

<b>Committee:</b> Development Committee	<b>Date:</b> 1 <sup>st</sup> April 2019	<b>Classification:</b> Unrestricted
<b>Report of:</b> Director of Place		<b>Title:</b> Application for Listed Building Consent
<b>Case Officer:</b> Aleksandra Milentijevic		<b>Ref No:</b> PA/18/03520
		<b>Ward:</b> Lansbury

## 1.0 APPLICATION DETAILS

**Location:** Lansbury Lawrence Junior Mixed School, Cordelia Street, London, E14 6DZ

**Existing Use:** School (D1 use class)

**Proposal:** Remodelling of the existing ground floor boys' WC to create an accessible hygiene room facility.

**Drawings and documents:** Drawings:  
Site Location Plan, Drawing No. 0100  
Existing Plans and Photos, Drawing No. 0150  
Proposed Plans & Elevations, Drawing No. 2000

Documents:  
Design Access Statement, AWW  
Heritage Technical Note, January 2018

**Ownership/applicant:** London Borough of Tower Hamlets

**Historic Building:** Grade II listed

**Conservation Area:** Lansbury Conservation Area

## 2.0 EXECUTIVE SUMMARY

2.1 The Local Planning Authority has considered this application against the Council's approved planning policies contained in the London Borough of Tower Hamlets Core Strategy (2010) and Managing Development Document (2013) as well as the London Plan MALP (2016) and the National Planning Policy Framework (2018) and all other material considerations.

2.2 This report considers an application for a listed building consent for the works at the grade II listed Lansbury Lawrence Junior Mixed School. The proposed works include the remodelling of the existing ground floor boys' WC to create an accessible hygiene facility room. This involves the removal of the historic fabric and features which would result in less than substantial harm to the designated heritage asset.

- 2.3 The proposal would achieve a public benefit by creating an accessible hygiene room for the disabled pupils in the school and as such, improving equality in the education facility. Whilst a great weight should be given to the conservation of the listed building, it is considered that the proposed public benefit would outweigh the identified harm caused to the grade II listed school.

### 3.0 RECOMMENDATION

That the Committee resolve to **GRANT** listed building consent subject to conditions as set out below:

1. Time limit for listed building consent
2. Completion in accordance with the approved plans
3. Making good to the retained fabric.

### 4.0 PROPOSAL AND LOCATION DETAILS

#### Site and Surroundings

- 4.1. The application site, Lansbury Lawrence Junior Mixed School, is bounded by Cordelia Street to the north, Kerbey Street to the east, Ricardo Street to the south and rectangularly shaped four storey block of flats known as Elgin House to the west. The surrounding area is predominantly residential with more mixed uses along Chrisp Street Market to the south-east of the application site. Bygrove Primary School is situated to the south-west of the application site.
- 4.2. The application site lies within the northern part of the Lansbury Lawrence conservation area which includes the area to the south and west to East India Dock Road. The conservation area is characterised by the Lansbury Estate which represents an exemplary post-war housing constructed by the London County Council.
- 4.3. Lansbury Lawrence Junior Mixed School is grade II listed and was originally named 'Susan Lawrence and Elizabeth Lansbury Schools'. The school is formed of regular geometrical shapes and includes two separate parts: two-storey primary school occupying the majority of the site with its regular rectangular shape, and the L-shaped single-storey nursery school situated on the western side of the site.
- 4.4. Photo 1 below shows the location of the application and its relationship with the surrounding area.

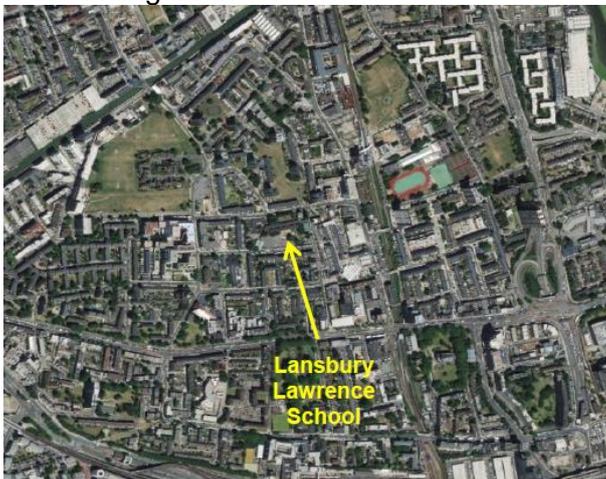


Photo 1: Aerial photo of the application site and surrounding area

## **Proposal**

- 4.5. The proposed works forming part of the current application for a listed building consent seek to remodel the existing ground floor boys' toilet into an accessible hygiene room. In particular, the removal of the following historic fabric and elements are proposed:
- quarry floor tiles;
  - Terrazzo cubicle partitions;
  - butler's sink; and
  - cast iron radiator and its replacement with a low surface temperature (LST) radiator.
- 4.6. The original Terrazzo partitions and butlers sink will be safely stored for potential re-use in the future in other toilets.
- 4.7. The proposal initially included the removal of the original red wall tiles. However, this has been amended and the tiles are to be retained in situ.
- 4.8. The proposed works include the insertion of the wet-room vinyl on the floor area and the secondary internal glazing on the existing windows. The rest of the works involve the insertion of sanitary elements and equipment.

