

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:	23 February 2016	Non-Exempt

Application number	P2015/5278/FUL
Application type	Full Planning Application (Council's Own)
Ward	Finsbury Park
Listed building	Building not Listed
Conservation area	Building not located within a conservation area
Development Plan Context	<ul style="list-style-type: none">- Nags Head & Upper Holloway Rd Core Strategy Key Areas- Local cycle routes- Alexandra Palace viewing terrace to St Paul's Cathedral Mayors Protected Vistas- Site within 100m of a TLRN Road
Licensing Implications	None
Site Address	Pakeman Primary School, 21 Pakeman Street, Islington, London, N7 6DU
Proposal	Erection of a single storey detached classroom pod located to the playground area at the rear of the school in place of existing garage.

Case Officer	Sandra Chivero
Applicant	Ms Lynne Gavin
Agent	Lee Griffiths Islington Council

- 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

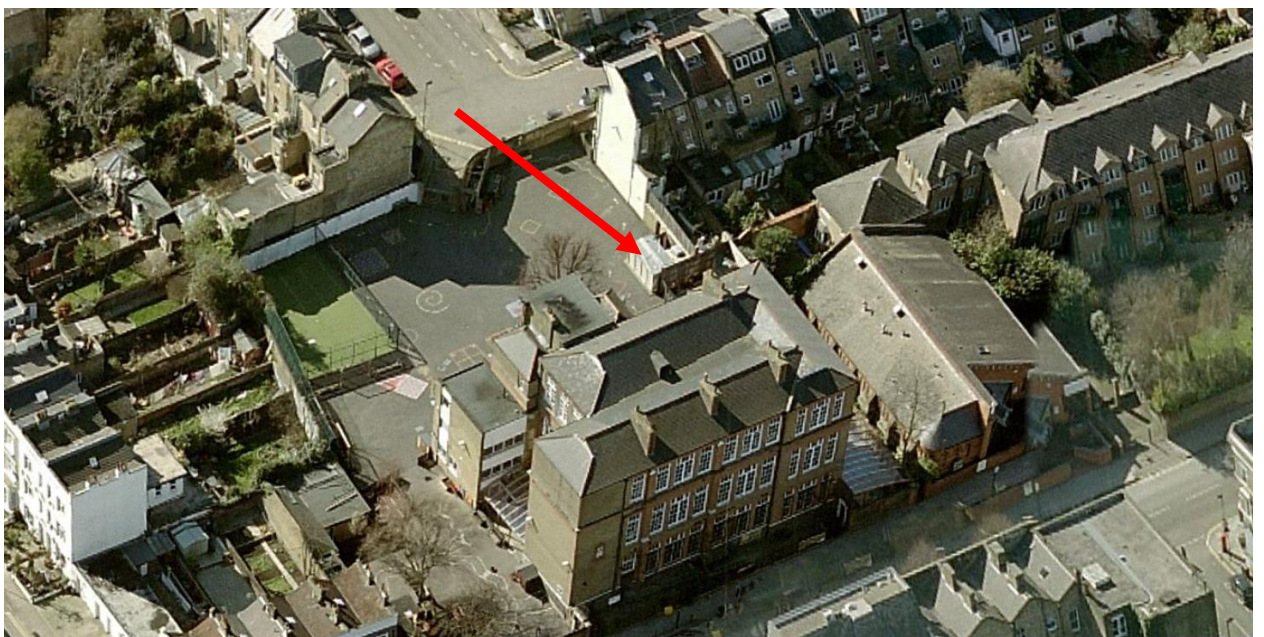


Image 1: Aerial view of the site arrow pointing at location of classroom pod.



