 4.1 The application relates to improved and enlarged educational facilities for both Highbury Grove and Samuel Rhodes Secondary Schools, which are mainstream and S.E.N (Special Educational Needs) schools respectively. Samuel Rhodes School is located towards the northeast corner of the site with the remaining site and larger building relating to Highbury Grove School. The existing 6th Form provision (post 16 years old), which is currently housed within both the main part of the school buildings and the existing two storey detached building located to the south east corner of the site, facing Highbury New Park and referred to as the CLC building, which is adjacent to the existing school car park.
- 4.2 This application seeks planning permission to enlarge the existing CLC building, with a proposed two storey extension, to the east elevation, resulting in 213 sqm of additional floorspace. The proposal would result in changes to the existing CLC building including internally reconfigured, together with external alterations. This is to allow for the two schools to have dedicated building for these existing 6th Form provision for both Highbury Grove and Samuel Rhodes Secondary Schools.
- 4.3 The two storey extension would be positioned on part of the existing school car park resulting in the loss of 10 no. car parking spaces. The extension would be a flat roofed building, with a number of roof structures including green roofs, PV (photovoltaic) panels, cylindrical windcatcher towers and airhandling units. The elevations of the extension, as well as the existing CLC building would have aluminium cladding at first floor and brickwork. In addition, the windows and fenestration pattern has been altered on the existing CLC building to match those proposed on the extension. The extension would also include a central glazed entrance. The internal reconfiguration of the existing CLC building and proposed

extension would allow for 8 no. new classrooms, common rooms, study areas and other associated toilets, office space, and storage facilities.

- 4.4 The applicant has confirmed that the proposal is not required for the increase of the existing number of pupils for the existing 6th Form provision at both schools, with the current 6th Form provision being 190 no. pupils at Highbury Grove Secondary School, and the Samuel Rhodes Secondary School being 18 no. pupils. However, the applicant has confirmed that the proposal would enable the increase in capacity of the main part of Highbury Gove School. Currently the capacity at this school, including the 6th Form provision, stands at 1221 no. pupils. The proposal would allow for this existing capacity to be increased by 150 no. pupils.
- 4.5 In land use terms, the objectives of the NPPF and policy DM4.12 encourage the expansion of social infrastructure to support the needs of communities. Paragraph 7.2 of the NPPF seeks to ensure great importance is given to provide sufficient choice of school places to meet the needs of existing and new communities and Local Planning Authorities should give great weight to the need to create, expand or alter schools. The proposal would result in the loss of 10 no. car parking spaces. However, this loss is considered acceptable and in accordance with the requirements of policy DM8.5.
- 4.6 Whilst not within a conservation area, the site is bounded by a number of conservation areas. The nearest to the application site is the Highbury New Park Conservation Area which shares the south, east and part of the western boundaries of the site and Highbury Fields Conservation Area is located adjacent to the north west boundary of the site. It is therefore important that the proposal, which is highly visible from both public and private views, preserves the visual appearance and historic character of these designated heritage assets. In this regard, the design of the proposal is considered to be of an acceptable scale and in keeping with the existing buildings within the application site and the residential properties along Highbury New Park. The proposed fenestration pattern and materials used are considered to be appropriate and in keeping with the visual appearance of style and detailing of the existing buildings. It is acknowledged that there are concerns in relation to the position of the front elevation, which ideally would be set back from the public highway of Highbury New Park. However, given the constraints of the site, with an existing athletics track behind, this position is considered acceptable.
- 4.7 Overall, the proposed development is not considered to have any material adverse impacts on adjoining residents' amenity levels in terms of noise disturbance, overlooking or loss of light. Also by creating additional 6th Form space here the proposal allows for the expansion of the main part of the existing Highbury Grove Secondary School (years 7-11). The proposal is also not considered to result in any anti-social behaviour issues over and above the existing situation, and is also considered acceptable in respect of sustainability, inclusive design and the impact on trees.
- 4.8 The application is presented to committee because the council has an interest in the site, as the school is on council owned land.

5. SITE AND SURROUNDING

- 5.1 The application site is located between the public highways of Highbury Grove, to the west, with Highbury New Park and Grosvenor Avenue to the south. The residential properties along Highbury New Park and Holmcote Gardens are immediately to the east of the site, and Highbury Grove and New Park Day Centres are located to the north of the site. The main school entrance to Highbury Grove is from the public highway of Highbury Grove, with Samuel Rhodes School's existing access via the existing private road immediately to the west of no. 21A Highbury New Park, from the public highway of Highbury New Park. The site itself consists of the main school buildings of both Highbury Grove and Samuel Rhodes Schools, which are predominantly three storeys in height, plus a setback single storey addition on a small section of the existing roof level. There is also an existing two storey detached building, referred to as the CLC building, which is located to the south east of the main building facing the boundary with the public highway of Highbury New Park, and adjacent to the existing school car park.
- 5.2 The site is surrounded by a number of residential properties, including along Highbury New Park and Holmcote Gardens to the south and east, to the south Grosvenor Avenue, and along Highbury Grove to the west. Whilst the host buildings are not listed and the site itself is not within a conservation area, the site is adjacent to a number of conservation areas. This includes Highbury New Park Conservation Area which shares the south, east and part of the western boundaries of the site and the boundary of Highbury Fields Conservation Area is located adjacent to the north west boundary of the site

6. PROPOSAL (IN DETAIL)

CLC building

- 6.1 The application seeks planning permission to enlarge the existing two storey detached building, known as the CLC building, and its alter the external appearance and be internally reconfigured, which is located to the south east corner of the application site facing the public highway of Highbury New Park. The proposed two storey building would be positioned on the existing school car park.

Accommodation

- 6.2 The proposal would provide the school with improved facilities to the existing 6th Form building for both Highbury Grove and Samuel Rhodes Secondary Schools. The building would provide 8 no. new classrooms, common rooms, study areas and associated toilets, office space, and storage facilities, including proposed plant equipment. The proposal would allow for the increase in the capacity of Highbury Grove School by around 150 no. pupils. The Samuel Rhodes Secondary School, which is a S.E.N (Special Education Needs) school, has 125 no. pupils, of which 18 no. are in 16 to 19 study programmes (information sourced from Ofsted report published on 25th April 2017). The Highbury Grove School, has 1221 no. pupils, of which 190 no. are in 16 to 19 study programmes information sourced from Ofsted report published on 8th February 2017). The proposal would be positioned on the existing school car park and would result in the loss of 10 no. spaces (out of a total of 34 no. spaces).

New extension

- 6.3 The proposed extension, would have a flat roof, at a height of 7m, with this eastern section of the roof having green roofs and photovoltaic panels installed. The extension would physically linked to the existing CLC building, creating an enlarged building, which would be internally reconfigured. The proposed extension would

match the eaves of this building, which has a pitched roof measuring a maximum height of 10.1m. The proposed building would have an irregular shape, with a maximum depth of 18.6m, and a length along Highbury New Park at 45.1m.

- 6.4 The proposal would utilise a ground floor plinth of off-white brickwork below an upper level of vertical aluminium siding, which would also be replicated within the existing CLC building. The submitted Design and Access Statement confirms that the cladding adopts a randomised pattern of two different widths of panel, two colours and two different joint profiles, producing a visual equivalence to the timber cladding, found on the existing buildings within the site, but with a more durable material finish. The two main materials are separated by a horizontal strip of zinc cladding which contains ventilation and other necessary incidental external wall elements. The zinc cladding is repeated at high level as the parapet cap coping. The main entrance to the building would be positioned centrally within the building to the south elevation facing Highbury New Park. This entrance would be glazed on both ground and first floor levels.

Other alterations

- 6.5 In addition to the above there would be a number of associated alterations, including changes to the access, and provision of cycle storage and proposal would result in the loss of 1 no. (Category C) tree. However, the proposed landscaping would provide 7 no. trees in mitigation.

7. RELEVANT HISTORY:

PLANNING APPLICATIONS:

Application Number	Development Description	Decision	Decision Date
950168	Use of building as children's playcentre with new pedestrian access from Highbury New Park.	Approve with conditions	13/04/1995
970975	Replacement boundary fence and fire access gate to height of 1.8 metres.	Approve with conditions	07/08/1997
992643	Installation of 2.3 metre high metal fencing ('Heras Chaperon') adjacent to Highbury Grove frontage.	Approve with conditions	23/02/2000
P002645	Erection of a 2 storey building fronting Highbury New Park	Withdrawn	25/01/2001
P010832	Erection of a two storey building for educational use (Information and Communication Technology Centre).	Approve with conditions	05/07/2001
P020586	Erection of a two-storey building to the school.	Approve with conditions	21/06/2002
P022429	Erection of a two storey building (revised scheme).	Approve with conditions	18/12/2002
P040738	Construction of new sports hall, external landscaping and limited off-street parking	Withdraw	16/06/2004
P041002	Display of internally illuminated oval mounted advertisement on front	Refusal of permission	18/06/2004

	elevation.		
P042257	Installation of an internally illuminated fascia sign.	Approve with conditions	28/10/2004
P042517	Construction of new sports hall, external landscaping and parking.	Approve with conditions	10/02/2005
P042534	Installation of educational building sign	Withdrawn	18/10/2004
P071736	The redevelopment of the site for the reprovion of Highbury Grove School for continued secondary education purposes, and the separate provision of the secondary department of Samuel Rhodes School which is being relocated to this site (approximately 60 pupils). The development would involve the demolition of the existing buildings on the site (apart from the existing City Learning Centre), and the erection of a building of part 2 part 3 storeys and with a set back 4th floor along the Highbury Grove frontage of the site to provide 12 619 sq m of gross floor area for Highbury Grove School, and the erection of a building of 2 storeys along the northern site boundary to provide 2834 sq m of gross floor area for Samuel Rhodes School. The development involves a total of 15 453 sq m gross floor area.	Approve with conditions and legal agreement	29/11/2007

ENFORCEMENT:

- 7.1 E08/03472 Demolition of locally listed wall
- 7.2 E08/03927 Non compliance with approved plans
- 7.3 E11/05870 Noise from plant room
- 7.4 E/2013/0393 Breach of condition 22 of P071736 (Renewable Energy Monitoring) – Case Closed on 26/08/2015

PRE-APPLICATION ADVICE

- 7.5 Q2015/4426/MIN - Erection of a double-storey extension and internal reconfiguration of existing building to create a sixth form centre for Highbury Grove School and Samuel Rhodes School – Advised that the proposed extension is considered acceptable but should be pulled back from the street frontage. Brickwork should be used to the frontage in line with the wider street character and the surrounding area. However, use of timber cladding and render may also be acceptable as this is used elsewhere on the main school buildings. The existing trees on site need to be adequately considered and the constraints they impose on the site need to inform the design of any development. Finally, the reprovion of parking is not supported, ideally the development should be car free.