## **Relevant Planning History**

- 4.9. The following planning applications are related to the Lansbury Lawrence Primary School:

PA/04/01242 – Full planning permission disposed of on 17/01/2006

Alteration and extension of the existing nursery to provide sure start educational and community use and classroom space with alterations to staff car park.

PA/04/01243 – Listed building consent disposed of on 17/01/2006

Alteration and extension of the existing nursery to provide sure start educational and community use and classroom space with alterations to staff car park.

PA/05/00845 – Full planning permission approved on 05/05/2006

External alterations to elevations and erection of a new extension at ground floor level, provision of new staff car park, alterations to hard and soft landscaping and erection of a new entrance canopy.

PA/05/00847 – Listed building consent approved on 26/05/2006

Internal alterations and demolition, extension to form chair store and lobby, new staff car park, new external doors and screens to 3 entrances and erection of external canopy to main entrance.

PA/06/00754 – Full planning permission approved on 04/10/2006

Erection of a separate new single storey facility building for training, educational and childcare facility including the creation of a separate access onto Ricardo Street.

PA/06/00755 – Listed building consent approved on 16/11/2006

Partial removal of existing Grade II Listed perimeter wall.

PA/12/01993 – Full planning permission approved on 10/09/2012

New school main entrance gate on Ricardo Street formed within existing school perimeter metal fence and partial height brick wall.

PA/12/01994 – Prior approval for conservation area consent not required on 26/07/2012

New school main entrance gate on Ricardo Street formed within existing school perimeter metal fence and partial height brick wall.

PA/12/02468 – Listed building consent approved on 20/12/2012

New school main entrance gate on Ricardo Street formed within existing school perimeter metal fence and partial height brick wall.

PA/15/01517 – Full planning permission disposed of on 29/01/2016

Removal of existing fascia and barge boards (asbestos cement) and renewal with new plywood in same style as existing and associated refurbishment works.

PA/15/01518 – Listed building consent refused on 16/03/2018

Removal of existing fascia and barge boards (asbestos cement) and renewal with new plywood in same style as existing and associated refurbishment works.

PA/15/02260 – Full planning permission approved on 06/10/2015

The application comprises of:

1. A new fully compliant external fire escape stair to provide the required additional means of escape from the hall.
2. Replacement of portions of glass to the windows on the hall's west elevation which lie within 1800mm of the existing fire escape balcony and stair.
3. Demolition of existing timber storage shed.
4. Minor resurfacing works around new stair.

PA/15/02261 – Listed building consent approved on 02/11/2015

The application comprises of:

1. A new fully compliant external fire escape stair to provide the required additional means of escape from the hall.
2. Replacement of portions of glass to the windows on the hall's west elevation which lie within 1800mm of the existing fire escape balcony and stair.
3. Demolition of existing timber storage shed.
4. Minor resurfacing works around new stair.

## **5.0 POLICY FRAMEWORK**

5.1. For details of the status of relevant policies see the front sheet for "Planning Applications for Determination" agenda items. The following policies are relevant to this application:

### **5.2. Government Planning Policy**

National Planning Policy Framework (2019), Section 16. Conserving and enhancing the historic environment

National Planning Practice Guidance, Conserving and enhancing the historic environment

### **5.3. London Plan MALP (2016)**

7.8 – Heritage assets and archaeology

#### 5.4. **Core Strategy (2010)**

SP10 – Creating distinct and durable places  
SP12 – Delivering placemaking

#### 5.5. **Managing Development Document (2013)**

DM24 – Place-sensitive design  
DM27 – Heritage and the historic environment

#### 5.6. **Supplementary Planning Documents**

Lansbury Conservation Area Character Appraisal and Management Guidelines (2008)  
Conservation Principles, Policies and Guidance for the sustainable management of the historic environment (Historic England, 2008)  
Managing Significance in Decision-Taking in the Historic Environment (Historic England, 2015)

#### 5.7. **Tower Hamlets Community Plan objectives**

- A fair and prosperous community
- A safe and cohesive community
- A healthy and supportive community

#### Emerging Policy

##### **Draft London Plan**

- 5.8 Statutory public consultation on the draft London Plan commenced on the 1st of December 2017 and closed on 2nd March 2018. The draft London Plan has been submitted to the Secretary of State for examination. The examination in public hearing sessions started on 15<sup>th</sup> January and are still on-going. The current 2016 consolidation London Plan is still the adopted Development Plan. However, the draft London Plan is a material consideration in planning decisions. It gains more weight as it moves through the process to adoption, however, the weight given to it is a matter for the decision maker.