Image 2: View of the location of the classroom pod from Pakeman Street



Image 3: View of the location of the classroom pod from Roden Street

4. SUMMARY

- 4.1 The application seeks planning permission to erect a classroom pod to the rear playground fronting Pakeman Street. The purpose of the classroom pod is to provide an additional teaching and learning space.
- 4.2 The single storey pod structure would be located where the existing garage which is set back from the boundary along Pakeman Street. The existing garage would be demolished and the abutting fenced of storage space removed. The proposal is considered acceptable in design terms and would relate positively to the form and materials of other buildings on the school site.
- 4.3 The proposed removal of the existing sheds and a fenced external storage area (abutting the Hornsey Road boundary wall) to provide additional playground space along with the use of the classroom pod as a playspace during breaks and lunch times is considered to mitigate the total marginal loss of 4.9sqm of playground space.
- 4.4 It is also considered that the proposal would not result in potential damage or the loss of important amenity trees.
- 4.5 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 and balanced against the provision of an improved education facility it is considered acceptable.
- 4.6 The application is at committee because it is a council own application.

5. SITE AND SURROUNDING

- 5.1 Pakeman School is an 1890s Victorian Board School of three storeys and of characteristic design, including large areas of glazing and a prominent roof form. The building is not listed nor in a conservation area.
- 5.2 The school buildings occupy about half of the site, with play areas to the north, south and west of the main building. Access is from the main entrance on Hornsey Road, and there is another ancillary/ emergency access to Pakeman Street.
- 5.3 The surrounding area is mixed use in character, with residential use being the primary land use, some retail use to ground floor along Hornsey Road, and the Sobell Centre facing the site to the south east.

6. PROPOSAL (IN DETAIL)

- 6.1 It is proposed to erect a single storey classroom pod for use as additional teaching space. The new structure is detached from to the main school building and is located in the corner of the playground that abuts the boundary

wall of the schools site manager's garden to the adjoining property at no. 19 Pakeman Street where it would be set back 14.4m from the western boundary wall to Pakeman Street. The classroom pod would occupy an area presently taken up by a garage and a fenced external storage area as well as an area of playground space. The garage which is within the school playground forms a part of the school's site manager's residential agreement. The site manager has agreed to give this up in order to allow for the pod as they no longer have the need for this.

- 6.2 The single storey pod classroom structure would be constructed from Larch timber cladding and would incorporate an aluminium door and windows. Its dimensions would be 3.5m – 3.8m high X 6.35m wide X 9.4m deep and would create 59.69sqm of classroom space (D1) Use Class. The proposed classroom pod would not involve any excavation and would be located away from the existing tree which is located in the rear part of the playground.
- 6.3 It is also proposed to remove 2 existing sheds and a fenced external storage area to the front playground area abutting the boundary wall to Hornsey Road.

7. RELEVANT HISTORY:

7.1 PLANNING APPLICATIONS:

- July 2014: Planning application (P2014/1863/FUL) Granted for The removal of the existing single storey canopy, adjacent to the Hornsey Road frontage, and the construction of a single storey extension with roof lights to provide a dedicated two year old facility for pre -nursery infants.
- September 2012: Non-material (P120236 (MA01)) Agreed for Non-material amendment of planning permission ref: P120236 dated 21/03/2012 for the: 'Erection of a single storey building in playground next to 141 Hornsey Road and 65 Arthur Road.' The minor amendment applied for is:
 - change of roofing material from black rubber to grey natural slate.
- March 2012: Planning permission (Ref. P120236) Granted for the erection of a single storey building in playground next to 141 Hornsey Road and 65 Arthur Road.
- April 2012: Planning permission (Ref. P080073) Granted for the erection of a bicycle shelter.
- July 2006: Planning permission (Ref. P060854) Granted for the adaptation of ground floor forming new structural opening. Relocation of toilet and main entrance.
- December 2004: Planning permission (Ref. P042531) Granted for Addition of a first floor mansard roof extension to existing single storey play centre annexe.

- June 1997: Planning permission (Ref. 970599) Granted for Installation of a new entrance ramp to main school building.

7.2 **Pre-application Advice:** A site visit was held on 19 November 2015 with the School Head teacher, School Site Manager, Education Projects Manager, Planning Officer 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 design and materials. The Tree Officer objected to the loss of the acacia tree. However, if it was removed, at least replacement three trees should be planted as replacements in the school site.