8. CONSULTATION

Public Consultation

- 8.1 Letters were sent to occupants of 500 adjoining and nearby properties at Spring Gardens, Highbury Grove, Highbury New Park, Holmcote Gardens, Grosvenor Avenue, and Baalbec Road on 20th December 2017. A site notice and a press advert were displayed on 4th January 2018. The public consultation of the application therefore expired on the 25th January 2018, however it is the Council's practice to continue to consider representations made up until the date of a decision.
- 8.2 At the time of writing this report four responses, 3 no. objecting and 1 no. request/comments, had been received from the public with regard to the application. The responses received raised the following summarised concerns (with the paragraph that provides responses to each issue indicated in brackets):
- Loss of car parking (**paragraphs 11.61, and 11.8 to 11.10**)
 - Increase in the use of the access road adjacent to no. 21A Highbury New Park (**paragraphs 11.63 and 11.64**)
 - Anti-social behaviour by students in terms of being abusive to neighbours, and congregating and leaving bikes outside neighbouring properties (**paragraphs 11.79 to 11.81**)
 - Request that nesting boxes for swifts and house sparrows are integrated within the proposal (**paragraph 11.57**)
 - Overlooking to neighbouring properties (no. 21A Highbury New Park) (**paragraph 11.38 and 11.39**)
 - The lack of consultation to neighbouring properties by the applicant and by the Council (**paragraph 10.83**)

External Consultees

- 8.3 **Secured by Design Officer** raised no objections to the proposal.

Internal Consultees

- 8.4 **Design and Conservation Officer** commented that there are no objections to the proposal, and considers that the general design approach is acceptable. Whilst concerns were raised in relation to the front elevation (building line) of the extension protruding forward of the existing building, it is considered acceptable given the constraints of the site. There is also concerns raised in relation to the visibility of roof structures from street level.
- 8.5 **Tree Preservation Officer** commented that subject to the use of conditions relating to the construction access, tree planting, and an arboricultural method statement, there are no objections.
- 8.6 **Accessibility Officer** raised concerns in relation to the proposal. However, following the submission of further information they have requested a number to be secured by way of condition but overall they confirmed that the proposal is an example to other developments within the Borough in terms of providing an inclusive environment.
- 8.7 **Highways Officer** raised no objections to the proposal but commented that they would want the removal of the existing crossover from Highbury New Park, and in relation to a School Safety perspective it is advised that additional school signage on

Highbury New Park, and restrictions in relation to the use of vehicles during dropping off and picking up times by parents using the access to Samuel Rhodes Secondary School.

- 8.8 **Sustainability Officer** confirmed that there are no objections subject to conditions relating to biodiversity, roof structures and other environmental requirements.
- 8.9 **Energy Officer** raised no objections but requested a number clarifications and amendments to the energy information. However, following the submission of additional information they are satisfied with the proposal in this regard.
- 8.10 **School Travel Plan Officer** requested a condition for the submission for an updated Travel Plan.
- 8.11 **Pollution (Acoustic) Officer** raised no objections but requested a number of conditions relating to the construction period and in relation to noise levels.

9. RELEVANT POLICIES

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

National Guidance

- 9.2 The National Planning Policy Framework 2012 seeks to secure positive growth in a way that effectively balances economic, environmental and social progress for this and future generations. The NPPF is a material consideration and has been taken into account as part of the assessment of these proposals.
- 9.3 Since March 2014 Planning Practice Guidance for England has been published online.

Development Plan

- 9.4 The Development Plan is comprised of the London Plan 2016, Islington Core Strategy 2011 and Development Management Policies 2013. The policies of the Development Plan that are considered relevant to this application are listed at Appendix 2 to this report.

Designations

- 9.5 The site has the following designations under the London Plan 2016, Islington Core Strategy 2011, Development Management Policies 2013, Finsbury Local Plan 2013 and Site Allocations 2013:
 - Adjacent to Highbury New Park Conservation Area
 - Adjacent to Highbury Fields Conservation Area
 - Local cycle routes

Supplementary Planning Guidance (SPG) / Document (SPD)

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

10. RELEVANT STATUTORY DUTIES & DEVELOPMENT PLAN CONSIDERATIONS & POLICIES

10.1 Islington Council (Planning Committee), in determining the planning application has the following main statutory duties to perform:

- To have regard to the provisions of the development plan, so far as material to the application and to any other material considerations (Section 70 Town & Country Planning Act 1990);
- To determine the application in accordance with the development plan unless other material considerations indicate otherwise (Section 38(6) of the Planning and Compulsory Purchase Act 2004) (Note: that the relevant Development Plan is the London Plan and Islington's Local Plan, including adopted Supplementary Planning Guidance.)
- As the development is within a conservation area, the Council also has a statutory duty in that special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area (s72(1)).
- As the development is within or adjacent to a conservation area(s), the Council also has a statutory duty in that special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area (s72(1)).

10.2 National Planning Policy Framework (NPPF): Paragraph 14 states: "at the heart of the NPPF is a presumption in favour of sustainable development which should be seen as a golden thread running through both plan-making and decision-taking. For decision-taking this means: approving development proposals that accord with the development plan without delay...

10.3 At paragraph 7 the NPPF states: "that sustainable development has an economic, social and environmental role".

10.4 In considering the planning application account has to be taken of the statutory and policy framework, the documentation accompanying the application, and views of both statutory and non-statutory consultees.

10.5 The Human Rights Act 1998 incorporates the key articles of the European Convention on Human Rights into domestic law. These include:

- Article 1 of the First Protocol: Protection of property. Every natural or legal person is entitled to the peaceful enjoyment of his possessions. No one shall be deprived of his possessions except in the public interest and subject to the conditions provided for by law and by the general principles of international law.
- Article 14: Prohibition of discrimination. The enjoyment of the rights and freedoms set forth in this Convention shall be secured without discrimination on any ground such as sex, race, colour, language, religion, political or other opinion, national or social origin, association with a national minority, property, birth, or other status.

10.6 Members of the Planning Committee must be aware of the rights contained in the Convention (particularly those set out above) when making any Planning decisions.

However, most Convention rights are not absolute and set out circumstances when an interference with a person's rights is permitted. Any interference with any of the rights contained in the Convention must be sanctioned by law and be aimed at pursuing a legitimate aim and must go no further than is necessary and be proportionate.

- 10.7 The Equality Act 2010 provides protection from discrimination in respect of certain protected characteristics, namely: age, disability, gender reassignment, pregnancy and maternity, race, religion or beliefs and sex and sexual orientation. It places the Council under a legal duty to have due regard to the advancement of equality in the exercise of its powers including planning powers. The Committee must be mindful of this duty *inter alia* when determining all planning applications. In particular, the Committee must pay due regard to the need to: (1) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act; (2) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it; and (3) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

11. ASSESSMENT

- 11.1 The main issues arising from this proposal relate to:

- Land Use
- Quality of accommodation
- Design & impact on adjacent Conservation Areas
- Inclusive Design
- Sustainability
- Highways and Transportation
- Trees and Landscaping
- Anti-social behaviour
- Refuse facilities

Land-use

- 11.2 The proposed two storey extension, which would involve alteration to the existing two storey building, would provide additional facilities to both Highbury Grove and Samuel Rhodes Secondary Schools in the form of an enlarged 6th Form building. This would provide a space solely for 6th Form students, including 8 no. classrooms, common rooms, study areas and associated toilets, office space, and storage facilities. The applicant has confirmed that this proposal would allow for Highbury Grove School to increase its capacity by 150 no. pupils overall.
- 11.3 The National Planning Policy Framework (NPPF) states that Local Planning Authorities should give great weight to the need to create, expand or alter schools and should take a positive approach to development that will widen the choice of education. The DCLG Policy Statement (2012)- Planning for schools - mirrors this aim, stating that local authorities should give full and thorough consideration to the importance of enabling the development of state funded schools, including free schools.
- 11.4 Development Management Policy DM 4.12 is very supportive of new social and community infrastructure provision, which the proposed expanded school would represent. The school would be increasing in size with regard to student numbers

and provides a valuable service in this locality, which the council would wish to support and encourage. Policy DM4.12C sets out criteria for new social infrastructure, which must:

- i. *be located in areas convenient for the communities they serve and accessible by a range of sustainable transport modes, including walking, cycling and public transport;*
- ii. *provide buildings that are inclusive, accessible, flexible and which provide design and space standards which meet the needs of intended occupants;*
- iii. *be sited to maximise shared use of the facility, particularly for recreational and community uses; and*
- iv. *complement existing uses and the character of the area, and avoid adverse impacts on the amenity of surrounding uses. As such, the proposal would result in improved facilities for the school.*

11.5 Policy 3.18 of the London Plan 2016 supports the expansion of education facilities and the enhancement of facilities for educational purposes. The provision of additional school facilities and space is classified as provision of new social infrastructure which is supported by policy DM4.12 of the Development Management Policies 2013. Paragraph 4.69 associated with this policy states '*development/redevelopment of social and strategic infrastructure should be designed to meet the needs of their intended occupants, taking into account any appropriate regulations and national design and space standards*'

11.6 Meeting the needs of current and future pupils within the school grounds is evidently a key benefit of this proposal. This would be in accordance with the National Planning Policy Framework which states that the Government, "*attaches great importance to ensuring that a sufficient choice of school places is available to meet the needs of existing and new communities. Local planning authorities should take a proactive, positive and collaborative approach to meeting this requirement...*" The framework also states that Council's should give "great weight to the need to create, expand or alter schools". The London Plan is supportive of proposals which enhance education and skills provision, including the expansion of existing facilities.