##### **Draft Local Plan**

- 5.9 The Council are in the process of finalising the new Local Plan which, once adopted, will be the key strategic document to guide and manage development in the borough until 2031.
- 5.10 Statutory public consultation on the 'Regulation 19' version of the above emerging plan commenced on Monday 2nd October 2017 and closed on Monday 13th November 2017 and the draft new Local Plan has completed its examination in public. Weighting of draft policies is guided by paragraph 48 of the National Planning Policy Framework and the Planning Practice Guidance (Local Plans). These provide that from the day of publication, a new Local Plan may be given weight (unless material considerations indicate otherwise) according to the stage of preparation of the emerging local plan, the extent to which there are unresolved objections to the relevant policies, and the degree of consistency of the relevant policies in the draft plan to the policies in the NPPF.

## **6.0 CONSULTATION**

6.1 The views of the Directorate of Place are expressed in the MATERIAL PLANNING CONSIDERATIONS section below. A summary of consultation responses received is provided below.

6.2 The following were consulted regarding the application:

### **External Consultees**

6.3 None.

### **Internal Consultees**

#### LBTH Place Shaping

6.4 There are no objections to the loss of the existing boys' toilets to allow for the creation of a disabled toilet.

6.5 It is suggested that the existing historic coloured tiles should be retained in situ, they can be hidden if required. The cast iron radiator should be retained unless there is a justification to change it, and the butler sink reused if possible, there would be no objection to relocating it, changing the height of it or similar.

6.6 With regards to the partitions, it is suggested that these are stored on site, for potential reuse if a partition in one of the other toilets is damaged.

#### *Summary*

6.7 Subject to the suggested amendments being incorporated in the design, the proposal is considered acceptable.

## **7.0 LOCAL REPRESENTATION**

### Statutory Consultees

7.1 6 planning notification letters were sent to nearby properties as detailed on the attached site plan. A site notice was also displayed outside the application site on the 24<sup>th</sup> of December 2018. The application was also advertised in the local press on the 27<sup>th</sup> of December 2018.

No letters of representation were received in respect of the listed building consent application following the undertaking of the above described public consultation.

## **8.0 MATERIAL PLANNING CONSIDERATIONS**

8.1 The main application has been assessed against all relevant policies under the following report headings:

1. Impact on special architectural and historic character of the listed building.

## Impact on Special Architectural and Historic Character of the Listed Building

### *Principle of the proposal*

- 8.2 The significance of the grade II listed Lansbury Lawrence Junior Mixed School lies in the architectural and construction elements and details which indicate the school's evidential and historical value. This includes the use of light welded Hills' 8'3" steel frame, clad in concrete panels, brick and stone, and various architectural elements. One of the most special elements is the use of tiles designed by Peggy Angus, a distinctive feature that was repeated in much of the school architects Yorke, Rosenberg and Mardall's later work.
- 8.3 The proposal involves the works only to the primary school, there are no changes proposed to the L-shaped nursery. At present, there are eight children's toilets on the ground and first floors of the primary school that retain most of the original historic elements whilst the two toilets located to the western extent of the ground floor have been completely redecorated and include only the original steel windows and cast-iron radiators.
- 8.4 All toilets have been subjected to a degree of alterations in the past with the wholesale replacement of toilet cisterns and the replacement of some toilet basins. In all first floor toilets, the original quarry tile flooring has been replaced with modern linoleum. Retained historical features surviving in all toilets include the red glazed tiling, Terrazzo partitioning between each toilet, cast-iron radiators and butlers sinks.
- 8.5 The accessible toilet is proposed in the boys' toilet in the eastern part of the ground floor as shown in Figure 1 below. Previous alterations to this toilet include the replacement of the toilet cisterns and wash basins. The original historic features as shown on the photos and plan below and in Appendix 1 Existing Drawings and Photos include the quarry tiled floor, red glazed wall tiles, butlers sink and the Terrazzo partitions.