8. **CONSULTATION**

Public Consultation

8.1 Letters were sent to occupants of 37 adjoining and nearby properties at Pakeman Street, Hornsey Road, Roden Street and Arthur Road, on 19 January 2016. A site notice and a press advert were displayed on 21 January 2016. The public consultation of the application therefore expired on 11 February 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 the writing of this report no objections had been received from the public with regard to the application.

External Consultees

8.3 **Sport England** – no response

Internal Consultees

8.4 **The Design and Conservation Officer** does not object to the removal of the existing garage. It is stated that the timber clad pod is acceptable and would relate positively with the new timber clad extension for 2 year olds.

8.5 **The Policy Officer** stated that it looks like the applicant has addressed the issue of loss of play space and the requirement of a S77 approval which is dealt with under a different legislation from planning legislation.

8.6 **The Inclusive Design Officer** stated that the provision of 1000mm door is welcome and that considerations should be given to ensuring that there is level access into the pod. The officer further stated that clarification is required as to whether there will be WC facilities provided within the pod and if not what is the travel distance to the nearest WC. It was also recommended that a hearing enhancement system may also be a useful consideration for any pupils/ staff of visitors who wear hearing aids.

8.7 **The Tree Officer** stated that there appears to be limited impact to the existing trees. At the pre-application stage clarification and consideration was sought

on service link up required, tree pruning required, seasonal nuisance, any soak away required and its location and any changes to the surface treatments under the trees.

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 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:

- Nags Head & Upper Holloway Rd Core Strategy Key Areas
- Local cycle routes
- Alexandra Palace viewing terrace to St Paul's Cathedral Mayors Protected Vistas
- Site within 100m of a TLRN Road

Supplementary Planning Guidance (SPG) / Document (SPD)

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

10. ASSESSMENT

10.1 The main issues arising from this proposal relate to:

- Principle (Land Use)
- Design
- Trees
- Neighbouring Amenity

Land-use

- 10.2 The classroom pod which is 59.69sqm would be a permanent structure and its purpose is to create additional teaching and learning space which provides a flexible and creative learning environment for the pupils. The school has a need to create additional general teaching space for the pupils. The space would also be used as playspace for pupils during breaks and lunch times. The classroom pod would be for use during school opening hours only. It is not intended for out of hours use.
- 10.3 It is stated that the current number of children attending the school will not increase. The installation of the classroom pod is to address a current shortage of space to comfortably accommodate the present number of students attending the school. The proposal would therefore not result in further intensification of the overall educational use for the site.
- 10.4 The proposed use of D1 floor space is compatible with the existing use of the school which is also in D1 Use and is supported in principle. Overall the proposal is considered to accord with Policy 3.18 of the London Plan 2015 which supports the expansion of education facilities and the enhancement of facilities for educational purposes. The provision of the new pod classroom can be classified as the provision of new social infrastructure which is supported by policy DM4.12 of the Development Management Policies 2013.
- 10.5 The new structure approximately 59.69sqm would be positioned in the place of the existing garage and fenced off storage area to the rear (approximately 28sqm) as well as a part of the playground. Due to the size of the pod building a total of 31.69sqm of playground space would be lost in this location. To compensate it is proposed to convert the fenced off storage area of approximately 26.79sqm to the Hornsey Road frontage into playground space. The proposal would therefore result in a total loss of only 4.9sqm of playground space. It is confirmed that that the separate guidance issued by the Department of Education about the loss of playing fields known as Section 77, by 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. A Section 77 application is therefore not required. The school is gaining playspace by the removal of aforementioned garage and storage area replacing this with a structure to be utilised for play and teaching. Additional playspace is also gained by the removal of the fenced off storage area and sheds to the Hornsey Road frontage.