11.7 Therefore, in land use terms, it is considered that the expansion of the school at this location would offer a number of policy benefits specific to this proposal.

11.8 Notwithstanding the above, the proposal would be located on an existing car park. Whilst it is acknowledged that the proposal would result in the loss of 10 no. parking spaces, this loss is considered acceptable, and would accord with planning policy guidance found with Policy DM8.5.

11.9 Part B of this policy relating to non-residential uses seeks to ensure parking will only be allowed for non-residential developments where this is essential for operational requirements and therefore integral to the nature of the business or service (e.g. car hire, Use Class B8 storage and distribution uses). In such cases, parking will only be permitted where an essential need has been demonstrated to the satisfaction of the council and where the provision of parking would not conflict with other council policies. Normal staff parking will not be considered essential and will not be permitted. Given this policy guidance, the loss of the existing car parking spaces would be acceptable in land use terms

- 11.10 Overall, given the policy objectives of providing expanded and improved facilities for educational purposes, and the policy guidance in terms car parking provision, the proposal is considered to be acceptable in land use terms and would enhance the teaching facilities at the school.

Quality of Accommodation

- 11.11 Whilst there are no specific policies within the Development Plan which relate to the standard of the educational facilities the Council seeks to provide a good standard of accommodation for the school and good design is sought by policies DM2.1 and DM2.3. Furthermore, the Department for Education provides the guidance within the document titled 'Area guidelines for mainstream schools – BB103' dated June 2014'.
- 11.12 This guidance is generally written to apply to new buildings in primary and secondary schools (including 6th Forms). However, the principles apply to all types of mainstream schools (i.e. all those except special schools or alternative provision) and most of the details can be used when considering schools with existing buildings, whether they are to be remodelled or unaltered.
- 11.13 The above guidance outlines the recommended maximum and minimum areas per pupil for mainstream schools including for post-16 education facilities. The details are in the table below:

Recommended minimum areas for mainstream schools	Base area for:				Area per pupil place for:		
	All primary	Middle schools	Secondary and all-age up to 750		All primary	Key Stage 3/4	Post-16
			up to 16	with 16+			
1. Basic teaching	-	-	-	-	2*	2.9	3.2
2. Halls, dining and PE	100	200	300	375	0.3*	0.6	0.6
3. Learning resources	10	50	75	125	0.1	0.15	0.4
4. Staff and admin.	30	75	100	100	0.2	0.2	0.2
5. Storage	20	75	125	150	0.15	0.25	0.3
Float	80	100	150	250	0.15	0.4	0.3
Minimum net area	240	500	750	1000	2.9	4.5	5
Non-net area	110	200	300	400	1.2	1.8	2
Minimum gross area	350	700	1050	1400	4.1	6.3	7
Recommended maximum areas for mainstream schools							
Maximum net area	275	575	875	1175	3.1	4.9	5.4
Maximum gross area	400	835	1270	1700	4.5	7.1	7.85

Image 6: Table of recommended size for mainstream schools from Appendix A of document 'Area guidelines for mainstream schools – BB103' dated June 2014', including an arrow to show the relevant minimum net area.

- 11.14 In this instance, the total numbers for the 6th Form building is 208 pupils (190 no. from Highbury Grove School, and 18 no. from Samuel Rhodes School) and the proposal would result in a total floorspace of 614 sqm. Using the above table, the minimum net area for post-16 mainstream school should be 5 sqm per pupil place, using the proposed floorspace (at 5 sqm per pupil), the proposal would allow a capacity of 113 pupils, with the proposal only enabling 2.95sqm area per pupil. Therefore, at a full capacity, with both pupils from Highbury Grove School and Samuel Rhodes School using the building, the proposal would fall below the recommended size for post-16 provision for mainstream schools. In addition, no dedicated external areas have been provided for pupils at the school which is recommended within the guidance.
- 11.15 However, the proposal is considered to allow for a cohesive and educational facility for a much needed educational need. In addition, it is considered that the proposal would result in a significant improvement over the existing situation at the school, providing dedicated education facilities for the two schools post-16 provision. The proposal includes 8 no. new classrooms, common rooms, study areas and associated toilets, office space, and storage facilities, which are considered of adequate size. It should be noted that the majority of rooms have dual aspect, and are considered to have access to good levels of sunlight/daylight throughout the day.

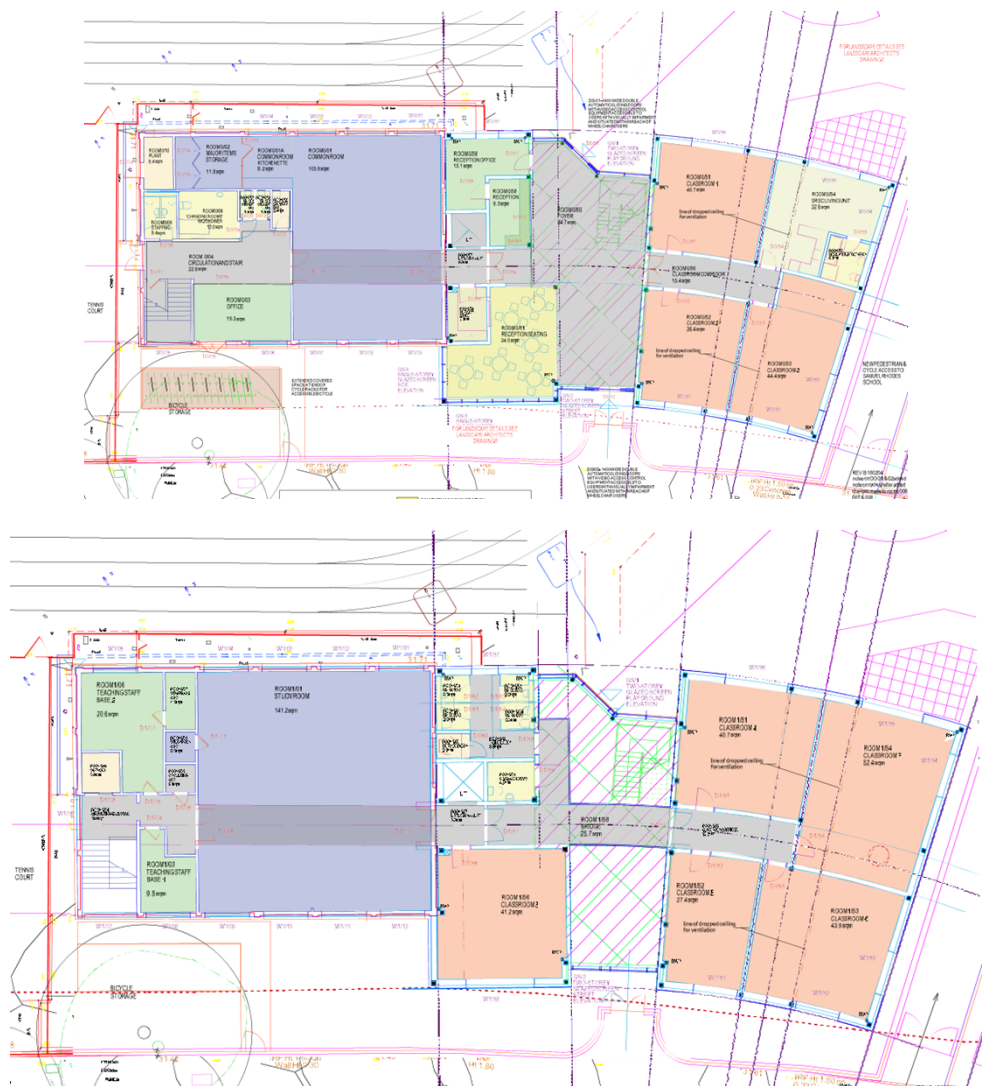


Image 7: Proposed floor plans showing layout at both ground and first floor levels

- 11.16 It should also be noted that these facilities form part of an extension to the main school to improve the general facilities, which will provide a more functional and integrated space. The pupils using the 6th Form building are also likely to benefit from access and the existing resources of the rest of the school site, including educational facilities, being the existing athletics track, as well as the dining and informal and formal social areas of the school site. The above document provides guidance information, rather than minimum requirements and are more aligned to new schools, rather than extensions to existing school sites.
- 11.17 Notwithstanding the above, the school would be required to adhere to the requirements of Ofsted (The Office for Standards in Education, Children's Services and Skills) which is a non-ministerial department of the UK government, reporting to Parliament. Ofsted carry out hundreds of inspections and regulatory visits throughout England and publish the results online, to achieve excellence in education and skills for learners of all ages, and in the care of children and young people. Both Highbury Grove and Samuel Rhodes School's have recently been inspected in 2017. This inspection included an assessment of the existing 6th Form facilities. The Ofsted reports identified that the existing post-16 provision at Highbury Grove School and Samuel Rhodes Secondary Schools is good and outstanding respectively. The improvement of these existing facilities is likely to support the schools maintain and improve these standards.
- 11.18 Overall, it is considered that the proposal would provide an acceptable standard of accommodation and improved 6th Form facilities for both the Highbury Grove and Samuel Rhodes Schools and is considered acceptable in this regard and would offer a much improved and needed educational provision.