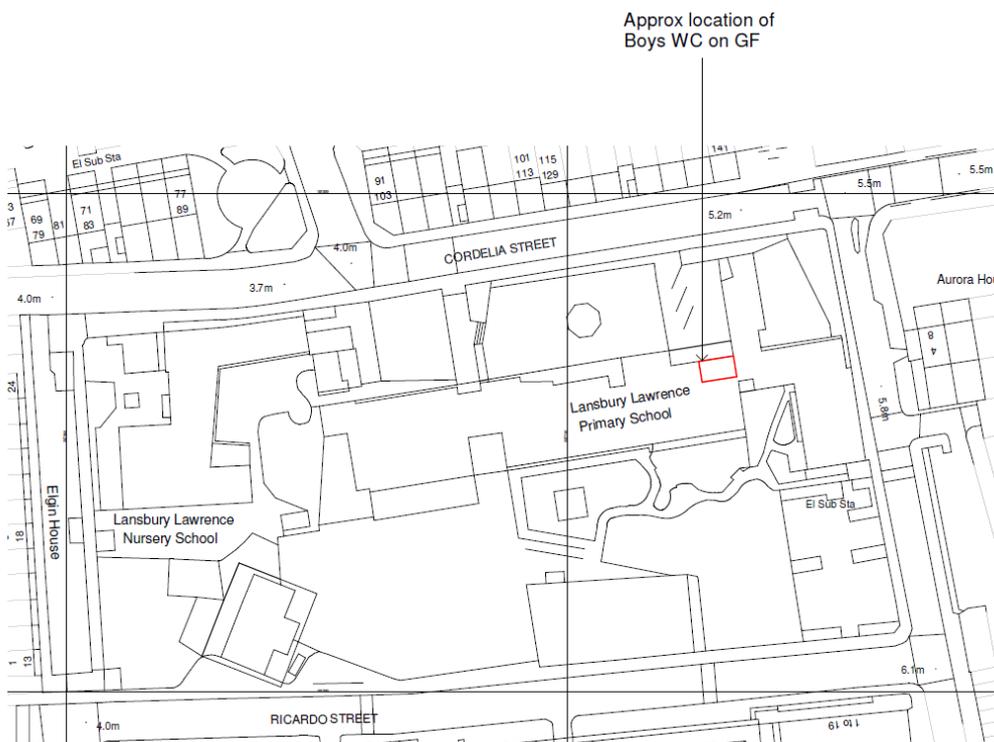


Figure 1: Location of the subject ground floor boys' toilet

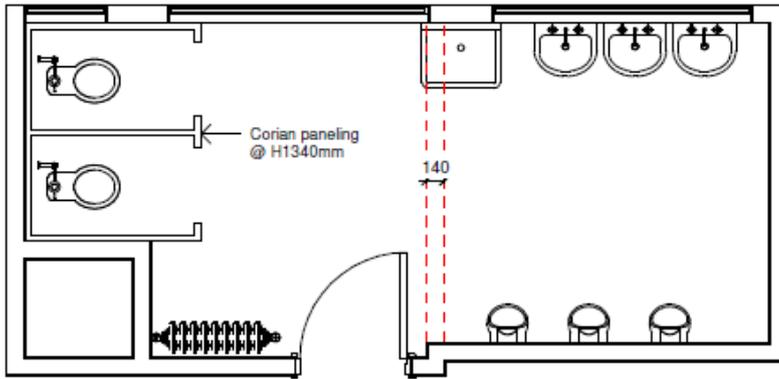


Figure 2: Existing plan of the boys' toilet



Photo 2: Overview of the existing ground floor boys' toilet

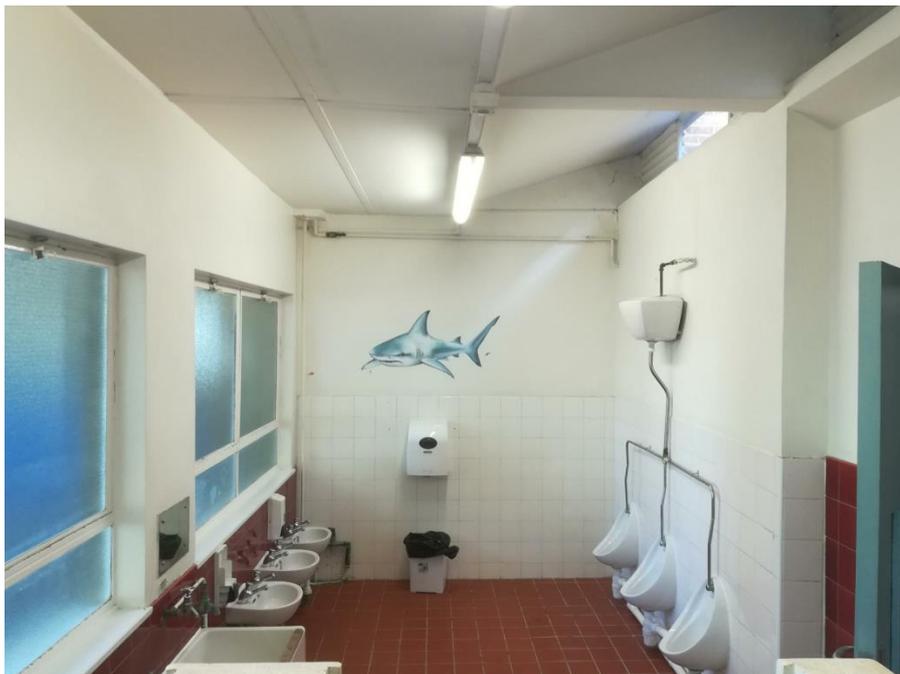


Photo 3: Overview of the existing ground floor boys' toilet

- 8.6 The toilets within the school form part of the service function and are not considered to be principal spaces which indicates a lower hierarchical spatial importance within the building. Furthermore, the existence of seven other toilets which would remain intact reduces the adverse impact on the significance of the heritage asset. Detailed elements of the proposal are discussed below.