Design

- 10.6 The proposed structure is considered acceptable in terms of materials, bulk and appearance. It is also considered to be an improvement on the appearance of the existing garage building and fenced external storage area. The timber clad classroom pod would also be in keeping with the contemporary form and materials of the existing teaching space lodge which was built in 2013 and the new 2 plus provision completed in autumn 2015 which also incorporates timber cladding.
- 10.7 The scale and massing of the proposed structure is considered to be appropriate within this context. The proposed building remains subordinate to the existing three storey late Victorian Board School as well as the terraced houses along Pakeman Street and Roden Street.
- 10.8 The classroom pod would be located towards the rear of the site in place of an existing garage and would be set back 14.4m from the western boundary wall to Pakeman Street. To the north the pod abuts the high garden wall of the school manager's property at no. 9 Pakeman Street. The proposed new structure would not be or visible from Pakeman Street and Roden Street. The proposal is therefore considered not to significantly harm the visual amenity of the surrounding area.
- 10.9 The Council do not object to the removal of the existing fenced external storage space and garage to rear playground area which do not positively contribute to the visual amenity of the school. The removal of 2 existing sheds and fenced external storage area to the front playground abutting the boundary wall to Hornsey Road is also welcome and would contribute to a more usable playspace for the pupils.
- 10.10 Overall the proposal would accord with policy DM2.1 Development Management of the Development Management policies (2013) which requires new development to respect and respond positively to existing building and wider context.

Neighbouring Amenity

- 10.11 The structure would not be positioned adjacent to or directly facing habitable windows of neighbouring properties including no. 19 Pakeman Street. The pod abuts a high garden wall at no. 19 Pakeman Street and the adjacent flank wall at no. 19 does not incorporate windows facing the school yard.
- 10.12 The proposal, given its location, size and scale is considered not to result in overshadowing, overlooking, loss privacy, loss of light, over-dominance, increase sense of enclosure nor loss outlook to neighbouring residential properties.
- 10.13 The proposed pod is also not considered to result in unreasonable noise disturbance to the nearby residential properties. The pod is for use during school hours and it is not for use out of school hours/ community use. The

proposal also does not incorporate additional machinery plants for example air conditioning units.

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

Inclusive Design

- 10.15 The provision of 1000mm door is welcome and would be in accordance with the Inclusive Design SPD. It is stated that an accessible ramp would be installed once the exact height from the ground level to the pod entrance is established. A condition has been attached requiring a ramp compliant with Building Regulations to be installed prior to the first use of the classroom pod.
- 10.16 Although the pod would not incorporate a WC, the nearest WC is located approximately 10m away. This is considered to be a reasonable distance to travel.
- 10.17 An informative has also been attached to the permission advising that the Approved Document M – Access to and Use of Buildings will also require the provision of hearing enhancement facilities in meeting/teaching rooms.

Trees and Sustainability

- 10.18 The proposed pod would be located away from the existing lime tree to the rear playground and would not involve digging up of foundations. It is also confirmed that no pruning or tree works would be needed to assist in the erection/ building or delivery of the eco pod and nor surface treatments are required. In addition, power to the pod would be available from a supply already in the location, water is to be run from the main schools, and drainage is to be connected into the main drain to which there is a main service chamber and runs in direct situ with the pod. It therefore considered that the proposal would result in limited impact to the existing tree. The Tree Officer is satisfied that the proposal would not result in damage or loss of important amenity trees. This would be in line with the requirements of policy DM6.5 of the Development Management Plan. A condition has been recommended to ensure that the tree is adequately protected during the construction phase in accordance with the submitted amended drawings.
- 10.19 The new structure would be fully insulated and would be ventilated naturally. In addition, the proposal includes provision of raised planting beds along the edge of the pod to include vegetable planting. It is also proposed to include a water butt for rainwater recycling and collection, which will serve to water the planting and other usage by the school in their teaching. Bird boxes will be suitably placed on either the elevation, roof or both. This is considered to improve the environmental quality of the scheme and would accord with policy CS20 of the Core Strategy and policies DM6.6 and DM6.5 of the Development Management policies.