Design and Conservation

- 11.19 Given the site is within the setting of both the Highbury Fields and Highbury New Park Conservation Areas the proposal is required to pay special regard to the statutory duty (s72(1)) for the preservation or enhancement of these heritage assets. Therefore, in terms of assessing the acceptability of the design of the proposal, it is important to consider the NPPF, Development Management Policies (2013) DM2.1 and DM2.3, Islington Core Strategy Policies (2011) CS9, and the guidance found within the Urban Design Guide (UDG) 2017, and the associated Conservation Design Guidelines.
- 11.20 Policy DM2.1 states 'All forms of development are required to be of high quality, incorporate inclusive design principles and make a positive contribution to the local character and distinctiveness of an area, based upon an understanding and evaluation of its defining characteristics'.
- 11.21 In relation to heritage, Policy DM2.3 states 'Islington's historic environment is an irreplaceable resource and the council will ensure that the borough's heritage assets are conserved and enhanced in a manner appropriate to their significance'.
- 11.22 Core Strategy Policy CS9 states that 'high quality architecture and urban design are key to enhancing and protecting Islington's built environment, making it safer and more inclusive'.
- 11.23 The UDG provides guidance on how urban design principles should be applied to ensure that new development successfully contributes to making the borough a better place. It is applicable to all new developments, including alterations and extensions to existing buildings.

- | | |
|-------|--|
| 11.24 | <p>Whilst it is acknowledged that the guidance within paragraphs 5.131 to 5.134 relate to residential extensions and alterations, it is considered that there are elements which are relevant in the assessment of this application and are considered to be consistent with the above policy objectives. The guidance states that extensions 'should take into account bulk, height, massing, materials and proportion and how they relate to adjacent heritage assets, uses, building alignment and general treatment of setting. Where the proposal is within a Conservation Area, applicants should have reference to the guidance within the applicable Conservation Area Statement' and 'the depth of extensions must also be carefully considered, having regard to both the impact on the amenity of neighbouring properties and the host building'.</p> |
| 11.25 | <p>In terms of the visual appearance the guidance advises that 'there may be circumstances when extending a building in a way which is a continuation of the existing form, using matching materials and details, is important. In other cases, high quality contemporary contextual design, such as utilising contrasting high quality materials or a lightweight glazed form, may be more appropriate'.</p> |
| 11.26 | <p>Whilst the site is not within a designated Conservation Area, the Highbury Fields Conservation Area and Highbury New Park Conservation Design Guidelines state 'in considering applications for extensions, alterations and refurbishment, the Council will normally require the use of traditional materials'.</p> |

Site Layout (including access routes)

- 11.27 The two storey extension would result in the existing two detached building being extended along the southern boundary with Highbury New Park. The building would form two adjoining parts, being the pitched roofed element to the west and the flat roofed element which would match the eaves towards the east. It would be positioned so that it would project beyond the front building line of the existing two storey building by 3.5m.

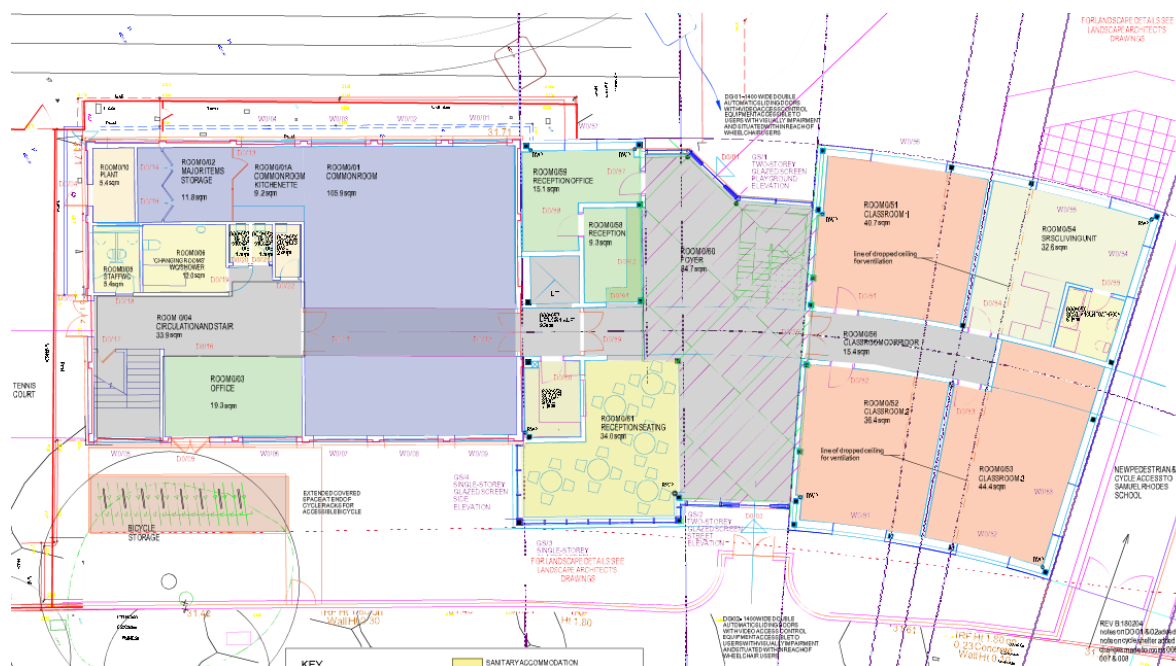


Image 8: Proposed Ground Floor Plan showing difference in building line (3.5m)

- 11.28 It is acknowledged that ideally the extension would be set back further from road, so that it would align with both the existing residential properties along Highbury New Park and with the existing building, given that generous front gardens define properties along this street and the car park forms a large gap between the extension and the residential properties to alleviate this however. However, this position is considered acceptable given the constraints of the site, which has the existing athletics track to the rear and a reduction in the size of the facilities is likely not to be able to provide adequate sized accommodation and be conducive to the educational function of the school, which would not address needs of both schools in this regard.
- 11.29 Access to the building is made via a proposed main entrance which would be positioned centrally, with alterations to the boundary treatment to create a separate access from Highway New Park. In addition, a new pedestrian and cycle access to the site would be created immediately to the east of the building. Whilst limited information has been provided in relation to the external changes for these access routes including to the existing boundary treatments, it is considered that these changes would be improve the existing access arrangements and allow the independent function of the building which is welcomed. A condition has been recommended for the submission of details of these external changes.

Height and massing

- 11.30 Given the majority of the main school building is three storeys in height, the proposal is considered to be of a scale which would be subordinate and in keeping with the visual appearance of the host building and surrounding area, including the residential properties found within the area. In terms of reaching this conclusion consideration has been given to the position of the proposed extension, the distances from adjoining residential uses and the open space within the site, including the adjoining school car park. It is considered that the distances are acceptable such that the scale proposed would remain subservient and cause no visual or amenity to the buildings within the site or the surrounding area.



Image 9: Proposed front and rear elevations

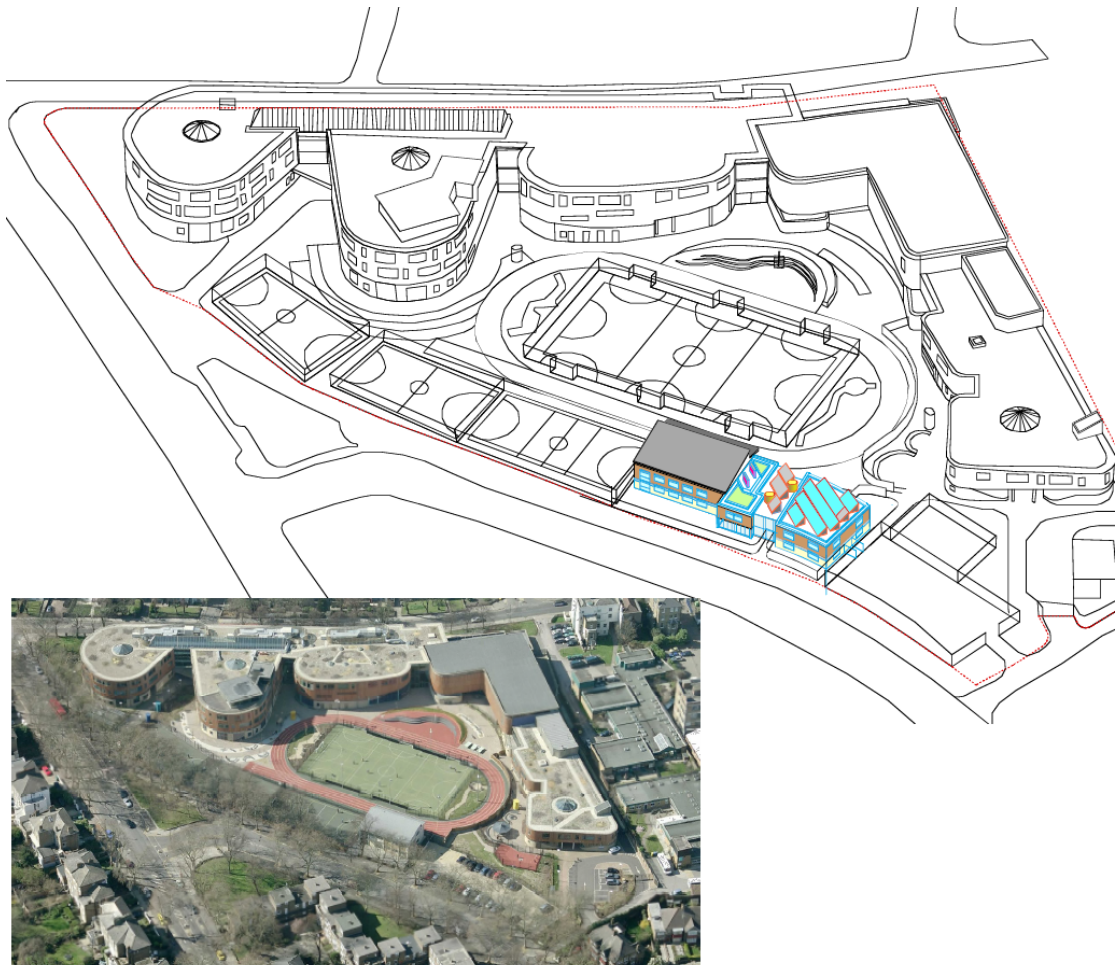


Image 10: Aerial photograph and 3D visual drawing of existing site including the proposal

