

PLANNING COMMITTEE REPORT

Development Management Service
Planning and Development Division
Environment and Regeneration
Department
PO Box 333
222 Upper Street
London N1 1YA

PLANNING SUB COMMITTEE A		
Date:	19 December 2016	NON-EXEMPT

Application number	P2016/2175/FUL
Application type	Full Planning Application
Ward	Highbury West Ward
Listed building	Not Listed
Conservation area	Highbury Fields Conservation Area
Development Plan Context	Local Cycle Routes
Licensing Implications	None
Site Address	Highbury Fields School, 16-26 Highbury Hill, London N5 1AR
Proposal	Removal of 47 existing light fixtures and replacement with 37 new down facing external security lights positioned at ground floor level to the north, south, east and west elevation of the school buildings, western boundary wall fronting the school playground and staff and visitors car park. Retention and reprogramming of existing movement sensors positioned to the north, south, east and west elevation of the school buildings.

Case Officer	Sandra Chivero
Applicant	Highbury Fields School
Agent	Mr Tom Eibich - Watkins Gray International LLP

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

Application Site

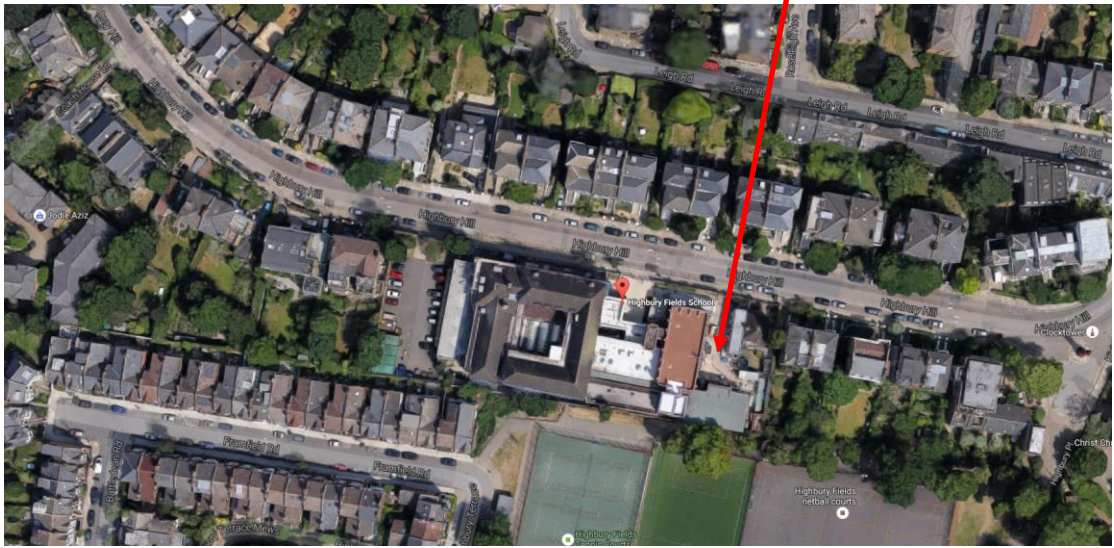


Image 1: Aerial View of site

Application Site



Image 2: Existing Street view of Application Site



Image 3: View of the main school entrance

SUMMARY

- 4.1 The application seeks planning permission for the removal of 47 existing external light fixtures and replacement with a reduced number of 37 new external security lights positioned at ground floor level to the north, south, east and west elevation of the school buildings, western boundary wall fronting the school playground and staff and visitors car park.
- 4.2 A detailed analysis was undertaken and light spill plans form part of the current submission. The replacement lights pointing downward will reduce light spillage. The existing movement sensors will be retained and reprogrammed to limit lighting hours with movement detections/CCTV activation controlled with a timer option and a manual override. This is considered to minimise the impact of light spill upon the neighbouring residential amenity.
- 4.3 The single pole mounted floodlight LED lamp proposed to the staff / visitors' car park would be operated during autumn / winter months in the evenings and will not be linked to movement sensor activated security lighting system. This is considered to minimise light pollution to the surrounding area. The 2 emergency lights proposed to the north western corner and southwestern corner of the school building will only be activated in the event of loss of power to each of the circuits of by test key switch for testing purposes.
- 4.4 In terms of appearance the lighting would be viewed in the context of the existing buildings and is not considered to unacceptably affect the appearance of the building and the character of the Highbury Fields Conservation Area.
- 4.5 Overall, the proposed development is considered to be acceptable with regards to the design and neighbour amenity and would also be in accordance with relevant planning policy.

