

PLANNING COMMITTEE REPORT

Development Management Service
Planning and Development Division
Environment and Regeneration
Department
PO Box 333
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LONDON N1 1YA

PLANNING SUB-COMMITTEE B		AGENDA ITEM NO:
Date:	15 TH July 2014	NON-EXEMPT

Application number	P2014/1591/FUL & P2014/1680/LBC
Application type	Full Planning Application
Ward	Finsbury Park
Listed building	Grade II
Conservation area	N/A
Development Plan Context	Grade II Listed Building Archaeological Priority Area APA4 (Tollington Settlement)
Licensing Implications	None
Site Address	Montem Primary School, Hornsey Road, London N7 7QT
Proposal	The removal of the existing single storey canopy to the rear of the playground and the construction of a single storey extension to provide a dedicated Two-Year-Old Facility for pre nursery infants.

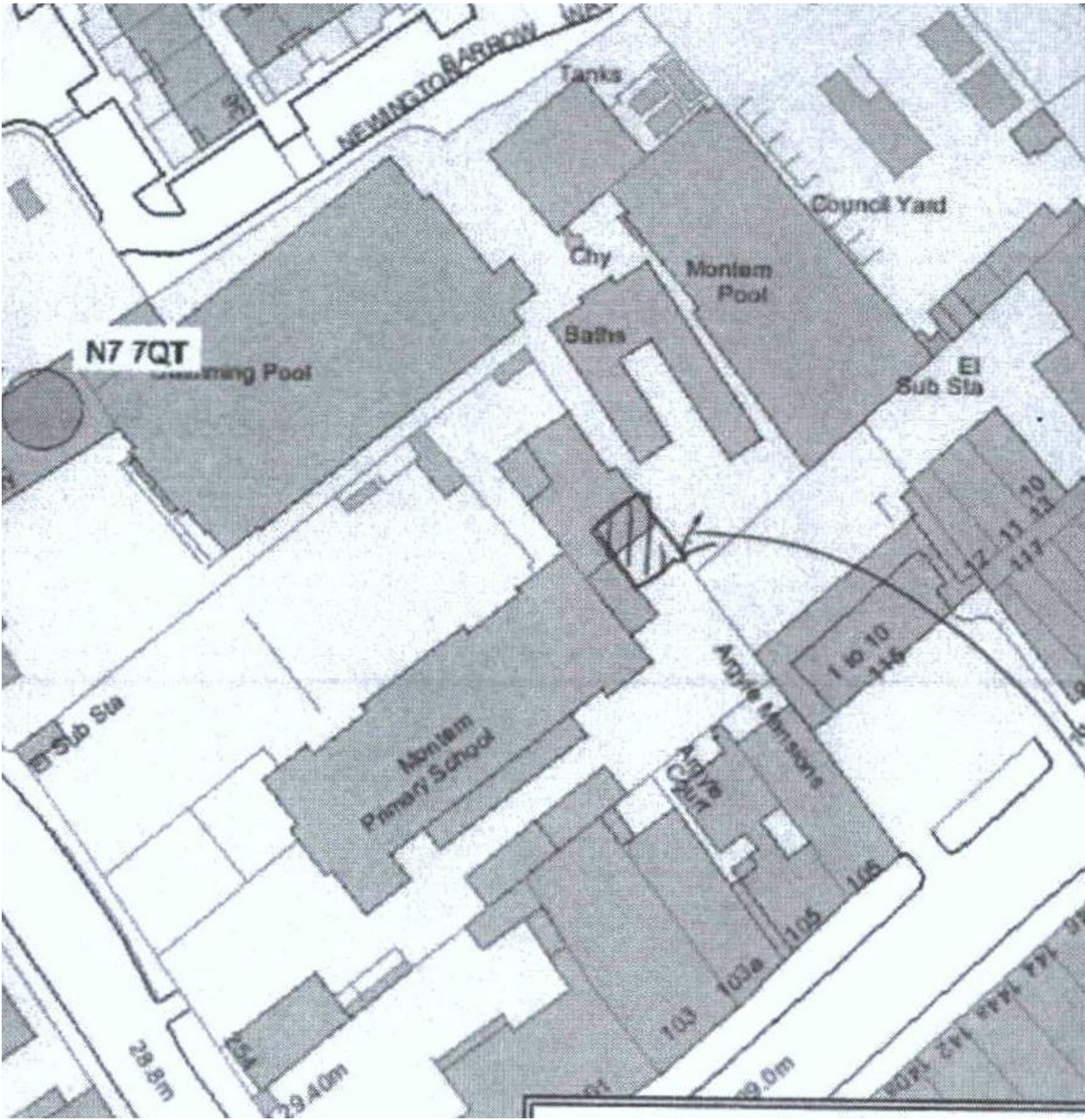
Case Officer	Ashley Niman
Applicant	Sachin Desai, LB Islington
Agent	John Keefe, Ream Partnership