Detail design/materials

- 11.31 In terms of the general arrangement and fenestration patterns, the language of the existing school buildings, which share a brick base with timber clad upper storeys, have been replicated and the same window design used. It is considered that given this part of the street does not have a strong uniform character, this seems to be a logical design approach to follow and is considered acceptable.
- 11.32 It is acknowledged that there would be a change from timber cladding to aluminium within the proposal, but this would follow the same pattern as the existing timber cladding to the school (randomised slats). It is considered that subject to recommended conditions relating to the submission of and approval of samples of materials, it is considered acceptable. It should also be noted that in this location it also likely that the use of aluminium would be better than timber given the close proximity of a large tree canopy which could have an undesirable impact on the way that the timber would weather and lead to the deterioration of the tree and the visual appearance of the proposal overtime. Bearing in mind the site locations, it is considered the use of aluminium cladding would be a robust and acceptable finish.

and to the east, no. 21A Highbury New Park and no. 1 Holmcote Gardens. The separation distance between the side elevation of the proposal and the closest boundaries of these two properties is 46.9m (no. 21A Highbury New Park) and 53.3m (no. 1 Holmcote Gardens).

- 11.37 Given these separation distances, the proposal is not considered to result in any significant amenity issues, in terms of any loss of daylight/sunlight or outlook to these neighbouring properties. In addition, given the proposal is restricted to two storeys in height, it is also considered to be the same for the neighbouring properties located to the opposite side of Highbury New Park.
- 11.38 In terms of the privacy impact to neighbouring properties, paragraph 2.14 of the Development Management Policies (2013) seeks to protect privacy for residential developments and existing residential properties, stating there should be a minimum distance of 18 metres between windows of habitable rooms. This does not apply across the public highway; overlooking across a public highway does not constitute an unacceptable loss of privacy.
- 11.39 In this respect it is acknowledged that whilst there would be windows to the east/side elevation of the proposal, at ground and first floor level, these windows serve proposed classrooms and what is marked as 'SRSC living unit'. It is considered that the classrooms would not be habitable rooms, indeed whilst the labelling of the ground floor room as a living unit this is not for residential accommodation and would not be a habitable room. This room is allocated to Samuel Rhodes School as a centre for training in life skills for independent living. In addition, as described above the separation distance from the nearest residential properties to the east would far exceed 18 metres. Whilst the windows to the front elevation would not include any habitable rooms, overlooking across a public highway does not constitute an unacceptable loss of privacy. As such, the proposal is considered not to result in any significant overlooking issues associated with the proposal.
- 11.40 As part of the proposal (and internally located) a significant amount of plant equipment is proposed. As such the Council's Pollution Officer has recommended a condition to be attached to any approval in relation to noise levels. The Pollution Officer has commented that the applicant should also be aware of the BB93 guidance (BB93: acoustic design of schools - performance standards by the Department for Education and Education Funding Agency dated February 2015) which addresses acoustics within school environments and the need for good acoustic design to aid the learning within the space. An informative has been recommended for the attention of the applicant in this regard.
- 11.41 The Pollution Officer also advises that there's likely to be some disruption with the demolition and construction of the proposed building, especially to the existing school. As such a condition has been recommended for the submission of a Construction Environmental Management Plan assessing the environmental impacts including (but not limited to) noise & vibration and air quality including dust, smoke and odour of the development. This would be required to be submitted to and approved in writing by the Local Planning Authority prior to any works commencing on site. The report would be required to assess impacts during the construction phase of the development on nearby residents and other occupiers together with means of mitigating any identified impacts.

- 11.42 Overall, the proposal would accord with policy DM2.1 which requires development to safeguard the residential amenity to neighbouring properties.

Inclusive Design and Accessibility

- 11.43 Policy DM2.2 and the Inclusive Design SPD, seeks to ensure developments provide for ease of and versatility in use and deliver safe, legible and logical environments. In this regard the Design and Planning Statement confirms that the proposal would conform to the requirements of Part M of the Building Regulations and to DDA (Disability Discrimination Act) requirements, and in terms of the refurbishment of the existing building as much as is practical.
- 11.44 The Council's Inclusive Design Officer raised a number of issues with the proposal in respect of accessibility and providing an inclusive environment for future users of the building. As such, the applicant provided additional information to address these concerns.
- 11.45 The Inclusive Design has confirmed that the additional information has broadly addressed the concerns and confirmed that proposal would provide the school with an inclusive 6th form facility which is welcomed and sets an example to other development within the Borough. They have confirmed that the provision of a fire evacuation lift is very welcome. It has been requested that ground floor is built in accordance with Drawing No' 102K Rev B.
- 11.46 Given that there is a recommended condition relating to the approved drawings which includes Drawing No' 102K Rev B, it is considered that the proposal would be acceptable in regard to the Council's objectives in relation to Inclusive Design.

Sustainability

- 11.47 Policy DM7.1 seeks to ensure development proposals integrate best practice sustainable design standards (as set out in the Environmental Design SPD), during design, construction and operation of the development.
- 11.48 Within the application details a Sustainable Design Statement was submitted. The report has been collated to review the potential installation of low and zero carbon technologies for the extension of the exiting 6th Form unit at Highbury Grove. The report records the anticipated energy requirements of the building and seeks to identify suitable sustainable means of providing this energy, and also includes a BREEAM assessment of the proposal. The report covers the following:
- Modelling of the proposed redevelopment, including the remodelled existing building and the extension.
 - Review of likely building energy usage.
 - Overview of each renewable/low carbon installation modelled (including feasibility overview).
 - Analysis of energy and carbon savings for potential renewable/low carbon technologies.
- 11.49 The Council's Energy Team confirmed that Council policies do not lay down a specific target for CO2 reduction in minor non-residential schemes. However, in this case, they consider that the applicant appears to have followed the London Plan

approach, seeking a 40% reduction in regulated emissions against a part L 2010 baseline which is welcomed.

- 11.50 The Council welcomes the use of the proposed air source heat pumps (ASHP). Whilst the applicant was advised that in non-residential non-major schemes, an ASHP system should provide one external point of connection enabling heat and hot water supply from a future decentralised energy system, in this instance this has not been achieved, as it is not considered viable. The existing heating system to the school is 80m or more away from the development and any service route would need to cross the existing sports field. However, they have confirmed that the heating system is fed from a single point and so would provide a potentially suitable future connection point for delivery of heat from a local network.
- 11.51 Whilst the Council does encourage non-residential developments to be connected to decentralised energy systems for ASHP systems for minor application development, this is a requirement for major applications as outlined within the Environmental SPD Appendix 7. As such the lack of connection is not considered to warrant refusal in this instance, in addition, the heating system would be fed from a single point meaning that in future it could be connected at future date.
- 11.52 It should be noted that whilst the report does confirm that the proposal could achieve BREEAM standard of 'very good', minor non-residential schemes are not required to achieve a specific BREEAM standard. Part D of Policy DM7.4 only requires a specific BREEAM standard for major non-residential developments. For an application of this scale, Part G of this same policy is more appropriate, which seeks to ensure proposals achieve at least 2 credits for water efficiency in the relevant BREEAM scheme. A condition has been recommended to comply with this requirement.
- 11.53 The Council's Sustainability Officer welcomes the proposed reduction in emissions through passive design and renewable energy. However, the development must achieve the good practice fabric energy efficiency standards set out on page 10 of Islington's Environmental Design SPD. In particular, as the development proposes to use mechanical ventilation the air tightness must be 3.0 or below. In addition, all lighting must be energy efficient (e.g. T5/LED lamps, daylight sensing and absence detection).
- 11.54 The proposal includes the installation of green roofs and photovoltaic panels above the flat roofed element of the proposal, which are welcomed. However, Part C of Policy DM6.5 seeks to ensure provision of green roofs are maximised. The Council's Sustainability Officer has commented that there is a preference for green roofs to cover as large an area as possible, so would encourage combining the use PV panels with the green roofs, or exploring the potential of reducing the amount of PV panels, given the energy benefits of the proposal.
- 11.55 It is considered that given the concerns in relation to the design concerns raised regarding the visibility of the roof structures, it is recommended that a condition is attached for the submission of details for these roof structures, to demonstrate that the green roofs have been maximised. A condition is also recommended to ensure that the green roof areas are based on wild flower planting rather than sedum, stated within the application details.
- 11.56 The Sustainability Officer also welcomes the retention of the existing SUDS (Sustainable Urban Drainage System) in the car park alongside the introduction of additional planting, which is considered to aid sustainable urban drainage at the site.

- 11.57 In accordance with Policy DM6.5, the Sustainability Officer has advised that application should seek to enhance the biodiversity value of the site through wildlife friendly planting, and bird/bat boxes. As such, they have recommended that conditions are attached to any approval in relation to bird/bat boxes which could also include specific reference to a swift box/brick.
- 11.58 Overall, the proposal is considered to be compliant with Council's Sustainable Design policies, and acceptable in this regard.