SITE AND SURROUNDING

- 5.1 The site is located on the southern side of Highbury Hill with its rear boundary forming part of the northern boundary of Highbury Fields (Metropolitan open space). The site area is approximately 4,600sqm and it accommodates a range of buildings including a 3/4 storey Edwardian school building and 1960's science block. More recent additions including a new single storey reception entrance facing Highbury Hill and a 2 storey toilet block extension and a part 3 part 4 storey stair access extension to the science block roof at the southern end of the site.
- 5.2 The site is located within the Highbury Fields Conservation Area however none of the buildings within the site are locally or statutorily listed. The surroundings comprise of mainly residential uses contained within buildings of

generous 2-3 storeys in height many with semi-basement levels. Highbury Fields adjoins the site to the rear.

PROPOSAL (IN DETAIL)

- 6.1 It is proposed to remove 47 existing external light fixtures and replacement with 37 new external security lights. The new lights would comprise of 4 types of fittings namely, wall mounted LED low glare bulkhead with a wide distribution lamp (Type A), wall Mounted LED Lantern Die Cast Aluminium Asymmetrical Distributions (Type B), wall mounted LED low glare bulkhead (Type C) and a pole mounted floodlight LED lamp (Type D). The proposed new light fittings are selected to minimise light spillage.
- 6.2 The existing movement sensors will be retained and reprogrammed to limit lighting hours with movement detections/CCTV activation controlled with a timer option and a manual override.
- 6.3 11 no. Type A fittings would be located to the north (front) elevations of the existing school buildings and the main school entrance; 7 no. Type C lighting would be installed south (rear) elevations to the music/ drama block and to the Edwardian Block/ Main building at ground floor level; 2 no. Type A would be installed to the science block at ground floor level to south (rear) elevation, 6 no. Type A would be located to the east (side) elevation fronting the carpark, 4 no. wall Type B west elevation fronting the school playground, 5 no. Type A the western boundary wall fronting the school playground, 1 no. Type D is also proposed to the staff / visitors' car park, 2 no. Type A would be installed to the southwestern corner fronting the school playground and 1 no. Type A would be installed to the southwestern corner of the Georgian School building.
- 6.4 Type A light fittings are proposed to be fitted onto the existing perimeter masonry wall at 2.1m height above surface level and are designed to produce a narrow light beam to minimise light spillage. Type B light fittings will provide the required lighting levels to the playground and will predominantly be operated only when the playground is in use either by the School or as Community. The period of time the light fittings will stay on when activated by the movement sensors has been restricted to a maximum of 5 minutes by condition.
- 6.5 The pole mounted floodlight LED lamp proposed to the staff / visitors' car park would be operated during autumn / winter months in the evenings. The pole mounted floodlight will not be linked to movement sensor activated security lighting system.

RELEVANT HISTORY:

PLANNING APPLICATIONS:

- 7.1 Previous planning applications Refs:P2014/0988/FUL, P2014/1016, P2014/3515 submitted in March 2014, March 2014 for installation of replacement external lighting were all withdrawn by the applicant to carryout

a detailed study including calculations of area of light spill and provide further information details relating to what effect the new lighting will have to the surrounding area.