1. RECOMMENDATION

The Committee is asked to resolve to **GRANT** planning permission:

1. subject to the conditions set out in Appendix 1;

2. SITE PLAN (site outlined in black)



3. PHOTOS OF SITE/STREET



Image 1: The school and site, north east elevation



Image 2: Existing canopy

4.0 SUMMARY

- 4.1 Planning permission and Listed Building Consent are sought for the removal of the existing open canopy and enclosed space to the rear of the school playground adjacent to the existing nursery, and its replacement with a single storey building to provide a dedicated Two Year Old Facility.
- 4.2 The application is brought to committee because it is a Council-own development.
- 4.3 The principal of the land use is acceptable since there is no overall loss of external playspace and there is a clear need for the Two-Year-Old Facility.
- 4.4 The new structure will not harm the appearance, character and setting of the Grade II Montem Primary School.
- 4.5 The new structure will not materially affect the amenity of adjacent residents.
- 4.6 It is therefore recommended that planning permission and listed building consent be granted subject to conditions.

5.0 SITE AND SURROUNDING

- 5.1 Montem School is a 1890s Victorian Board School of four storeys and of characteristic design, including distinctive red brick detailing and large areas of glazing. It is a Grade II listed building although not within a conservation area. The site is within an Archaeological Priority Area.
- 5.2 The school covers most of its own site, with play areas to the south and west of the main building. Access is from the main entrance on Hornsey Road. There is currently substantial car parking provision along the perimeter of the playground area. The existing enclosed space to the rear is presently used as nursery play area.
- 5.3 The surrounding area is in mixed use and following recent developments of the Hornsey Road Baths, and land to the rear on Heather Close, there is a substantial increase in the scale of building and residential population.

6.0 PROPOSAL (in Detail)

- 6.1 The removal of the existing single storey canopy and associated surfaces to the rear of the playground and for the construction of a single storey extension to provide a dedicated Two-Year-Old facility for pre nursery infants, with an approximate intake of 12 children, together with three/four carers. The floor area would be replacing a canopy of 16sqm, together with the removal of a planter and climbing frame within the existing play ground area, in total covering 80sqm.

7.0 RELEVANT HISTORY:

Planning applications

- 7.1 P111285/P111288 Refurbishment works; internal alterations and widening of a door opening. Approved 10/01/2012.
- 7.2 P112228/P112229 Installation of 3x AC Units and a new galvanised access ladder at roof level; Installation of replacement external lighting and flood lighting; including internal alterations. Approved 09/11/2012.
- 7.3 There are a large number of other older minor applications in regard to improvements to the school dating back to the 1980s. These include various internal alterations including installation of a lift and the creation of a third floor mezzanine level.

Pre-Application advice

- 7.4 A site visit was held on the 12th March 2014 with the applicant, agent and the Design and Conservation Officer. The advice was that the proposal was acceptable in principle subject to considerations of the play area to be lost and how this would be recovered elsewhere on site, and secondly, consideration of the importance of the listed building and how to preserve the special asset.

Enforcement

- 7.5 None

8.0 CONSULTATION

Public Consultation

- 8.1 Letters were sent to occupants of 149 adjoining and nearby properties at Tiltman Place, Heather Close, Hornsey Road and Seven Sisters Road on 2nd May 2014. A site notice and press advert were displayed on 8th May 2014. The public consultation of the application therefore expired on 29th May 2014, however it is the Council's practice to continue to consider representations made up until the date of a decision. One residential block was omitted from the first round of consultation and following consultation on the 11th June, the consultation period will expire on the 3rd July.
- 8.2 At the time of the writing of this report no responses had been received from the public with regard to the application.

External Consultees

- 8.3 **English Heritage (Greater London Archaeology Advisory Service):** No objections.