Highways and Transportation

- 11.59 The proposal includes alterations to the existing arrangements at the site from the public highway along Highbury New Park, this includes the creation of a new pedestrian access in front of the main entrance to the 6th Form building and a new pedestrian and cycle routes to the east elevation of the building. In addition, due to the position of the extension, the proposal would result in one of the access points to the school car park being removed and would result in the loss of 10 no. car parking spaces.
- 11.60 Policy DM8.1 seeks to ensure that the *design of developments, including building design and internal layout, site layout, public realm and the provision of transport infrastructure, is required to prioritise the transport needs of pedestrians, public transport users and cyclists above those of motor vehicles*. In addition, this is supported by Part B of Policy DM8.5 which seeks to ensure *parking will only be allowed for non-residential developments where this is essential for operational requirements and therefore integral to the nature of the business or service (e.g. car hire, Use Class B8 storage and distribution uses)*. In such cases, *parking will only be permitted where an essential need has been demonstrated to the satisfaction of the council and where the provision of parking would not conflict with other council policies*. Normal staff parking will not be considered essential and will not be permitted.
- 11.61 Given the above policy guidance, and as the site is within an area with excellent (PTAL 6a) public transport provision the loss of 10 no. parking spaces is considered acceptable. It should be noted that a significant proportion of the existing car parking spaces would be retained (24 no. retained out of 34 no. existing). It is therefore considered that the loss of the car parking is acceptable in addition to the benefits of proposal (which are outlined in the land use section above).
- 11.62 Part B of Policy DM8.2 and associated Appendix 5 does state that all school developments should have a school travel plan. Whilst it is acknowledged that a School Travel Plan was not submitted to accompany the application, the Council's School Travel Plan Officer has recommended a condition be attached to any approval for the submission of an updated School Travel Plan to account for the increase of the capacity of the main part of the school by 150 pupils.
- 11.63 The application originally proposed to use the existing access road, positioned to the east of the site and to the west of no. 21A Highbury New Park, for construction vehicles. This existing access road, which is not a public highway, provides existing access to the Samuel Rhodes Secondary School. The Council's Highways team raised no objections to the use of this access road, but requested conditions preventing vehicles using this access during school dropping off and picking up time, to prevent conflict with pedestrians, and requested additional school signage on Highbury New Park.

- 11.64 Whilst there are no objections to imposing these conditions, following concerns raised in relation to the potential impact on trees by construction vehicles, (which is outlined in the report below) the applicant has confirmed that this side access would not be used and that construction vehicles would use the existing access to the car park. As such, a condition has been recommended to ensure that there shall be no construction vehicles using the side access road, as well as the road signage along Highbury New Park. In addition, the Highways Officer has requested that the existing crossover be removed at the applicant's expense, which would be redundant as a result of the proposal. A condition has been recommended to fulfil this request.

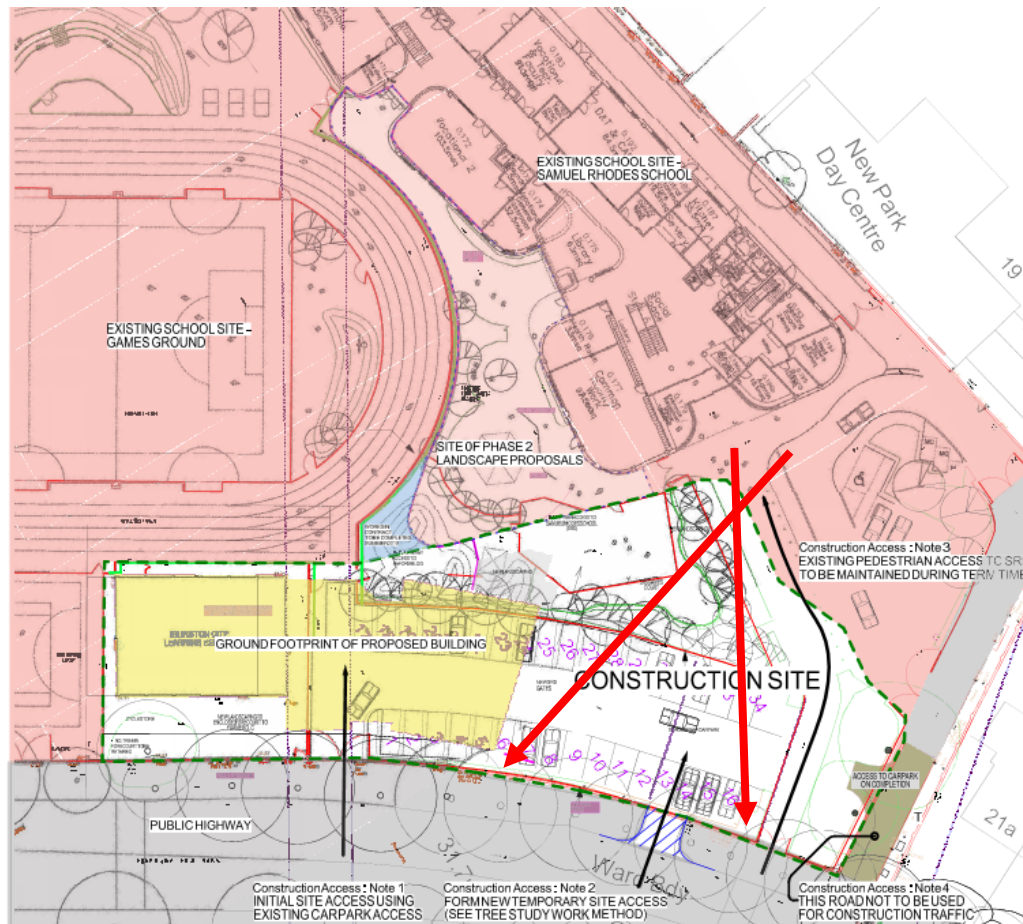


Image 12: Site Plans showing access routes during construction

- 11.65 Policy DM8.4 seeks to ensure minor developments creating new residential and/or commercial units, and extensions of 100sqm or greater, are required to provide cycle parking in accordance Appendix 6 of the Development Management Policies (2013). In this instance, Appendix 6 confirms cycle storage is required 1 per 7 staff plus 1 per 10 students.
- 11.66 In this instance, the proposal has included an area for the storage of 12 no. cycle which would be positioned between the proposal and the existing fencing along Highbury New Park to the east of the existing tennis courts. In addition, following advice from the Inclusive Design Officer an additional space for accessible cycle is provided, resulting in a storage for a total of 13 no. cycles.
- 11.67 As the proposal results in over 100sqm of floorspace, the proposal requires a minimum storage of 16 no. cycles, being 15 no. cycles for the uplift in students (150 no.) and 1 no. cycles in terms of the uplift in staff (10 no.).

- 11.68 The proposal would not accord with the minimum requirements of Appendix 6 in terms of cycle storage. Whilst it is acknowledged this application relates to an existing school which includes cycle storage forming part of the originally approved application, in order to ensure the proposal would provide adequate cycle storage provision for the increase in pupil numbers, a condition has been recommended to ensure that storage for 16 no. cycles is provided, which would need to be installed prior to the occupation of the 6th Form building.
- 11.69 Overall, subject to a number of recommended conditions outlined above, the proposal is considered to have an acceptable impact on the local highway network and pedestrian safety and is compliant with the Council's transport policies.

Trees and Landscaping

- 11.70 Part B of Policy DM6.5 seeks to ensure developments minimise any impacts on trees, shrubs and other significant vegetation. Whilst it is acknowledged the site is not within a conservation area and that there are no protected trees (benefitting from Tree Protection Orders) the policy seeks to ensure that there would not be any loss of or damage to trees, or adverse effects on their growing conditions, and that there loss will only be permitted where there are over-riding planning benefits. This includes developments within proximity of existing trees which are required to provide protection from any damage during construction phases and from the development.
- 11.71 As a validation requirement, an Arboricultural Impact Assessment was submitted to assess the impact of the proposal on the existing trees. This included the impact as a result of the extension and the proposed access from the private side road (between the east of the site and west of no. 21A Highbury New Park) through the area of vegetation.
- 11.72 Following the submission of this information, the Council's Tree Preservation Officers raised concerns in relation to the potential impact on trees as a result of construction vehicles using the side access and entering the site between two existing trees (marked as T1 and T2 on the drawings).

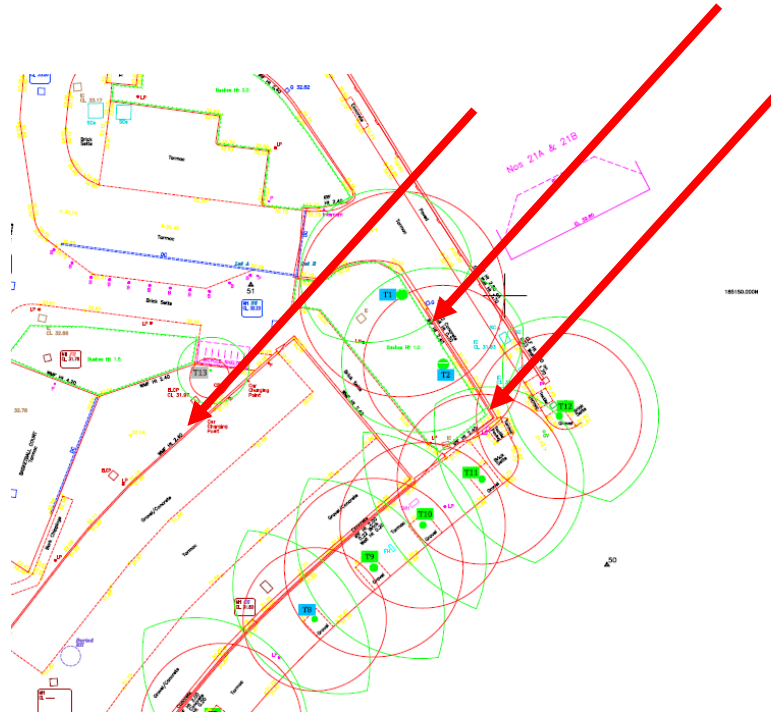


Image 13: Tree constraints plan showing the existing tree (T13) to be removed and the two trees (T1 and T2) either side of original access route.



Image 14: Photo of the two trees (T1 and T2) either side of original access route (arrow shows route).

- 11.73 These two trees (T1 and T2) have classified as B (moderate) quality and value trees, based on BS5837 retention categories. This categories trees based on the condition, quality and amenity value, also includes A (those of high quality and value), C (those of low quality and value) and U (unsuitable for retention) classification trees.