CONSULTATION

Public Consultation

- 8.1 Letters were sent to occupants of 295 adjoining and nearby properties along Highbury Hill, Framfield Road and Leigh Road, on 16 August 2015. Site and Press notices were displayed on 07 July 2016. The public consultation of the application expired on 04 August 2016, 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 objections had been received from the public with regard to the application. The issues raised can be summarised as follows (with the paragraph that provides responses to each issue indicated within brackets):
- Light pollution (Paragraphs 10.6 – 10.12)
 - Activation (Paragraphs 10.6 – 10.12)
 - Appearance of lighting (Paragraph 10.3 – 10.4)
 - Cost (Paragraph 10.13)

External Consultees

- 8.3 None

Internal Consultees

- 8.4 **Pollutions Team** – The Pollutions Officer does not object to the type and position of replacement lighting. In order to minimise the impact on neighbouring amenity a condition was recommended requiring external lighting to be controlled by photocell detector and timer switch and operation between hours to 0800 and 2200 hours Mondays to Fridays only. Operation outside of these hours would require only to be due to triggering of a movement sensor and to switch off after a maximum of 5 minutes from activation.

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 2015 (Consolidated with Alterations since 2011), Islington Core Strategy 2011, Development Management Policies 2013, Finsbury Local Plan 2013 and Site Allocations 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 2015, Islington Core Strategy 2011, Development Management Policies 2013, Finsbury Local Plan 2013 and Site Allocations 2013:

- Highbury Fields Conservation Area.

Supplementary Planning Guidance (SPG) / Document (SPD)

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

ASSESSMENT

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

- Design and Appearance
- Neighbouring Amenity

Design and Appearance

- 10.2 Islington's Planning Policies and Guidance encourage high quality design which complements the character of an area. In particular, policy DM2.1 of Islington's adopted Development Management Policies requires all forms of development to be high quality, incorporating inclusive design principles while making a positive contribution to the local character and distinctiveness of an area based upon an understanding and evaluation of its defining characteristics.

- 10.3 The proposed light fittings would incorporate four types of designs comprising of wall mounted bulkhead fittings (Type A), wall mounted die cast aluminium fittings (Type B), wall mounted bulk heard (Type C) and a pole mounted floodlight (Type D). There is currently a plethora of external lighting fittings (47) to the exterior of the existing buildings. The principle of the reduced

number of replacement 37 new external light fittings designed to minimise light spillage is therefore considered acceptable at this location.

- 10.4 The proposed light fittings are small in size and would not be prominent when viewed from the street. In addition, due to their size and positioning at a low level the proposed lighting fittings are considered not to significantly harm the architectural character of the existing buildings nor spoil the streetscene. It is therefore considered that the character and appearance of the surrounding Highbury Fields Conservation Area would be preserved.
- 10.5 Given the above, the proposal is considered to be consistent with the aims of Council objectives on design and in accordance with policies 7.4 (Character) of the London Plan 2015, CS8 (Enhancing Islington's character) of the Core Strategy 2011 and Development Management Policy DM2.1.

Neighbouring Amenity

- 10.6 Concerns have been raised in relation to light pollution and activation of lighting. The existing movement sensors will be retained and reprogrammed to limit lighting hours with movement detections/CCTV activation controlled with a timer option and a manual override. A detailed light spill analysis was undertaken including light spill calculations at various times of day and light spill plans form part of this current submission. The new light fittings will have reduced light spillage.
- 10.7 The building mounted security lights are predominantly the light fitting Type A which is designed to illuminate the area around the building using a narrow light beam projecting downwards to minimise light spillage. These would serve the front of the building and the car park area.
- 10.8 The playground would be served by Type A lights fitted onto the existing perimeter masonry wall at 2.1 m height above surface level to serve. Type B light fittings with asymmetrical distributions are to be located at ground floor level to the western elevation fronting the playground and will predominantly be operated only when the playground is in use either by the school or as community use.
- 10.9 The pole mounted floodlight LED lamp proposed to the staff / visitors' car park would be operated during autumn / winter months in the evenings. The light fitting and the height of the pole are designed to provide the most efficient coverage of the staff car park area and the light pollution beyond the site boundary is minimal. In order to minimise night-time light pollution the pole mounted floodlight will not be linked to movement sensor.
- 10.10 Emergency lighting proposed to the north-western corner and south-western corner of the school building will be activated in the event of loss of power to each of the circuits of by test key switch for testing purposes.
- 10.11 In order to minimise the impact of light spill upon the neighbouring residential amenity a condition has been attached requiring the external lighting to be

controlled by photocell detector and timer switch between the hours of 0800 and 2200 hours Monday to Friday only. The condition further requires playground lighting to be manually switched off when the area is not used for school activities. Operation outside of these hours would require triggering by a movement sensor and the operation of the lighting is to be localised to the specific movement sensor and will switch off after a maximum of 5 minutes from activation.