*Detailed elements of the proposal*

- 8.7 The existing quarry floor tiles are to be removed and replaced with a slip-resistant wet-room vinyl. It is evident that the original tiles have been repaired in the past and as such, are not completely intact to this date. Their removal is considered acceptable. The existing red glazed wall tiles are of high quality and mainly intact. Their retention is welcomed.
- 8.8 The historic butler's sink and Terrazzo cubicle partitions would be removed and retained on site for possible re-use in the future. Therefore, these original elements could be reused if required in the other seven toilets.
- 8.9 The original cast-iron radiator would be removed and replaced with a low surface temperature radiator which has an exposed surface kept at a temperature below 43deg C as specified in part M of the Building Regulations for use in new and refurbished education facilities. Its reuse would not be possible. As such, there would be a complete loss of the existing cast-iron radiator.
- 8.10 The insertion of the secondary glazing, new sanitary elements and medical equipment is acceptable. A condition is proposed to ensure that the proposed works would make good to the retained fabric.

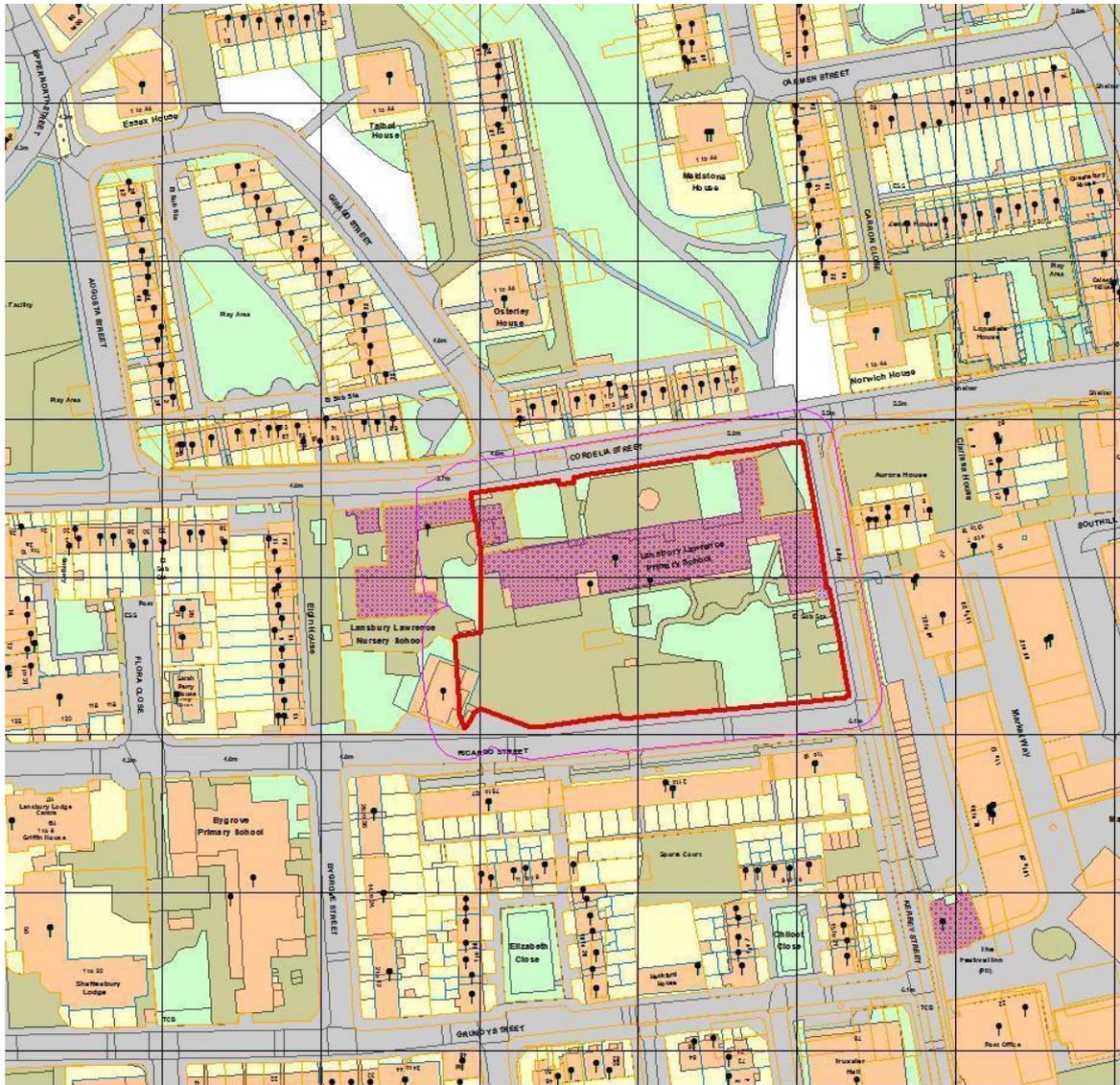
*Summary*

- 8.10 It is considered that the complete loss of quarry floor tiles and cast-iron radiator, and the removal of the butlers sink and Terrazzo partitioning for potential reuse in the future would result in less than substantial harm to the significance of the grade II listed school. According to the national policy, this harm should be weighed against the public benefit of the proposal which includes the creation of an accessible hygiene room. On balance, the proposal would result in an improved education facility which outweighs the less than substantial harm to the designated heritage asset.