- 8.4 **Metropolitan Police (Crime Prevention):** No comments apart from a recommendation that the proposed sky lights and bi-fold doors are to the physical security standard of Secured by Design.
- 8.5 **London and Middlesex Archaeological Society:** Felt there could be a better design solution.
- 8.6 **Sport England:** No objections.

Internal Consultees

- 8.7 **Access Officer:** No objection to the proposal.
- 8.8 **Policy Officer:** Discusses the principal of loss of playground space but also the provision of additional space for pre-nursery
- 8.9 **Design and Conservation Officer:** No objection subject to conditions.

9.0 RELEVANT POLICIES

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

National Guidance

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

Development Plan

- 9.2 The Development Plan is comprised of the London Plan 2011, Islington Core Strategy 2011, Development Management Policies 2013, Finsbury Local Plan 2013 and Site Allocations 2013. The policies of the Development Plan are considered relevant to this application and are listed at Appendix 2 to this report.

Designations

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

Islington Local Plan
Grade II Listed Building
Archaeological Priority Area APA4
(Tollington Settlement)

London Plan
Mayors Protected Vista (Alexandra
Palace to St Paul's Cathedral)

Supplementary Planning Guidance (SPG) / Document (SPD)

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

10.0 ASSESSMENT

The main issues arising from this proposal relate to:

- Land Use and Need
- Design, Conservation and Heritage Considerations
- Neighbouring amenity
- Accessibility.
- Landscaping

Land-use and Need

- 10.1 Montem School is a two form entry primary school, with 14 classes of 30 children in addition to 52 full time places in the Nursery Class for 3-5 year olds. This school currently has a pupil capacity for 472 pupils.
- 10.2 On 1 September 2013, education became a statutory entitlement for around 130,000 two-year olds in England (some 20% of two year olds), with local authorities having a duty to secure provision. From 2014, this will extend to 40%. The programme will improve life chances for some of the most vulnerable children and allow parents to return to or extend their work or training.
- 10.3 In Islington, 781 children were eligible under September 2013 criteria, rising to 1117 in September 2014. There are currently 550 places available in Islington, rising to about 700 by September 2014. This sets the background for the application.
- 10.4 London Plan policy 3.19 states that “Proposals that result in a net loss of sports and recreation facilities, including playing fields should be resisted.” Further guidance is set out in the National Planning Policy Framework (NPPF), which states that: “open space, sports and recreational buildings and land, including playing fields, should not be built on unless,
- an assessment has been undertaken which has clearly shown the open space, buildings or land to be surplus to requirements; or
 - the loss resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location; or
 - the development is for alternative sports and recreational provision, the needs for which clearly outweigh the loss.
- 10.5 Policy DM6.3 of the Development Management policies seeks to protect existing play space across the borough by resisting their loss unless a replacement play space of equivalent size and functionality is provided to meet the needs of the local population. The current space designated for the two-year old facility is partially a hard surface area fronting a single storey office and covered with an open canopy, and partially an area occupied by a climbing frame. The area is currently used by

the nursery. The proposed extension would be built on an area equivalent to 80sqm. To balance this and to ensure no overall loss of playspace within the precinct of Montem School, 81sqm of existing car park and path area will be converted to playground space. This is secured by condition 4, as recommended.

- 10.6 The provision of the new facility can be classified as the provision of new social infrastructure. Development Management Policy DM4.12 therefore applies. The policy has particular relevance in regard to inclusive access, avoiding adverse impact on the amenity of surrounding uses, and seeking to ensure the safety and amenity of children. These matters are covered below under Accessibility and Neighbouring Amenity.
- 10.7 The London Plan supports new and expanded education facilities. Policy 3.18 states “Development proposals which enhance education and skills provision will be supported including new build, expansion of existing facilities or change of use to educational purposes. Those which address the current projected shortage of primary schools places will be particularly supported”. There is therefore in principle support for additional education facilities for primary schools.
- 10.8 The intake is expected to be around twelve children with three to four carers. Given that the children are very small, it is important that they have their own dedicated space close to the nursery area, but separated from it.