Highway and Transportation

- 10.20 It is has been confirmed that Pakeman Primary School's existing travel plan has previously been updated to reflect the increased number of pupils at the school over the past few years. It is confirmed that it will be updated again when 2 year old pupils join the new facilities recently approved under a separate application. The new structure is to accommodate much needed classroom space for the current on roll pupil numbers rather than the 2 year old pupils which are accommodated in the scheme approved in July 2014 under ref. P2014/1863/FUL. There will be no increase in the pupil numbers attending the school and the current scheme will not affect the schools present travel plan.

11. SUMMARY AND CONCLUSION

- 11.1 Due to the size, scale and design of the proposed pod it is considered appropriate in this context and would not be prominent from public views.
- 11.2 The increase in D1 teaching floor space is considered acceptable and the reprovision of playground space is welcome.
- 11.3 Given its size, scale and location away from habitable window to neighbouring properties the new classroom pod would not result in any adverse impact on the amenity of nearby residents including no. 19 Pakeman Street.
- 11.4 Overall, the proposal is considered to accord with relevant policies.

Conclusion

- 11.5 It is recommended that planning permission be granted subject to conditions for the reasons and details as 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 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. 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)
2	Approved plans list DRAWING AND DOCUMENT NUMBERS: The development hereby approved shall be carried out in accordance with the following approved plans: (E) 00 Rev. A, (E) 01 Rev. A, (E) 02 Rev. A, (PL) 00 Rev. A (PL) 01 Rev. A, (PL) 02 Rev. A; Planning Design and Access Statement, Proposed Roof Plan, Email sent 13 January from Lee Griffiths – Islington Council, 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.
4	Materials to Match (Compliance) CONDITION: The facing materials of the pod hereby approved shall match those as specified in the Planning Design and Access Statement and shall be maintained as such thereafter. REASON: To ensure that the appearance of the building is acceptable.
5	Tree Protection CONDITION: The tree protection shall be carried out in accordance with the submitted and approved drawing AL-20-008 Rev P1 “Tree Protection Plan” during the construction phase of the hereby approved classroom pod. REASON: to ensure that existing trees are protected during the construction phase.
6	Access Ramp (Compliance) CONDITION: The development shall be designed in accordance with the principles of Inclusive Design. To achieve this the development shall install:

	<p>a) An access ramp fully compliant with Building Regulations, a 1:20 gradient should be a maximum of 10m long, the ramp should have a clear width of at least 1500mm, 100mm upstands each side, a level landing 1500mm x 1500mm clear of the door swing and appropriately designed handrails and the surface of the ramp should be non-slip under all conditions</p> <p>The access ramp shall be fully installed prior to the first use of the classroom pod.</p> <p>REASON: In order to facilitate and promote inclusive and sustainable communities.</p>
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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	Provision of hearing enhancement facilities
	<p>INFORMATIVE: The applicant is advised that the provision of hearing enhancement facilities in meeting/teaching rooms is required by ADM.</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 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

3. London's people

Policy 3.18 Education facilities

7 London's living places and spaces

Policy 7.2 An inclusive environment

Policy 7.4 Local character

Policy 7.6 Architecture

B) Islington Core Strategy 2011

Spatial Strategy

Policy CS6 (Nag's Head and Upper Holloway Road)

Policy CS8 (Enhancing Islington's Character)

Strategic Policies

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

Policy CS10 (Sustainable Design)

C) Development Management Policies June 2013

Design and Heritage

DM2.1 Design

DM2.2 Inclusive Design

Shops, Culture and Service

DM4.12 Social and Strategic infrastructure and cultural facilities

Health and open space

DM6.5 Landscaping, trees and biodiversity

DM6.6 Floor prevention

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

The following SPGs and/or SPDs are relevant:

Islington Local Plan

- Environmental Design
- Inclusive Landscape Design
- Urban Design Guide

London Plan

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