- 8.11 In accordance with Section 66 (1) of the Planning (Listed Buildings and Conservation Areas) Act 1990, the Local Planning Authority should have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses. The effect of section 66(1) is to create a strong presumption against development which would conflict with that aim; *South Lakeland District Council v Secretary of State for the Environment [1992]* and *Barnwell Manor Wind Energy Limited v East Northamptonshire District Council* . However this is a rebuttable presumption. The NPPF enables the decision-maker to weigh the harm to the asset against the benefits of any proposal, on a sliding scale, depending upon the nature of the asset and the level of harm. Having carried out this balancing exercise it is considered that the less than substantial harm proposed the proposal would result in an improved education facility which outweighs the less than substantial harm to the designated heritage asset.

## **9.0 CONCLUSION**

- 9.1 The proposal seeks to convert the existing ground floor boys' toilet into an accessible hygiene room which would result in the loss of the original historic fabric and building's elements. The proposed works would result in less than substantial harm to the grade II listed school. The public benefit of providing an accessible hygiene room would outweigh the harm of the removal of the historic fabric. As such, the proposal is in accordance with the national planning policy set out in the National Planning Policy Framework (2019).
- 9.2 All other relevant policies and considerations have been taken into account. Listed Building Consent should be GRANTED for the reasons set out in the EXECUTIVE SUMMARY and MATERIAL PLANNING CONSIDERATIONS sections as set out in the RECOMMENDATION at the beginning of this report.

# Appendix 1: SITE MAP



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- Planning Application Site Boundary
- Other Planning Applications
- Consultation Area
- ↑ Land Parcel Address Point
- Locally Listed Buildings
- Statutory Listed Buildings

## Planning Applications Site Map PA/18/03520

This site map displays the Planning Application Site Boundary and the extent of the area within which neighbouring occupiers / owners were consulted as part of the Planning Application Process



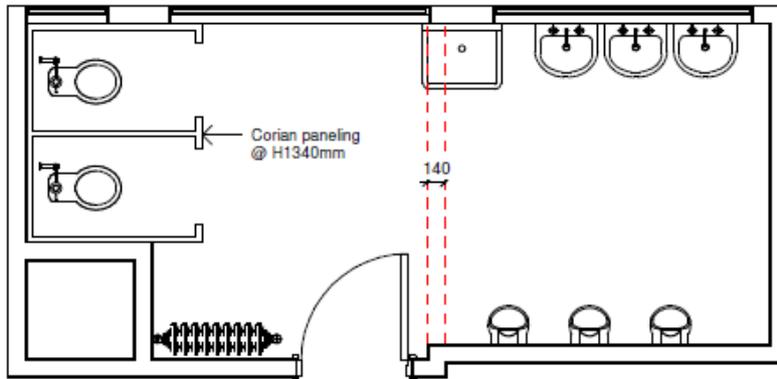
**TOWER HAMLETS**  
London  
Borough of  
Tower Hamlets