Design, Conservation and Heritage Considerations (including Archaeology)

- 10.9 The building is a former Board School, dating from 1897 and was designed by T.J.Bailey for the London School Board. The principal front elevation is to the north and ranges between 4 and 7 storeys. It broadly follows an H-shaped plan and is built of yellow stock brick with a wealth of red brick dressing. The building is Grade II listed.
- 10.10 There is no objection to the demolition of the existing canopy structure at the rear of the site.
- 10.11 The proposed extension has been designed to reflect the materials and detailing of the main school. Its scale and siting would not harm the special interest of the principal school building and whilst there would be a minor cumulative impact in terms of development within the playground this is outweighed significantly by the public benefits created by the classroom for pre-nursery infants for some of the more disadvantaged families in the area.
- 10.12 The proposed extension is located at the eastern end of the site, not visible from the public realm, and attached to an existing modern extension adjacent to an original toilet block. The proposed extension is not considered to detract from the character, appearance or setting of the listed building and is not considered to harm this heritage asset.
- 10.13 The proposed change of the existing car park area to playground, to replace that area lost as part of the extension, is not considered to have a harmful impact on the character, appearance or setting of the listed building and as such is not considered to cause any harm to the heritage asset.

- 10.14 The site is within an Archaeological Priority Area (Tollington Settlement APA4) and that a Desk Based Analysis would be required to assess the potential archaeological impacts and proposed mitigation measures. LAMAS made no comment on archaeological issues and English Heritage (GLAAS) have no objections.
- 10.15 The proposal is therefore considered to be in accordance with policies DM2.1 and DM2.3 of the Development Management Policies, and policy CS9 of the Core Strategy 2011.

Accessibility

- 10.16 The proposal has been reviewed by the Inclusive Design Officer and it is recognised that the proposal is relatively straightforward. The approach and all thresholds are level or flush. The WCs are infant-sized and designed for potty trained toddlers. Most children will probably arrive by buggy and an adjacent and existing large buggy/bicycle store can provide for them. There is no individual entrance to the facility from the street, but there is a dedicated route.

Landscaping and Trees

- 10.16 There are no trees that would be affected by the development. A small planter bed in front of the existing climbing frame would be removed. It is recommended that a landscape condition is attached to the decision which would seek to ensure that there is no overall loss of planted area.

Neighbouring Amenity

- 10.17 The Council seeks to ensure that new development does not harm the amenity of adjacent residents, either from loss of daylight, sunlight, privacy and overlooking, sense of enclosure or noise. The proposed structure will be single storey and will be set behind and below a retained boundary school wall. Consequently there will be no material impact on the amenity of the adjacent residents, in particular the closest block at 7 Tiltman Place. The proposal is therefore considered not to prejudice the residential amenity of neighbouring properties in line with policy DM2.1 of the Development Management Policies.

11.0 SUMMARY AND CONCLUSION

Summary

- 11.1 The principle of the land use is acceptable since there is no overall loss of external playspace and there is a clear need for the Two-Year-Old Facility.
- 11.2 The new structure will not harm the appearance, character and setting of the Grade II listed Montem Primary School.

- 11.3 As such, the proposed development is considered to accord with the policies in the London Plan, Islington Core Strategy, Islington Development Management Policies, and the National Planning Framework and is recommended for approval subject to appropriate conditions.

Conclusion

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

APPENDIX 1 – RECOMMENDATIONS

RECOMMENDATION A

That the grant of planning permission ref P2014/1591/FUL be subject to conditions:

List of Conditions:

1	Commencement
	<p>CONDITION: The development hereby permitted shall be begun not later than the expiration of three years from the date of this permission.</p> <p>REASON: To comply with the provisions of Section 91(1)(a) of the Town and Country Planning Act 1990 as amended by the Planning and Compulsory Purchase Act 2004 (Chapter 5).</p>
2	Approved plans list
	<p>CONDITION: The development hereby approved shall be carried out in accordance with the following approved plans:</p> <p>Location Plan, K13148/01 RevD, K13148/02, Photographs x 4, Design and Access Statement (REAM Partnership February 2014).</p> <p>REASON: To comply with Section 70(1)(a) of the Town and Country Act 1990 as amended and also for the avoidance of doubt and in the interest of proper planning.</p>
3	Flat Roof Not Used As Amenity Space (Compliance)
	<p>CONDITION: The flat roof area of the new nursery shown on plan no. K13148/01D hereby approved shall not be used as an amenity or sitting out space of any kind whatsoever and shall not be used other than for essential maintenance or repair, or escape in case of emergency.</p> <p>REASON: To prevent the undue overlooking of neighbouring habitable room windows.</p>
4	Playspace Provision
	<p>CONDITION: The relocated children's playspace area shall be provided/installed prior to the first occupation of the Two-Year-Old Facility and shall be maintained as such thereafter.</p> <p>REASON: To secure the appropriate provision of children's playspace.</p>
5	Landscaping
	<p>Replacement landscaping is to be planted within twelve months of the removal of the existing planter bed. The position, size and species of the replacement planting are to be agreed in writing by the local planning authority prior to planting taking place.</p> <p>REASON: To ensure the continued amenity and environmental benefits provided by the planting of an appropriate species.</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. The LPA and the applicant have worked positively and proactively in a collaborative manner through both the pre-application and the application stages to deliver an acceptable development in accordance with the requirements of the NPPF</p> <p>The LPA delivered the decision in accordance with the requirements of the NPPF.</p>
2	Relocated bike / buggy store
	<p>Please be advised that the relocated bike and buggy store are located within the grounds of the listed building and as such separate consent is required. Please liaise with the Council's Design and Conservation Team with regards to applying for this consent.</p>
3	Play Equipment
	<p>Please be advised that any play equipment over 4m in height will require separate consent.</p>
4	Inclusive Design
	<p>Please be advised that the general needs WCs provided must incorporate a 450mm diameter activity zone, clear of any swing door.</p>