- 11.74 The Council's Tree Preservation Officer raised significant concerns in relation to the use of this access, due to the requirement for the use of ramps and other structures to overcome the changes in land levels. There were concerns that the use of this access could potentially result in the loss of one if not both of these trees, and it was advised that alternatives should be investigated.
- 11.75 As a result of these concerns the applicant has confirmed that this access would not be used for construction vehicles and they would use the existing vehicle car park entrance instead (from Highbury New Park). A condition has been recommended to ensure that there will be no use of this access for vehicles associated with the construction of the development.
- 11.76 As result all trees would be retained except for one Category C (those of low quality and value) tree (T13), which would be replaced by 7 no. semi-mature trees which would be planted to mitigate this loss. This tree is located within the central area of the site, to the north side of the existing car park. The Council's Tree Preservation Officer has confirmed that they are satisfied with this mitigation. A condition has been recommended to provide details of the species and location of these trees to be planted.
- 11.77 Notwithstanding the above, a condition has been recommended to ensure that an Arboricultural Method Statement is submitted and approved prior to the commencement of the development to ensure that appropriate measures are taken to ensure no significant impact on trees as a result of the proposal during the construction phase and as a result of the development.
- 11.78 Overall, subject to the imposition of a conditions relating to the access, details of the tree planting and the submission of an Arboricultural Method Statement, the proposal is considered to be consistent with the requirements of Policy DM6.5 of the Development Management Policies.

Anti-social behaviour

- 11.79 Concerns have been raised in neighbour consultation responses in relation to anti-social behaviour by students of the school, in terms of being abusive to neighbours, and congregating and leaving bikes outside neighbouring properties. As a result of these concerns, the Secured by Design Officer was consulted on the proposal.
- 11.80 The Secured by Design Officer confirmed that they have no objections to the proposal as it is within the secure confines of the school grounds. In relation to antisocial behaviour from the students as they leave the school, the officer considers that this is an issue that needs to be addressed with the school or/and with local ward officers who can assist in tackling any existing issues. The behaviour of students outside of the school, in their opinion, is not something that can be 'designed out' of the proposed development and therefore there is nothing they can suggest with regards to physical measures or design features which would prevent this existing situation. They have also noted that the 6th Form students having their own, more independent space, within the site may mean they are more likely to spend time there, rather than hang around outside the school, which may well lessen the actual occurrence or perception of anti-social behaviour.

- 11.81 Given these comments it is considered that the proposal would not give rise to any significant anti-social behaviour issues, over and above the existing situation, and is therefore considered acceptable in this regard.

Refuse

- 11.82 Whilst it is acknowledged that the proposal relates to an extension to an existing building, the proposal is likely to result in an increase in refuse and recycling. As a result, a condition has been recommended to require the submission of details prior to the commencement of the development to demonstrate there would be adequate provision.

Other matters

- 11.83 Concerns have been raised in relation to the lack of consultation from the applicant by the Council. Given the application relates to a minor development, there is no statutory requirement to undertake consultation with neighbours prior to the formal submission of an application. In terms of the consultation carried out within the planning application by the Council, as described above 500 letters were sent to adjoining neighbours, and it was advertised by Site and Press adverts. This consultation is considered to be adequate for the proposal and exceeds the statutory requirements.

12. SUMMARY AND CONCLUSION

- 12.1 The proposed two storey extension and refurbishment of the existing two storey detached building to provide improved dedicated 6th Form facilities to both Highbury Grove and Samuel Rhodes Schools are considered acceptable. Whilst the proposal would result in the loss of part of the existing car park (10 no. spaces) this is considered to align with the Council's policies in regards to sustainable forms of transport and promoting car-free developments. The provision of improved educational facilities for the existing schools is welcomed and supported by policy.
- 12.2 The extensions and buildings are considered to be acceptable in design terms and will not have a detrimental impact to the character of the adjacent and nearby heritage assets of Highbury New Park and Highbury Fields Conservation Areas and would fulfil the Council's statutory duty requirements (s72(1)) in this regard.
- 12.3 The proposal is also considered to be acceptable in terms of the Council's objectives on sustainability and inclusive design.
- 12.4 The amenity of neighbouring residents will not be materially harmed due to appropriate siting, scale and separation distances. In addition, in terms of noise and other amenity issues conditions have been recommended in relation to the submission of details for the construction period, and noise levels for the plant equipment. Planning conditions are proposed to ensure that the scheme would not detrimentally impact the existing trees and ensure that adequate mitigation is provided. In addition, the proposal is not considered to result in a detrimental impact to either pedestrians or vehicles using the surrounding local highway network.

Conclusion

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

APPENDIX 1 – RECOMMENDATIONS

RECOMMENDATION A

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

List of Conditions:

1	Commencement
	<p>3 YEAR CONSENT PERIOD: The development hereby permitted shall be begun not later than the expiration of three years from the date of this permission.</p> <p>REASON: To comply with the provisions of Section 91(1)(a) of the Town and Country Planning Act 1990 as amended by the Planning and Compulsory Purchase Act 2004 (Chapter 5)</p>
2	Approved plans list
	<p>DRAWING AND DOCUMENT NUMBERS: The development hereby approved shall be carried out in accordance with the following approved plans:</p> <p>100.1, 100.2, 100.4, 011, 001, 002 (Ground Floor), 002 (First Floor), 004, 005, 006, 447.01_A, 447.02, 447.03, 105, 102/Rev.A, 102S 103, 104, 111, 101, 000, 5278, Design and Planning Statement dated April 2017, Appendices A1, A2, A3, A4, B1, B2, C, D, E, F, G (rev.B), H (rev.A), 202/Rev A, 115, Green roofs spec dated 20 May 2017, 116, 8763/002/Rev.B, 000/1250, Tree Survey Report/Rev.C dated June 2017, Addendum Design and Planning Statements dated March 2018, including revised drawings 012/Rev.B, 102K/Rev.B, 103K/Rev.B, 115/Rev.A, Inclusive Design Statement dated 5 March 2018.</p> <p>REASON: To comply with Section 70(1) (a) of the Town and Country Act 1990 as amended and the Reason for Grant and also for the avoidance of doubt and in the interest of proper planning.</p>
3	Materials
	<p>CONDITION: Details and samples of all facing materials shall be submitted to and approved in writing by the Local Planning Authority prior to any superstructure work commencing on site. The details and samples shall include:</p> <ul style="list-style-type: none"> a) cladding (including brick panels and mortar courses) b) brickwork (including colour, texture and method of application); c) window treatment (including sections and reveals); d) roofing materials (including position and location of structures); e) boundary alterations (including position) and f) any other materials to be used. <p>The development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.</p> <p>REASON: In the interest of securing sustainable development and to ensure that the resulting appearance and construction of the development is of a high standard.</p>

4	Green/Brown Biodiversity Roofs (Compliance)
	<p>CONDITION: The biodiversity (green/brown) roofs shown on drawing no. 1041.1 shall be:</p> <ul style="list-style-type: none"> a) biodiversity based with extensive substrate base (depth 80 -150mm); b) laid out in accordance with plans hereby approved; and c) planted/seeded with a mix of species within the first planting season following the practical completion of the building works (the seed mix shall be focused on wildflower planting, and shall contain no more than a maximum of 25% sedum). <p>The biodiversity (green/brown) roofs shall not be used as an amenity or sitting out space of any kind whatsoever and shall only be used in the case of essential maintenance or repair, or escape in case of emergency.</p> <p>The biodiversity roof(s) shall be laid out within 3 months of next available appropriate planting season after the construction of the building it is located on and shall be maintained as such thereafter.</p> <p>REASON: To ensure the development provides the maximum possible provision towards creation of habitats, valuable areas for biodiversity and minimise run-off.</p>
5	Bird/bat boxes
	<p>CONDITION: Prior to the commencement of the hereby approved development details of the bat and bird boxes shall be submitted and approved. The details shall include information an investigation of the most suitable location and shall include nesting location and boxes for swifts. The approved details shall be implemented in full and retained thereafter.</p> <p>REASON: To provide suitable nesting locations in accordance with the Council's biodiversity objectives.</p>
6	Water efficiency
	<p>CONDITION: Prior to the occupation of the hereby approved development, details shall be submitted and approved in writing, demonstrating compliance with the water efficiency requirements of Part G of Policy 7.4 of Development Management Policies (2013) and Environmental Design SPD. The approved measures shall be implemented in full and retained thereafter.</p> <p>REASON: To ensure the water efficiency of the development.</p>
7	Construction Environmental Management Plan
	<p>CONDITION: Notwithstanding the details submitted with the application, a Construction and Environmental Management Plan (CEMP) shall be submitted to and approved in writing by the Local Planning Authority prior to the commencement of development. The Method of Construction Statement shall include details and arrangements regarding:</p> <ul style="list-style-type: none"> a) The notification of neighbours with regard to specific works; b) Advance notification of any access way, pavement, or road closures; c) Details regarding parking, deliveries and storage including details of the routing, loading, off-loading, parking and turning of delivery and construction vehicles and the accommodation of all site operatives', visitors' and construction vehicles during the construction period; d) Details regarding the planned demolition and construction vehicle routes