Scale : 50m grid squares

Date: 19 March 2019

## Appendix 2: DRAWINGS AND DOCUMENTS

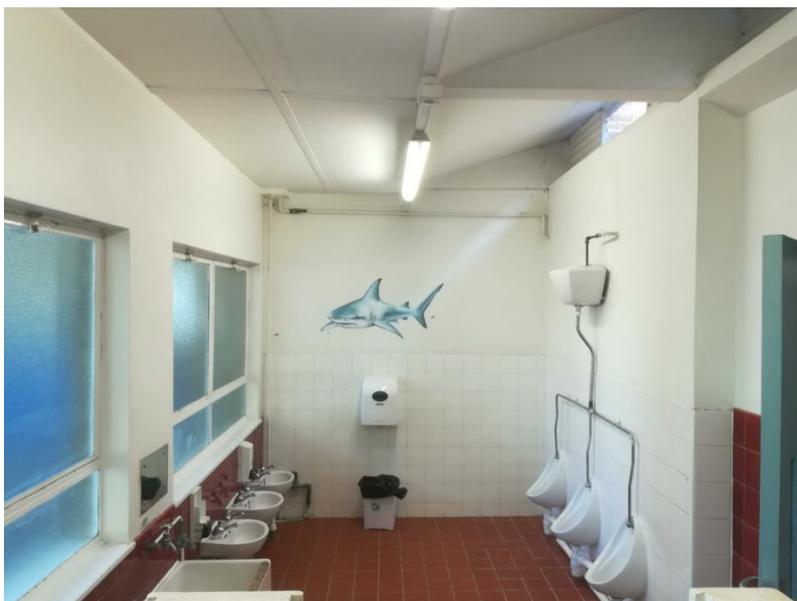
### Existing drawings and photos



Existing plan of the boys' toilet



Overview of the existing ground floor boys' toilet



Overview of the existing ground floor boys' toilet



Detail of non-original toilet basin and quarry tiles