That the grant of listed building consent ref P2014/1680/LBC be subject to conditions:

List of Conditions:

1	Commencement
	<p>CONDITION: The development hereby permitted shall be begun not later than the expiration of three years from the date of this permission.</p> <p>REASON: To comply with the provisions of Section 91(1)(a) of the Town and Country Planning Act 1990 as amended by the Planning and Compulsory Purchase Act 2004 (Chapter 5).</p>
2	All External and Internal Works to Match (Compliance)
	<p>CONDITION: All new external and internal works and finishes and works of making good to the retained fabric shall match the existing adjacent work with regard to the methods used and to material, colour, texture and profile. All such works and finishes shall be maintained as such thereafter.</p> <p>REASON: In order to safeguard the special architectural or historic interest of</p>

	the heritage asset.
3	Brickwork
	<p>CONDITION: Notwithstanding the plans hereby approved, all new facing brickwork shall match the original brickwork in respect of colour, texture, face bond and original pointing. The bricks shall be second-hand Imperial yellow stock bricks. No permission is granted for the use of brick slips. The pointing shall be carried out using a lime mortar with a ratio of 1:3 (lime:sand) and shall be flush/slightly recessed.</p> <p>REASON: In order to safeguard the special architectural or historic interest of the heritage asset.</p>

List of Informatives:

1	Relocated bike / buggy store
	Please be advised that the relocated bike and buggy store are located within the grounds of the listed building and as such separate consent is required. Please liaise with the Council's Design and Conservation Team with regards to applying for this consent.
2	Play Equipment
	Please be advised that any play equipment over 4m in height will require separate consent.

APPENDIX 2: RELEVANT POLICIES

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

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.

Development Plan

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

A) The London Plan 2011 - Spatial Development Strategy for Greater London

3 London's people Policy 3.1 Ensuring equal life chances for all Policy 3.18 Education facilities	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 7.8 Heritage assets and archaeology Policy 7.18 Protecting local open space and addressing local deficiency
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B) Islington Core Strategy 2011

Spatial Strategy Policy CS8 (Enhancing Islington's Character)	Policy CS15 (Open Space and Green Infrastructure) Policy CS16 (Play Space) Policy CS17 (Sports and Recreation Provision)
Strategic Policies Policy CS9 (Protecting and Enhancing Islington's Built and Historic Environment)	Infrastructure and Implementation Policy CS18 (Delivery and Infrastructure) Policy CS19 (Health Impact Assessments)

C) Development Management Policies June 2013

Design and Heritage DM2.1 Design DM2.2 Inclusive Design DM2.3 Heritage	Energy and Environmental Standards DM7.4 Sustainable design standards
Health and open space	Infrastructure DM9.1 Infrastructure DM9.3 Implementation

DM6.3 Protecting open space
DM6.4 Sport and recreation

Designations

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

Islington Local Plan

Grade II Listed
APA4 Archaeological Priority Area
(Tollington Settlement)

Supplementary Planning Guidance (SPG) / Document (SPD)

The following SPGs and/or SPDs are relevant:

Islington Local Plan

Environmental Design
Conservation Area Design Guidelines
Urban Design Guide

London Plan

Accessible London: Achieving and
Inclusive Environment
Providing for Children and Young
Peoples Play and Informal Recreation
Planning for Equality and Diversity in
London