	<p>and access to the site;</p> <ul style="list-style-type: none"> e) Details regarding dust mitigation and measures to prevent the deposit of mud and debris on the public highway. No vehicles shall leave the site until their wheels, chassis and external bodywork have been effectively cleaned and washed free of earth, mud, clay, gravel, stones or any other similar substance; f) Details of waste storage within the site to prevent debris on the surrounding estate and the highway and a scheme for recycling/disposing of waste resulting from demolition and construction works; g) The proposed hours and days of work (with reference to the limitations of noisy work which shall not take place outside the hours of 08.00-18.00 Monday to Friday, 08.00-13.00 on Saturdays, and none on Sundays or Bank Holidays.) h) Details of any proposed external illumination and/or floodlighting during construction; i) Details of measures taken to prevent noise disturbance to surrounding residents j) Information on access and security measures proposed to prevent security breaches at the existing entrances to the site, to prevent danger or harm to the neighbouring residents, and to avoid harm to neighbour amenity caused by site workers at the entrances to the site; j) Details addressing environmental and amenity impacts (including (but not limited to) noise, air quality, smoke and odour, vibration and TV reception) k) Details as to how safe and convenient vehicle access will be maintained for all existing units accessed via Melody Lane at all times, including emergency service vehicles; l) Details as to how neighbour amenity impacts arising specifically from the proposed basement and foundations will be minimised; m) Details of any construction compound including the siting of any temporary site office, toilets, skips or any other structure; and n) Details of any further measures taken to limit and mitigate the impact of construction upon the operation of the highway and the amenity of the area. The report shall assess the impacts during the preparation/demolition, excavation and construction phases of the development on the surrounding roads, together with means of mitigating any identified impacts. The report shall also identify other local developments and highways works, and demonstrate how vehicle movements would be planned to avoid clashes and/or highway obstruction on the surrounding roads. <p>The demolition and development shall thereafter be carried out in accordance with the details and measures approved in the Method of Construction Statement. The development shall be carried out strictly in accordance with the details so approved and no change therefrom shall take place without the prior written consent of the Local Planning Authority.</p> <p>REASON: In order to secure the safe and efficient operation of the highway network, local residential amenity and to mitigate the impacts of the development.</p>
8	Access route for construction vehicles
	<p>CONDITION: Notwithstanding the details shown within the approved drawing there shall be no use of the private access road along the eastern boundary of the site and the western boundary along no. 21A Highbury New Park, by construction vehicles.</p>

	REASON: In order to prevent conflict with pedestrian and vehicles
9	Signage
	<p>CONDITION: During the construction period for the hereby approved development signage shall be installed along the public highway of Highbury New Park to inform pedestrian and vehicle road users of the development.</p> <p>REASON: To avoid conflict between pedestrians and vehicles during the construction period.</p>
10	Bicycle Storage
	<p>CONDITION: Notwithstanding the details shown within drawing no. 102K/Rev.B for the hereby approved development, secure storage shall be provided prior to the first occupation of the development, for a minimum of 16 no. cycles and shall be permanently maintained as such thereafter.</p> <p>REASON: To ensure adequate cycle parking are available and easily accessible on site and to promote sustainable modes of transport.</p>
11	Travel Plan
	<p>CONDITION: An updated Travel Plan for the development shall be submitted to and approved in writing by the Local Planning Authority prior to the occupation of the hereby approved development. The Travel Plan shall assess the transport impact on the surrounding area as a result of the uplift in pupils. The recommendations identified within the updated Travel Plan shall be implemented in full and retained thereafter, apart from with written consent of the Local Planning Authority.</p> <p>REASON: To ensure there would not be a detrimental transport impact on the surrounding area.</p>
12	Landscaping
	<p>CONDITION: A landscaping scheme shall be submitted to and approved in writing by the Local Planning Authority prior to any superstructure works commencing on site. The landscaping scheme shall include the following details:</p> <ul style="list-style-type: none"> a) a biodiversity statement detailing how the landscaping scheme maximises biodiversity; b) existing and proposed underground services and their relationship to both hard and soft landscaping; c) proposed trees: their location, species and size (minimum of 7 no.); d) soft plantings: including grass and turf areas, shrub and herbaceous areas; e) topographical survey: including earthworks, ground finishes, top soiling with both conserved and imported topsoil(s), levels, drainage and fall in drain types; f) enclosures: including types, dimensions and treatments of walls, fences, screen walls, barriers, rails, retaining walls and hedges; g) hard landscaping: including ground surfaces, kerbs, edges, ridge and flexible pavings, unit paving, furniture, steps and if applicable synthetic surfaces; and h) any other landscaping feature(s) forming part of the scheme. All landscaping in accordance with the approved scheme shall be completed / planted during the first planting season following practical completion of the development hereby approved.

	<p>The landscaping and tree planting shall have a two-year maintenance / watering provision following planting and 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 completion of the development shall be replaced with the same species or an approved alternative to the satisfaction of the Local Planning Authority within the next planting season. The development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.</p> <p>REASON: In the interest of biodiversity, sustainability, and to ensure that a satisfactory standard of visual amenity is provided and maintained.</p>
13	<p>Arboricultural Method Statement</p> <p>CONDITION: No site clearance, preparatory work or development shall take place until a scheme for the protection of the retained trees (the tree protection plan, TPP) and the appropriate working methods: the arboricultural method statement (AMS) in accordance with British Standard BS 5837 2012 –Trees in Relation to Demolition, Design and Construction and construction method statement have been submitted to and approved in writing by the local planning authority.</p> <p>The AMS specifically needs to adequately address:</p> <ul style="list-style-type: none"> • Minimising and mitigating the impacts from service and drainage link up to the development • The foundation detail and how impact to the adjacent tree rooting volume is mitigated • Arboricultural site supervision through construction • Tree and ground protection through construction <p>Development shall be carried out in accordance with the approved details.</p> <p>REASON: In the interest of biodiversity, sustainability, and to ensure that a satisfactory standard of visual amenity</p>
14	<p>Noise levels</p> <p>CONDITION: The design and installation of new items of fixed plant shall be such that when operating the cumulative noise level LAeq Tr arising from the proposed plant, measured or predicted at 1m from the facade of the nearest noise sensitive premises, shall be a rating level of at least 5dB(A) below the background noise level LAF90 Tbg. The measurement and/or prediction of the noise should be carried out in accordance with the methodology contained within BS 4142: 2014.</p> <p>REASON: To preserve the amenity of neighbouring properties.</p>
15	<p>Refuse</p> <p>CONDITION: Prior to the commencement of the hereby approved development, details of refuse and recycling storage shall be submitted to and approved in writing by the Local Planning Authority. The approved details shall be implemented in full and retained thereafter.</p> <p>REASON: To provide adequate refuse and recycling.</p>

16	Grampian condition :highways reinstatement
	<p>CONDITION: The occupation of the development authorised by this permission shall not begin until the highway/improvement works in relation to the removal of the redundant crossover and the footway reinstated on Highbury New Park has been completed by and to the satisfaction of Islington Council Highways Services (T:020 7527 2000 / E:streetworks@islington.gov.uk) with the cost met by the applicant.</p> <p>REASON: To secure and maintain an acceptable pavement layout and pedestrian safety.</p>

List of Informatives:

1	Positive Statement
	<p>To assist applicants in a positive manner, the Local Planning Authority has produced policies and written guidance, all of which is available on the Council's website.</p> <p>A pre-application advice service is also offered and encouraged. Whilst this wasn't taken up by the applicant, and although the scheme did not comply with guidance on receipt, the LPA acted in a proactive manner offering suggested improvements to the scheme (during application processing) to secure compliance with policies and written guidance. These were incorporated into the scheme by the applicant.</p> <p>This resulted in a scheme that accords with policy and guidance as a result of positive, proactive and collaborative working between the applicant, and the LPA during the application stages, with the decision issued in a timely manner in accordance with the NPPF.</p>
2	Construction Environmental Management Plan
	<p>The CEMP should pay reference to BS5228:2009+2014, the GLA's SPG on control of dust and emissions from construction and demolition, the Non Road Mobile Machinery register, CLOCs status for contractors and any other relevant guidance.</p>

APPENDIX 2: RELEVANT POLICIES

This appendix lists all relevant development plan policies and guidance notes pertinent to the determination of this planning application.

1 National Guidance

The National Planning Policy Framework 2012 seeks to secure positive growth in a way that effectively balances economic, environmental and social progress for this and future generations. The NPPF is a material consideration and has been taken into account as part of the assessment of these proposals.

Since March 2014 Planning Practice Guidance for England has been published online.

2. Development Plan

The Development Plan is comprised of the London Plan 2016, Islington Core Strategy 2011, Development Management Policies 2013, Finsbury Local Plan 2013 and Site Allocations 2013. The following policies of the Development Plan are considered relevant to this application:

3 London's people

Policy 3.16 Protection and enhancement of social infrastructure

Policy 3.18 Education facilities

Policy 3.19 Sports facilities

5 London's response to climate change

Policy 5.1 Climate change mitigation

Policy 5.2 Minimising carbon dioxide emissions

Policy 5.3 Sustainable design and construction

Policy 5.6 Decentralised energy in development proposals

Policy 5.9 Overheating and cooling

Policy 5.10 Urban greening

Policy 5.11 Green roofs and development site environs and large buildings

6 London's transport

Policy 6.3 Assessing effects of development on transport capacity

Policy 6.9 Cycling

7 London's living places and spaces

Policy 7.1 Building London's neighbourhoods and communities

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 7.7 Location and design of tall
Policy 7.8 Heritage assets and
archaeology

8 Implementation, monitoring and review

Policy 8.1 Implementation

B) Islington Core Strategy 2011

Policy CS9 (Protecting and Enhancing
**Islington's Built and Historic
Environment**)

Policy CS10 (Sustainable Design)

Infrastructure and Implementation

Policy CS20 (Partnership Working)

C) Development Management Policies June 2013

DM2.1 Design

DM2.2 Inclusive Design

DM2.3 Heritage

DM6.5 Landscaping, trees and biodiversity

DM7.1 Sustainable design and construction

DM7.4 Sustainable design standards

DM8.1 Movement hierarchy

DM8.4 Walking and cycling

DM8.5 Vehicle parking

DM4.12 Social and Strategic infrastructure and cultural facilities

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

The following SPGs and/or SPDs are relevant:

Islington Council Guidance

- Conservation Area Design Guidelines
- Inclusive Landscape Design
- Environmental Design SPD
- Streetbook SPD
- Urban Design Guide

London Plan

- Accessible London: Achieving an Inclusive Environment
- Sustainable Design & Construction