Detail of Terrazzo partitioning

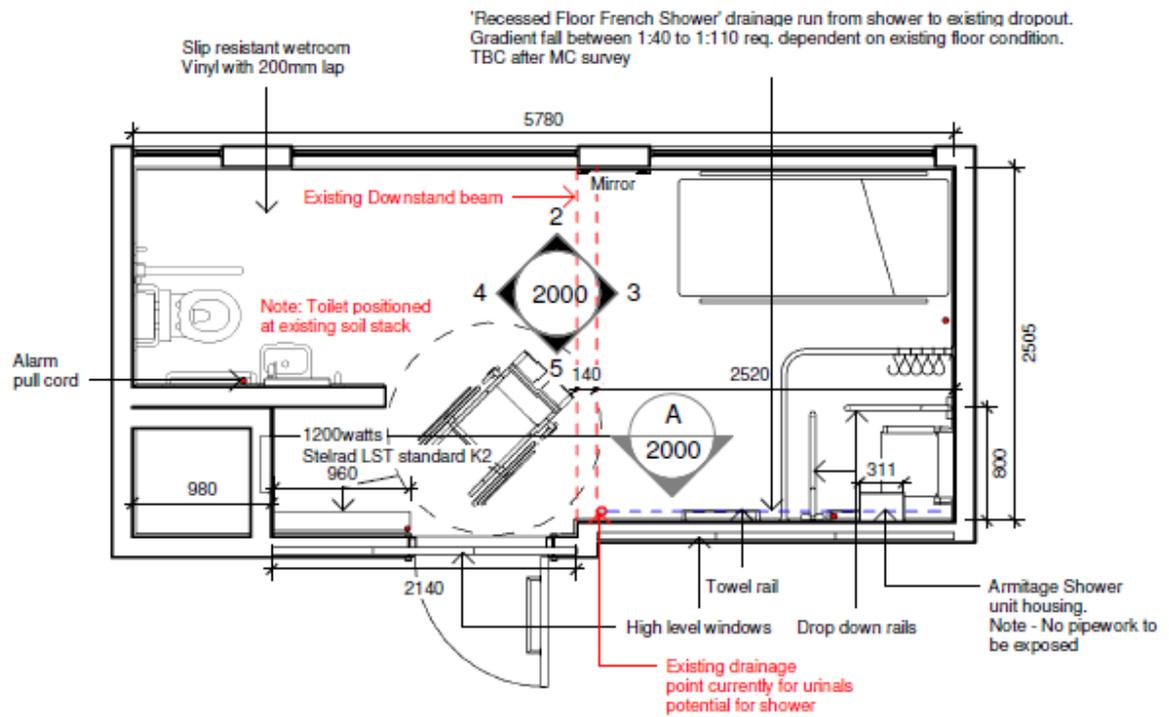


Butler's sink

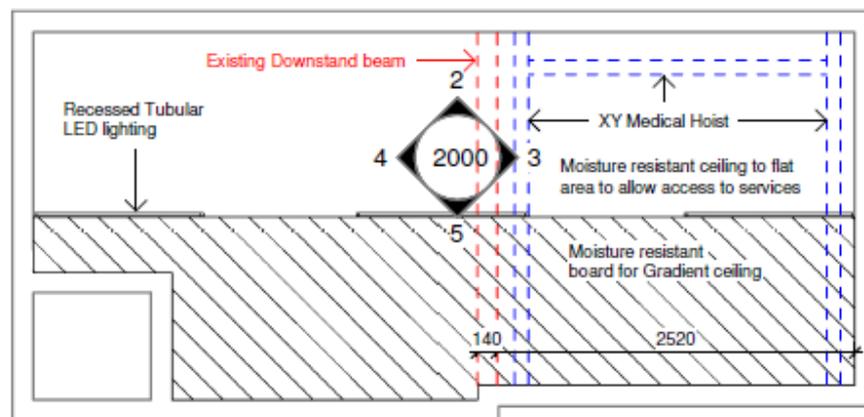


Red glazed tiles

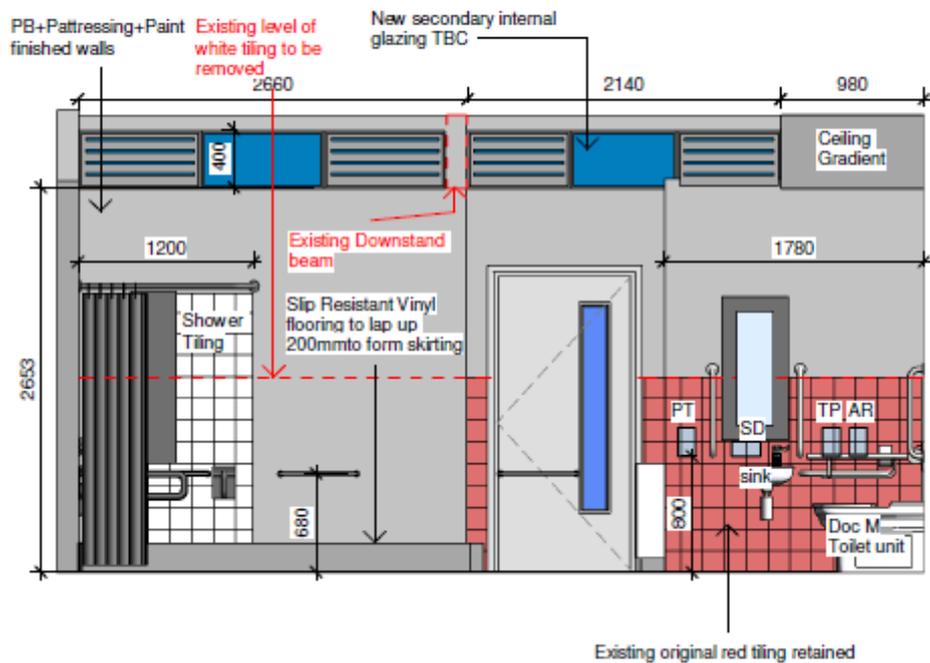
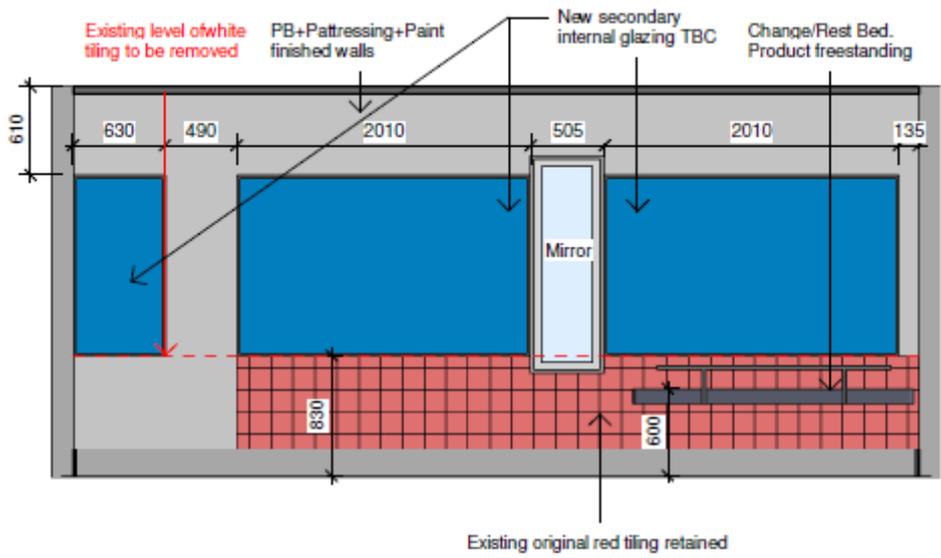
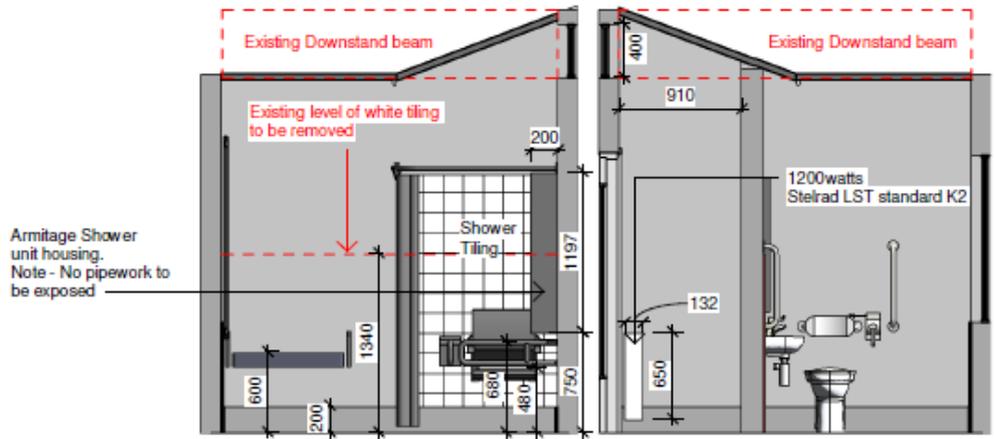
## Proposed drawings and site photos



Proposed floor plan



Proposed ceiling plan



Proposed elevations