- 10.12 Given the above measures, the proposal is not considered to result in any significant impacts on residential amenity in terms of light pollution, safety and noise and disturbance. The proposed development would not harm the residential amenities enjoyed by the occupiers of neighbouring properties and is in accordance with policy DM2.1 of the adopted Islington Development Management Policies 2013.

Other Issues

- 10.13 Concerns were raised regarding the new lighting being expensive and that the money could far better spent on other projects directly involving pupils. The cost of the new lighting is not a material consideration. The application therefore could not be refused for this reason.

11.0 SUMMARY AND CONCLUSION

Summary

- 11.1 The resulting reduced number of light fittings facing downwards are considered acceptable in principle. The proposed light fittings are small in size and would not be prominent when viewed from the street. In addition, due to their size and positioning at a low level the proposed lighting fittings are considered not to significantly harm the architectural character of the existing buildings nor spoil the streetscene. It is therefore considered that the character and appearance of the surrounding Highbury Fields Conservation Area would be preserved.
- 11.2 In order to minimise the impact of light spill upon the neighbouring residential amenity, a condition has been attached requiring the external lighting to be controlled by photocell detector and timer switch between the hours of 0800 and 2200 hours Monday to Friday only. The condition further requires playground lighting to be manually switched off when the area is not used for school activities. Operation outside of these hours would require to be triggered by a movement sensor and the operation lighting to be localised to the movement sensor and switch off after a maximum of 5 minutes from activation.
- 11.3 Overall, the proposal is not considered to result in any significant impacts on residential amenity in terms of light pollution, safety and noise and disturbance. The proposed development would therefore not harm the residential amenities enjoyed by the occupiers of neighbouring properties.

11.4 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 Policy Framework and as such is recommended for an approval subject to appropriate conditions

Conclusion

11.5 It is recommended that planning permission be granted subject to conditions and s106 legal agreement heads of terms for the reasons and details as set out in Appendix 1 - RECOMMENDATIONS.

APPENDIX 1 – RECOMMENDATIONS

RECOMMENDATION

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>Site Plan, 2810/EXT/E01, 1100062-CS P001, P002, P004, Lighting details – Colour Temperature Scale, Kelvin Colour Temperature Scale.</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	Lighting Hours
	<p>CONDITION: The external lighting shall be controlled by photocell detector and timer switch and operate between the hours of 0800 and 2200 hours Monday to Friday only. Playground lighting shall be manually switched off when the area is not used for after school activities. Operation outside of these hours shall only be due to triggering of a movement sensor and the operating lighting should be localized to the movement sensor and switch off a maximum of 5 minutes from</p>

	<p>activation.”</p> <p>REASON: To ensure that the proposed development does not have an adverse impact on neighbouring residential amenity.</p>
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List of Informatives:

1	<p>Positive Statement</p> <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.</p> <p>The LPA and the applicant have worked positively and proactively in a collaborative manner through the application stages to deliver an acceptable development in accordance with the requirements of the NPPF.</p> <p>The LPA delivered the decision in a timely manner in accordance with the requirements of the NPPF.</p>
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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 2015, 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 2015 - Spatial Development Strategy for Greater London, Consolidated with Alterations since 2011

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 7.11 London View Management Framework

B) Islington Core Strategy 2011

Policy CS10 (Sustainable Design)

C) Development Management Policies June 2013

DM2.1 Design

DM2.3 Heritage

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

The following SPGs and/or SPDs are relevant:

Islington Local Development Plan:

- Urban Design Guide
- Conservation Area Design Guidelines